



## CITY OF VANCOUVER

# P1

### POLICY REPORT DEVELOPMENT AND BUILDING

Date: February 24, 2006  
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Meeting Date: March 21, 2006

TO: Vancouver City Council

FROM: Director of Current Planning

SUBJECT: CD-1 Rezoning – 3200 West 41st Avenue (Crofton House School)

#### RECOMMENDATION

- A. THAT the application by Crofton House School to rezone 3200 West 41st Avenue (Lot C, Block R, DL 321, Plan LMP6571) from RS-1 to CD-1 to permit replacement of and additions to student facilities, including a new Senior School building, a new Dining Hall and Athletic Facility, below-grade parking and an Early Childhood Education Centre, be referred to a Public Hearing, together with:
- i. draft CD-1 By-law provisions, generally as presented in Appendix A;
  - ii. plans prepared by Cornerstone Architecture & Planning Group received February 23, 2005; and
  - iii. the recommendation of the Director of Current Planning to approve, subject to conditions contained in Appendix C.

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at the Public Hearing.

- B. THAT, subject to approval of the rezoning following a Public Hearing, the Subdivision By-law be amended generally as set out in Appendix B; and

FURTHER THAT the Director of Legal Services be instructed to bring forward the consequential amendment to the Subdivision By-law at the time of enactment of the zoning by-law.

- C. THAT, subject to approval of the CD-1 rezoning, Council designate the building at 5707 Balaclava Street, listed as a “B” on the Vancouver Heritage Register, as protected heritage property and include the following interior features:
- i. the Ballroom; and
  - ii the curved entry stairs off the front entry.

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the by-law to designate the building at the time of enactment of the CD-1 By-law.

### GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of A, B and C.

### COUNCIL POLICY

The Arbutus Ridge/Kerrisdale/Shoughnessy (ARKS) Community Vision, adopted November 1, 2005, supports consideration of rezoning applications on institutional sites for purposes of expansion, downsizing or reuse. It also supports retention of listed heritage buildings, and the adding and upgrading of pedestrian crossings along major arterial streets, including West 41st Avenue.

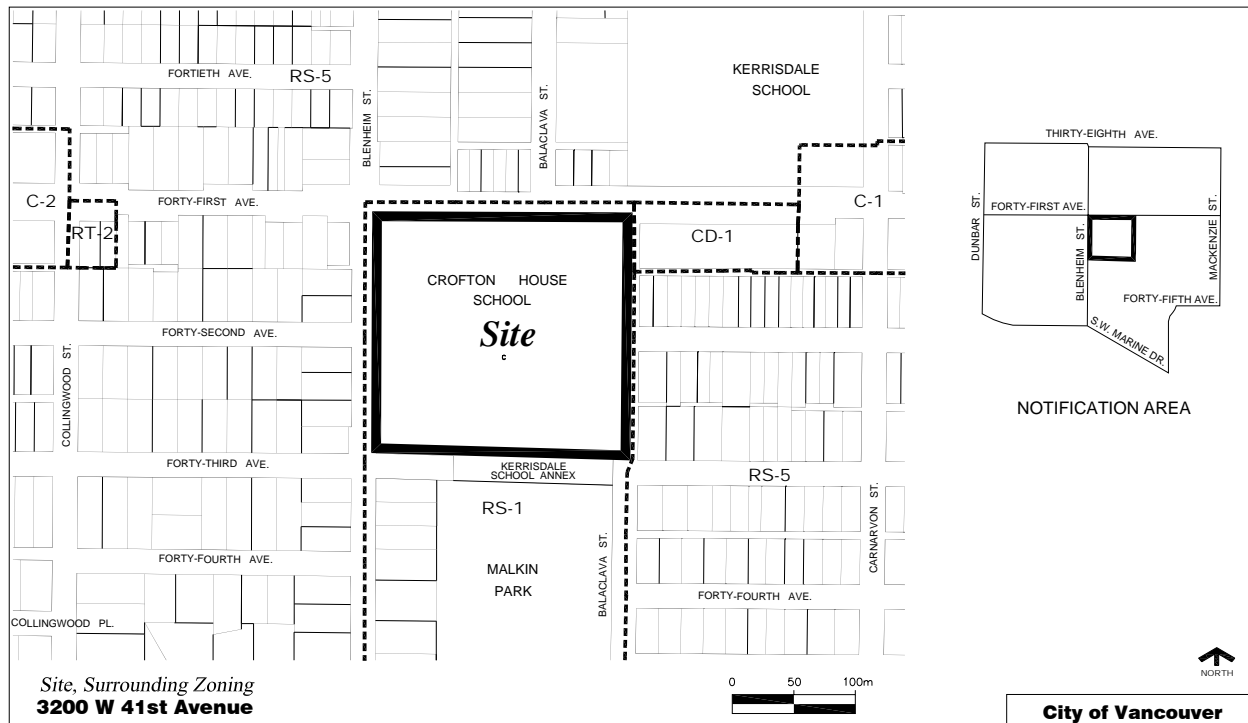
### PURPOSE AND SUMMARY

This report assesses an application to rezone the site of Crofton House School to facilitate the implementation of the school's long-range master plan. The plan proposes to improve student facilities by replacing the senior classroom building and by constructing a new dining hall and athletics facility, underground parking and an Early Childhood Education Centre. A listed heritage structure, the “Old Residence”, would be retained, upgraded and designated as part of the rezoning. Residents surrounding the school are generally supportive of the expansion plans. Concerns raised about traffic and parking have been addressed in a Transportation Management Plan and a Facilities Use Plan, which are contained within the school's Good Neighbour Pledge.

### DISCUSSION

**Existing Buildings** — Crofton House School is a private girls' school which has occupied this site since 1942. It currently offers grades 1 to 12 for 670 students. The site, now at 3.8 ha (9.5 acres), is a former estate property that retains the original 1902 house — the “Old Residence” — which is proposed to be designated as part of the rezoning. Other buildings on the site were added in successive phases from the 1940s to 1990s. These comprise a senior school, a junior school and a fine arts centre.

**Master Plan Secured by CD-1 Zoning** — In 2004, Crofton House School, in conjunction with Cornerstone Architecture & Planning Group, created a master plan to establish directions for future modifications to its campus. The plan retains the Old Residence, the junior school and



the fine arts centre. It proposes rebuilding the senior school (except for the newer Bryan Hall) and creating a major new pedestrian entrance on 41st Avenue. In subsequent phases, a new dining hall, an athletic facility and an Early Childhood Education (ECE) Centre would be added. The plan also proposes to enhance a central court as an exterior focus for the campus, and to improve the stage in the arts centre. The school's enrolment would increase by 13%, including the addition of 40 kindergarten students in the ECE Centre. The timing of each phase will be dependent on the school's ability to raise funds.

The site is currently zoned RS-1 One-Family Dwelling District. The master plan proposes that development generally adhere to the density and building height limits of RS-1. Rezoning to CD-1 is requested to secure approval in principle of the long-term plans for the site so as to create more certainty, for the school and the surrounding residents, than what can be offered through the conditional approval development permit process under RS-1. Rezoning to CD-1 also affords the opportunity to address transportation issues in a comprehensive manner, and to determine the nature and sequence of required off-site improvements in a long-term strategy. The CD-1 By-law and the Council-approved form of development will provide a framework for approvals for all the phases of the master plan implementation. The rezoning also secures the designation of the heritage building, which the school would not otherwise be motivated to do if the redevelopment were applied for, in stages, under the current zoning.

**Use** – The current RS-1 zoning permits a number of conditional-approval institutional uses, including "School - Elementary or Secondary". For the draft CD-1 By-law, "School - Elementary or Secondary" is the only principal use proposed.

**Density** – The site is currently built to a floor space ratio of 0.31 FSR. The application is for a maximum density of 0.60 FSR, which is consistent with the maximum density under RS-1 zoning. Under that maximum, the school would be allowed to build 23 114 m<sup>2</sup>

(248,800 sq. ft.) of floor area based on the 38 382 m<sup>2</sup> (9.5-acre) site area. There are road widening or building lines on three sides of the property that may result in land dedications and a decrease in the site area. To preserve the current maximum floor area, after the site has decreased in size, the proposal is to set the maximum density in the CD-1 By-law as an overall floor area amount of 23 114 m<sup>2</sup>, rather than as a floor space ratio.

If the school were applying under RS-1 zoning for the expansions contemplated in the master plan, the density calculations would be complicated by additional regulations in the RS-1 District Schedule that limit above-grade floor space (to around 0.30 FSR) and require double-counting of spaces with extra high ceilings. These regulations are intended for one-family dwellings with basements and can impose hardships when applied to school developments. Relaxations often have to be sought under special provisions for schools. In the proposed CD-1 By-law, the overall floor space amount would include above-grade and below-grade floor space, and it would count all spaces once regardless of ceiling height. Relaxations would not be needed.

Staff support the CD-1 By-law provisions for density because they are consistent with the maximum limit of the current zoning and will not produce a form of development that will negatively affect the surrounding community. In addition, on balance, staff estimate that the added benefit of counting all floor space permitted as above-grade density is reasonable compensation for the designation of a listed heritage resource. Density has not been raised as an issue by the local residents.

**Building Height** – The conditional height limit under the site's current RS-1 zoning and under the surrounding RS-5 zoning is 10.7 m (35.1 ft.) measured above the base surface. The base surface is a plane determined by connecting the existing elevations at the corners of the property. On the Crofton House School site, there is a drop in grade of 19 m (62 ft.) from the northeast corner to the southwest corner which results in a sloping building envelope. For developments to fully utilize their height potential, the building form would have to step down with the grades. Institutional buildings, like schools, tend to have large, level floor plates that do not lend themselves to a stepped form. This has created a challenge on this site to fit the proposed buildings into the currently permitted sloping height envelope.

To resolve the problem, the school's architects have proposed that the two largest new buildings in the master plan – the dining/athletics hall and the new senior school – be allowed to exceed the height limit, but only in the centre of the site where there will be no impact on the surrounding views. Height limits for these buildings are proposed as level planes whose elevations are established by applying the 10.7-metre height limit to the grades along 41st Avenue and Balaclava Street. At these street edges, height is limited to 10.7 m, but as the grade drops away toward the centre of the site, the roof elevations can be maintained horizontally and the buildings will actually have more height. This means that the buildings could be two or three storeys along the street, consistent with the existing zoning, and a storey higher at the interior of the site. The advantage is that the building levels established along the street can extend across the whole building footprint without having to step down. This approach allows for an efficient floor plate for the academic buildings, without compromising the RS-1 streetwall.

This flat height limit will only apply to the dining/athletics hall and the new senior school. Other buildings proposed for the site must adhere to the 10.7-metre limit measured from the base surface.

The school showed the proposed form of development to the surrounding neighbours in drawings and as an architectural model. Building height was not raised as an issue. The Urban Design Panel, in its review of the application, supported additional height beyond the RS-1 limit and added that it would be worthwhile for this development to achieve more articulated roof forms. Improved roof articulation can be achieved through the height relaxation provisions in Section 10.11.1 of the Zoning and Development By-law, which will be available to this project. Staff have included a design condition in Appendix C to address roof articulation.

**Setbacks** – The following setbacks are proposed for buildings at Crofton House School.

	street frontage	setback from existing property line
north setback	West 41st Avenue	12.50 m (41.0 ft.)
east setback	Balaclava Street	15.50 m (51.0 ft.)
south setback	West 43rd Avenue	10.70 m (35.0 ft.)
west setback	Blenheim Street	8.13 m (26.7 ft.)

These setbacks are comparable to, or deeper than, the yards existing on the residential developments surrounding the school. For this site, building setbacks do not play a large role determining the interface with the surroundings because the perimeter of the site is walled or fenced and heavily vegetated with hedges and tall trees. This perimeter condition is considered a significant landscape feature for the school and the neighbourhood. The intention is to retain it as much as possible.

An exemption is proposed to the north setback to allow for a covered entrance canopy or portico to extend out from the façade of the senior school. This will create a needed “front door” presence for the school along 41st Avenue and provide shelter for its major pedestrian entry.

**Form of Development** – The proposed form of development, as represented by plans received February 23, 2005 from the Cornerstone Architecture & Planning Group, was unanimously supported by the Urban Design Panel on May 11, 2005. The Panel’s comments are in Appendix D. This form of development shows how the site would be built out after the implementation of the multi-phased master plan for the school. Some of the drawings and the phasing sequence are shown in Appendix E. The form of development is put forward for approval in principle by Council.

**Historic Value** – The site of the former Richard Byron Johnson residence formed part of an 8-hectare (20-acre) estate sold to Crofton House School in 1942. The original 1902 residence was added to the Vancouver Heritage register in 1986 as a “B” category building for its strong association with early settlements in the area and as a good example of an early craftsman house with Tudor detailing. The site’s historic value lies with this building and its long association with Crofton House School. In addition to the former residence, the site contains many notable features including the perimeter stone walls, iron gates, landscape features and mature plant materials.

Several interior features of the original residence are listed in the Vancouver Heritage Interiors Project (1996) and are worthy of protection. They include the Ballroom/Billiard

room, with its superbly detailed high barrel-vaulted ceiling complete with plaster details along the ribs of the vault and plaster details circumnavigating the room. The plaster work was executed by Charles Marega, one of Vancouver's best known sculptors. As well, the fine curved wooden stair leading from the front entry foyer to the second floor is a notable feature of the building and worthy of heritage protection through designation.

The Vancouver Heritage Commission reviewed the school's Master Plan on April 25, 2005 and resolved to support the plan in principle and to offer some directions. (See the Commission's resolutions in Appendix D.)

Staff concur with the directions indicated by the Commission and recommend that the "Old Residence" building be designated on the Vancouver Heritage Register, as protected heritage property, including the following interior features: the Ballroom and the curved entry stairs off the front entry. The ARKS Community Vision further supports protection of heritage properties.

While heritage staff support the directions of the master plan in principle, improvements to the relationship of the proposed dining/athletics hall to the heritage building are needed and will be required at the development permit stage of the process. To address the recommendations from the Commission, staff have included rezoning conditions in Appendix C. These conditions include ensuring a compatible fit with the heritage building.

**Off-street Parking, Loading and Bicycle Storage** – There are currently 74 parking spaces provided on the school site in surface lots accessed from Blenheim Street and Balaclava Street. In the master plan, 106 spaces are proposed. 75 would be provided in an underground parkade to be constructed beneath the new athletics facility accessed from Balaclava Street and the remainder in surface lots accessed from Blenheim Street. For the CD-1 By-law, it is proposed that the parking be as per the Parking By-law which, for schools, sets the requirement as a ratio of parking spaces per number of staff members. The 106 spaces proposed in the master plan have been calculated by the applicant based on the Parking By-law standards and on what the staffing levels are expected to be once the master plan has been implemented, including adding a kindergarten. The actual minimum parking requirements will be determined at each phase of development according to the staffing levels at the time, although the school may elect to build all of the 106 proposed spaces sooner than they would be required.

Loading and bicycle storage will also be as per the Parking By-law, although the school may elect to provide greater amounts of bicycle storage to encourage cycling and to help achieve the vehicle-trip reduction goals set out in the Transportation Management Plan.

**Public Consultation** – The school hosted an open house in November 2004, prior to submitting a rezoning application to the City in February 2005. A second open house, attended by City staff, was held in May 2005 at which the rezoning drawings and a model were on display. Each of these events was attended by about a dozen local residents. Another dozen residents commented by writing or calling planning staff. Most voiced support for the school's master plan, commenting positively on the proposed form of development. Issues that were raised related to the impact of the school on neighbourhood traffic and parking. A Transportation Management Plan was prepared to address the traffic and parking issues and a third open house was held in November 2005. Some physical improvements and operational changes are proposed to address those issues, as discussed below.

**Pick-up and drop-off activity** – The impacts of parents dropping off and picking up students was the prime concern raised by neighbours. Traffic congestion on both Blenheim and Balaclava streets during the early morning and mid-afternoon was the most often cited concern.

Crofton House School has an existing passenger loading area located on its property off of Blenheim Street (see Appendix E, Page 1). This drop-off loop is for junior students only. It accommodates about a quarter of the school's drop-offs. Passenger loading that occurs in this loop creates the least impact on the neighbourhood, although cars going in and out of the driveway on Blenheim contribute to congestion on that street. To minimize this impact, in 2004 the school implemented a right-in/right-out only policy for that driveway. This has stopped left-hand turning movements and resulted in improved traffic flow. This on-site loop is retained in the school's master plan. Once the Early Childhood Education Centre is added, the loop will provide passenger loading for that facility as well.

The older students load and unload from the street frontages around the school. The majority of the on-street passenger loading occurs on West 41st Avenue, especially for the morning drop-off. Loading on 41st Avenue has the least impact on the neighbourhood and on traffic congestion because it is a wide arterial street, although loading there is often seen as unsafe due to traffic speeds and a lack of crossing facilities. To make crossing safer, the school has offered to pay for a pedestrian-activated signal at the north leg of Balaclava Street directly across from a new school entry. In the school's plans, the reconstructed senior school will have its major pedestrian entrance directly on 41st Avenue and an enhanced waiting area will be created along the adjacent sidewalk (see Appendix E, Page 1). Both of these measures should help to place more of the loading activity along the 41st Avenue frontage.

Some passenger loading does occur along the Blenheim Street frontage, outside of the loop. Blenheim Street receives a fair bit of through traffic unrelated to the school or the neighbourhood. This through volume, combined with the school's loading activity, creates a lot of congestion about which local residents have remarked. For last several years, Blenheim Street has been the subject of a Re-classification and Traffic Calming study. On February 16, 2006, Council re-classified the street as a Neighbourhood Collector and approved a reconstruction plan. The plan takes into consideration the presence of nearby schools. Passenger loading will continue to be accommodated in the blocks adjacent to Crofton House School.

Balaclava Street is a local street with a modest amount of traffic. However, it is an unusually narrow street. It gets easily congested due to passenger loading activity of not just Crofton House School, but of the Kerrisdale Annex School as well, which is located to the south at 43rd Avenue. In Crofton House School's plan, an underground parkade is proposed along Balaclava Street. Improvements to the street are planned to facilitate access to that parkade from 41st Avenue. It is proposed that the street be widened from 41st Avenue to the parkade entrance near 42nd Avenue. To help with the passenger loading activity, a lay-by is also proposed on the school's frontage between 41st and 42nd avenues. To discourage cars, dropping off on Balaclava Street, from travelling through the neighbourhood streets to the east, a traffic circle is proposed at the intersection of Balaclava Street and 42nd Avenue. This will allow those cars to turn 180° on Balaclava so they can come and go via 41st Avenue, and not enter the local streets. The circle will also act as a traffic calming device. These

proposed changes to Balaclava would not interfere with the newly approved Balaclava Bikeway which follows Carnarvon Street between 41st and 43rd avenues. Providing these street works is a recommended condition of rezoning. Their detailed design would be reported to Council for approval, including assessment of impacts on traffic, parking and existing trees. The proposed improvements are illustrated on page 1 of Appendix E.

Some residents have remarked that the school should accommodate more or all of its passenger loading activity within its own property. Crofton House School is one of the few schools in the city that has on-site passenger loading. At most schools this activity occurs in the public streets. A general principle with school developments is that land area, not occupied by buildings, should be available as play space for students and should be used as little as possible for vehicles. Staff agree this is a laudable objective and generally do not support paving over existing open space on school properties to add passenger loading facilities or additional parking beyond the minimum requirement.

**Traffic Volumes** – Some local residents have remarked that the traffic volumes on the streets around the school are excessive and questioned whether an expansion to the school would result in increases to those volumes. The school's transportation consultant examined traffic counts around the school and concluded that the school's contribution to those counts is very minor on Blenheim Street and even less so on 41st Avenue. The proposed increase in enrolment of 13% (including the kindergarten) is not expected to create an appreciable increase to the existing volumes. Furthermore, the school has proposed strategies in its Transportation Management Plan to reduce vehicle trips. If the targets are met, there will be a decrease in the school's contribution to traffic, despite the expanded enrolment.

**On-street Parking** – Many local residents who commented on the application spoke of parking on the local streets by students, staff, parents and visitors of the school. Some felt that the school should have to provide greater amounts of off-street parking to meet this apparent demand. The school has a strategy for parking in its Transportation Management Plan that covers parking by all users, for regular school days and for special events. In addition to the on-site parking, which will be required according to the Parking By-law, the school voluntarily rents 30 spaces from Knox Church to provide additional parking as needed. Knox Church is located on Balaclava Street, just north of 41st Avenue. Another reason that the pedestrian-activated signal is being proposed at the north leg of the intersection is to improve the pedestrian access from the school's entrance to the parking provided at the church. Staff support the school's parking strategy.

**Transportation Management Plan** – Staff recommend that a Transportation Management Plan, a Facilities Use Plan and a Construction Management Plan be submitted for this development to the satisfaction of the General Manager of Engineering Services, the Director of Planning and the Director of Legal Services prior to issuance of the first development permit. These plans are typically required for institutional sites which might impact on traffic and parking in a surrounding neighbourhood by their day-to-day operations, by their special events or by their construction activities. These plans go beyond the physical changes required on and off the site to resolve traffic and parking issues, such as the widening of Balaclava Street. They address operational changes that need to occur, such as the measures that the school will take to reduce vehicle trips, to minimize congestion caused by passenger loading and to manage the parking practices of staff and students.



Crofton House School has provided drafts of their Transportation Management Plan and Facilities Use Plan in a "Good Neighbour Pledge". The pledge also provides a protocol for neighbour communications. The school posted a draft of its pledge on the Crofton House School website in December 2005 and invited the neighbours to comment. The school intends to address any issues the neighbours raise and to update the pledge periodically in response to operational changes and ongoing concerns.

Crofton House School's Transportation Management Plan will become one of a number of such plans that have been created for institutional sites around the city. Engineering Services will endeavour to monitor the plans over time to the extent there are staff resources available. Staff from Neighbourhood Transportation and from Parking Management will be available to assist the school and the neighbourhood in ensuring that the plan is followed.

### **PUBLIC BENEFIT**

Council policy does not look to development proposals for Community Amenity Contributions (CACs) if there is no change to the land use and if there is no increase in the total floor space permitted. The Crofton House School rezoning meets these circumstances, so a CAC is not offered.

The school is, however, offering to pay for the installation of a pedestrian-activated signal at 41st Avenue and the north leg of Balaclava Street. Engineering staff have concluded that, unlike the works proposed for the south leg of Balaclava Street, the signal is not an off-site improvement *required* for the development. The signal is nonetheless *desired* by the school community and by the community at large. In the recently adopted ARKS Vision, Direction 1.1 calls for adding and upgrading pedestrian crossings on a number of arterial streets, including 41st Avenue. The Vision Direction does not point to specific locations to add crossings, however Engineering staff support the proposed Balaclava (north) intersection as a suitable location for one to be added. A condition is included in Appendix C to accept the school's offering of the signal. The installation would be reported to Council for approval as part of the Annual Traffic Signal Program.

Another public benefit resulting from the rezoning is that the Old Residence will be designated as a heritage property. Staff accept the designation of the heritage building as a public benefit and note that in return the school achieves more above-grade floor space than under its current zoning. Protection of listed heritage buildings is also supported by the ARKS Community Vision, so approval of this rezoning will help fulfill two directions in that Vision.

### **FINANCIAL IMPLICATIONS**

There are no financial implications to this report's recommendations with respect to City budget, fees or staffing.

### **CONCLUSION**

Planning staff support the use, density and general form of development proposed for the future of Crofton House School. The concerns of surrounding neighbours, related to traffic and parking, are addressed in a Transportation Management Plan and by street improvements required as part of this rezoning. Consequently, the Director of Current Planning recommends the application be referred to Public Hearing and approved with conditions outlined in Appendix C.

## 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.

### Uses

- School - Elementary and Secondary
- Accessory Uses

### Density

- The total floor area for all uses must not exceed 23 114 m<sup>2</sup>.
- In calculating floor area, spaces will be counted once regardless of ceiling height.
- Floor area calculations are to exclude enclosed parking, bicycle storage and service spaces at or below grade, open patios or decks, and exterior wall thickness in excess of 152 mm.

### Building Height

- The maximum building height shall be 10.7 m measured above the base surface, except that for the buildings listed below, roofs may extend above the limit measured from the base surface, but where they do so extend, no roof shall protrude above the geodetic elevation indicated.

Building	Geodetic Elevation
new Senior School	57.50 m
Dining Hall and Athletics Facility	58.60 m

- Despite the above, the provisions of Section 10.11.1 of the Zoning and Development By-law shall be available to all development on the site.

### Setbacks

- The setback of each building must be at least:
  - (a) 12.50 m from the north property line at West 41st Avenue;
  - (b) 15.50 m from the east property line at Balaclava Street;
  - (c) 10.70 m from the south property line; and
  - (d) 8.13 m from the west property line at Blenheim Street;

before any dedication for street of a portion of the site adjacent to any such property line.

- A covered, unenclosed pedestrian entrance canopy or portico is to be exempt from the north setback requirement.

### Parking, Loading and Bicycle Storage

- Parking, loading and bicycle spaces shall be provided and maintained to meet the requirements of the Vancouver Parking By-law. The relaxation and exemption provisions of the Parking By-law are to be available.

**DRAFT AMENDMENTS TO THE SUBDIVISION BY-LAW NO. 5208**

Amend Schedule A by removing 3200 West 41st Avenue (Crofton House School) from the RS-1 Subdivision Sectional Maps attached to the Schedule.

## PROPOSED CONDITIONS OF APPROVAL

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

### FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Cornerstone Architects, and stamped "Received by the City Planning Department", February 23, 2005, provided that the Director of Planning 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 final form of development, the applicant shall obtain approval of a development application by the Director of Planning who shall have particular regard to, among other things, the following:

#### Design Development

- (i) provide design development that addresses additional detail of the proposed expansion and all subsequent phases;

Note to Applicant: The drawings are conceptual and lack information regarding key defining elements for future phases including:

- landscaping and site character;
- pedestrian spaces, circulation and linkages;
- roof forms;
- building scale.

- (ii) design development to the scale of the Senior School;

Note to Applicant: Provide more articulation to massing so it is less undifferentiated and continuous in form.

- (iii) design development to the siting and plan resolution of the Early Childhood Education Centre;

Note to Applicant: The relationship to adjacent buildings and overall campus needs better integration.

- (iv) design development to the gymnasium's height, linkages to the heritage building and scale as it presents itself to the street;

Note to Applicant: Linkages between the buildings need to be sensitively handled, providing for transitions in height, massing and materials that minimize impact on heritage resources. Provide for greater articulation

of the gymnasium building mass and greater transparency and visual interest as seen from the street. Consider lowering gym to a more compatible grade, reducing height relative to the adjacent building and better orientation to the playing field.

- (v) design development to the roof forms providing greater articulation that enables a more cohesive and interesting roofscape as seen from the street;

Note to Applicant: Pitch roof forms may be more suitable to the established character and scale of the campus.

#### Landscape

- (vi) design development to ensure that the property edge treatment remains lush and green to effectively screen the new development; and
- (vii) design development to retain existing trees wherever possible.

#### HERITAGE

- (c) That a conservation plan by a heritage professional, be required for the protected heritage building for any subsequent Development Permit that involves the heritage building.
- (d) That all proposed new buildings connected to the heritage building be a compatible fit in terms of placement and detailing (to the satisfaction of the Director of Planning), noting the following:
  - (i) Any proposed new connection to the rear elevation is to be a compatible link in a material distinct but fitting to the historic character of the building. This does not preclude the owner's ability to add the Gymnasium and Dining Hall in locations illustrated in the Master Plan, it does however direct the design of both buildings and the link to be a compatible fit with the historic structure.
  - (ii) All interventions should follow heritage conservation standards and guidelines outlined by Parks Canada.
- (e) That the Statement of Significance be revised to reflect the resolutions of the Vancouver Heritage Commission.

#### AGREEMENTS

- (f) That, prior to enactment of the CD-1 By-law, the registered owner shall, at no cost to the City make arrangements for the following to the satisfaction of the Director of Current Planning and the General Manager of Engineering Services, on terms and conditions satisfactory to the Director of Legal Services, unless otherwise specified:

## ENGINEERING

- (i) Upgrading of the sewer and water systems to serve the development site. The existing application lacks adequate details to determine upgrading needs. Storm and wastewater drainage requirements and existing and proposed drainage plans are required to determine sewer needs. Fire flow details are necessary to determine water upgrading needs.
- (ii) Completion of a review of the existing options and rights-of-way for the 41st Avenue building line agreement and the Balaclava Street widening line agreement, to determine and make modifications *as necessary* to meet this application's needs. This may include dedication of the Balaclava option area (to meet transportation requirements) and encroachment agreements or other arrangements for portions of the widening area to accommodate existing structures within the widening area and proposed wall and seating at the 41st Avenue entry.
- (iii) Dedication or other arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the west 2.13 m of the site (Blenheim building line) as road.
- (iv) Street improvements to Balaclava Street to accommodate improved drop-off facilities for students including traffic circle, lay-bys and other calming devices on Balaclava and adjoining streets. Improvements to include concrete curb and gutter, pavement, lighting, curb ramps, signage, street trees and related works.
- (v) Provision of a lighted walkway along the west side of Balaclava Street from 41st Avenue to the school entries and beyond to 43rd Avenue. The exact design, location and surface treatment of the walkway to be explored along with the Vancouver Park Board and Crofton House School.
- (vi) Provision of a pedestrian-activated signal and related street adjustments at 41st Avenue and Balaclava Street (north).
- (vii) Undergrounding of all new utility services from the closest existing suitable service point. All services and, in particular, electrical transformers to accommodate a primary service must be located on private property. The development site is not to rely on secondary voltage from the existing overhead network. Any alterations to the existing underground /overhead utility network to accommodate the development will require review and approval by the Utilities Management Branch. Early contact with the Utilities Management Branch is encouraged.
- (viii) A current traffic study to assess the traffic impact of the redevelopment on the neighbourhood and determine any necessary traffic improvements surrounding the site.

- (ix) An updating of the existing Transportation Management Plan and Facilities Use Plan to reflect current achievements and set new goals for the school as the property builds out.
- (x) A Construction Management Plan prior to the issuance of any related building permit for the site.



## ADDITIONAL INFORMATION

### SITE, SURROUNDING ZONING AND DEVELOPMENT

Crofton House School is situated on 38 382 m<sup>2</sup> (9.5 acres) of land bounded by West 41st Avenue to the north, Blenheim Street to the west and Balaclava Street to the east. To the south is West 43rd Avenue which is partially closed off. The Kerrisdale Elementary Annex is located on the closed-off street and Malkin Park is to the south of it. Kerrisdale Elementary School is located to the north of 41st Avenue, as well as Knox United Church. Apart from these other institutional sites, the surrounding area is built out with one-family dwellings under RS-5 zoning, except for one multiple-dwelling development on West 41st Avenue to the east of the school which is zoned CD-1.

### VANCOUVER HERITAGE COMMISSION

Minutes of the April 25, 2005 meeting which reviewed 5707 Balaclava Street, Crofton House School (VHR "B"):

Issues            i) review of heritage assessment for the site;  
                      ii) proposed Master Plan; and  
                      iii) guiding principles for Master Plan

Applicant:       Simon Richards, Cornerstone Architecture; Robert Lemon, Robert Lemon Architect Inc.; Laurie Schmidt, Brook Development Planning Inc.

Staff:             Yardley McNeill, Heritage Planner; Michael Naylor, Rezoning Planner; Dale Morgan, Development Planner.

Staff (material submitted - on file), along with the Applicant, reviewed the project and responded to questions relating to joining of buildings, the Statement of Significance, Gordon Hall, and colours.

### RESOLVED

THAT the Vancouver Heritage Commission (VHC) supports, in principle, the project at 5707 Balaclava Street ("Crofton House School) as presented at the April 25, 2005 meeting, noting the following:

- support of the proposed Master Plan, specifically requesting the Statement of Significance be revisited to reinforce the greater importance of all but the southeast façade and their various building elements;
- support of the intention to add courtyard space to the front of the building;
- support of retention of the forest;
- support of the form of development as presented at the meeting;
- that the original colouring of the heritage house be researched and that the Applicant encourage the client to use the original colouring;
- the VHC requests a conservation plan be presented at the time of the next review of this project; and

FURTHER THAT the VHC supports the guiding principles for the Master Plan including efforts at sustainability, lighting, traffic patterns, sensitivity to the neighbourhood and overall landscaping.

CARRIED UNANIMOUSLY (Councillor Green not present for the vote)

## URBAN DESIGN PANEL COMMENTS

Excerpts from the minutes of May 11, 2005:

EVALUATION: UNANIMOUS SUPPORT (10-0)

**Introduction:** Michael Naylor, Rezoning Planner, referenced the aerial photo on page two of the distributed package and provided a description of the project within the context of the neighbourhood. He noted that the site was a former estate property; the original residence had been retained; and that since 1942 it had been a school. It was noted that Crofton House wanted to rebuild part of the senior school, an early childhood centre, and add a dining hall. It was noted that passenger loading activity was addressed through a drop off loop on Blenheim Street; and that the entrance to the future parkade would be off of Balaclava (with a narrow right-of-way).

Dale Morgan, Rezoning Planner, provided commentary on the interface between the private school and public realm, noting that the underlying philosophy of Planning was to ensure a good fit between public and private uses.

The Panel was apprised of project details noting that along West 41st Avenue the hedging was approximately 8 ft. in height; and gates were defined by granite pillars. A CD-1 multi-unit development near the site was referenced and the immediate context was displayed in a photo. Mr. Morgan noted that the main point of entry acted as a ceremonial entryway. Photos displaying the main gate interface with the public realm were referenced. It was acknowledged that the houses on Balaclava Street were oriented away from Balaclava; and that the campus itself faced away from Balaclava and de-emphasized this access. It was noted that the existing roofscape provided a variety of roof forms over the hedging.

Site context was reviewed including a slope over 45 ft. and a large artificial field, which would be retained. It was noted that buildings were organized around two courtyard spaces; and that the character was mixed. Existing cladding materials were reviewed; and existing and expanded uses were noted. The Panel was informed that the project would be addressed in phases, with the first phase being the replacement of the secondary school, which could be built in two stages. It was noted that phase two included the new athletics facility, dining hall and may also include a new swimming pool. It was further noted that subsequent phases would include the addition of a stage in the Fine Arts Centre and a new Early Childhood Education Centre. Mr. Morgan added that the proposed building height was up to 35 ft., and that an underground parking structure would be added.

It was noted that the Heritage Commission had supported the proposal.

Additionally it was noted that the applicant was requesting a height relaxation beyond 35 ft. due to sloping grade; and that by comparison the CD-1 next door included a 40 ft. height allowance. Proposed values were summarized: preservation of a wooded area; meaningfully linking outdoor spaces; acknowledging the building expression with stone at the base; the use of windows as a character expression; and an appropriate scale of massing elements.

Direction from the Urban Design Panel was sought relative to the proposed architectural form and character, as they were viewed from the public realm. Design Guidelines are to be developed during the rezoning and suggestions from the Panel on appropriate guidelines are welcome.\*

\*(Note: It was subsequently concluded by staff that a more typical and preferable approach to achieve neighbourly development is to seek approval in principle by Council of the form of development, along with recommended design development conditions.)

**Applicant's Introductory Comments:** Simon Richards, Architect, advised that they were requesting a rezoning, and more appropriately an amendment, that allowed for a density of 0.60 FSR. It was noted that the intention was to develop the plan over ten years and the applicant wanted to be able to complete all of the phases. He noted that comments about the public realm were valid. The architect acknowledged that along West 41st Avenue the school did not have a strong presence and part of the plan was to have a single front door that would be entrance to the senior school for pedestrians.

The proponent team responded to the Panel's questions and the following highlights were noted:

- the forest was sacrosanct;
- existing buildings being removed were Gordon and Farrell Halls; the buildings had not specifically been identified as outstanding heritage buildings; the Heritage Commission's concern was maintaining the three facades of the main building and its relationship to the central courtyard;
- with respect to the connection between the old residence and the new dining hall, it was noted that importance was placed on the preservation of three sides; issues of mechanical, exiting, seismic were considered; this would be an assemblage of buildings;
- public meetings were held during the course of developing the Master Plan and positive responses were received; people enjoyed the fact that this was a green site in the neighbourhood, however two people expressed traffic concerns;
- the field was private as the school had an informal arrangement with the neighborhood not to overuse it;
- with respect to the potential use of a geothermal system, the Architect advised that deep wells under the buildings would be included as they were developed;
- comment was offered on the landscaping, noting that the interior of the space was its own domain and there were weak windows and gates allowing the community to see in;
- with respect to the potential to add interventions to the green façade it was acknowledged that the current gate was four or five feet wide and it would be expanded so there was a formal entrance into the building and somewhere to wait; and
- the gym façade involved a proposed set back; the transition of two scales with a storage facility in front and clerestory windows, were included in the gym.

The Panel reviewed the model and material.

**Urban Design Panel's Recommendations:** The Chair summarized the Panel's comments on the proposed architectural form and character as viewed and experienced from the public realm.

Chair Endall recognized that overall the Panel was supportive of the Master Plan and supported relaxations in height towards the centre of the site, also noting that they had no

problems with the proposed density. He acknowledged that it was early to comment on the architectural form and character. Concern was indicated by some over the continuous length of the façade along West 41st Avenue, others recognized it more as an issue of scale, texture and roof form.

**Key Issues to be Addressed:**

- Form and massing of the Early Childhood Education Centre;
- Reconsideration of the form, massing and location of the gymnasium and perhaps to take better advantage of the natural slope of the site;
- More definitive architectural guidelines addressing the form, character and detail of the project should be developed and included as part of the CD-1 zoning in order to define key character forming elements and to inform and address more detailed design considerations at the Development Permit stage, including;
- Preservation and reinforcement of the site's landscape legacy;
- Form and character of internal courtyard pedestrian spaces;
- Roof forms, screening of mechanical equipment, non-habitable use of roof space over the 35-foot height guideline, etc.;
- Preservation and reinforcement of the site's estate character;
- Respect for the existing proportion, scale and intimacy of the site;
- Overall lighting considerations.

**Urban Design Panel's General Comments:**

The following comments were provided relative to proposed architectural form and character as viewed and experienced from the public realm:

- the use and density strategy were fine;
- interior spaces were well handled;
- the Master Plan was well done;
- more height towards the interior of the site would be supported;
- height relaxations to the range of 40 and 45 ft. were worthwhile if they could achieve more articulated roof forms;
- support was expressed for the school having more presence and identity on West 41st Avenue;
- concern was noted over the expression of the senior school and its potential to be overly drastic;
- concern was expressed relative to the continuous building form on West 41st Avenue;
- the project was an interesting combination of buildings running at 45 degrees, and was a successful blending in terms of preserving existing buildings and surrounding space;
- the senior building on West 41st Avenue could use some breaking up and differentiation at the scale of the other buildings;
- one member disagreed with the concern of the long building form that was connecting the Bryan Hall to the Fine Arts Centre, and noted that the roof form was more important than whether or not the building was long; additionally it was noted that texture and articulation were relevant;
- the plaza in front of the older building and the access running through that central space terminates in the plaza;
- it was noted that the Early Childhood Education Centre was awkward in plan and height, and didn't seem to be integrated; it seemed to be an afterthought;
- the Early Childhood Education Centre was crowded in terms of its relationship to the building next to it;

- the gym would be the most contentious in its currently proposed setback and form; more conceptual options could have been presented;
- the gym needed consideration with respect to how it was brought to the street;
- some concern was expressed relative to the gym volume as perceived from the street;
- the form and development and resulting inside spaces and courtyards were quite nice;
- it was suggested that consideration be given to putting the gym more inboard on the site with more orientation to the field;
- a member commented on the parking, pick up and drop off loops relative to the safety of children; a setback was suggested for parents to stop, pick up, and drop off directly from the street;
- the series of open spaces formed by buildings was very unique, and felt like a complex; this was a legacy that needed to be preserved;
- the roofscape was the most successful part of the school with a combination of pitch and flat roofs;
- all mechanical equipment should be screened and not be visible to neighbours;
- the legacy of the estate character should be preserved including the curved driveway and entrance gate;
- lighting at night for the overall project needed to be subtle but safe; higher intensity lighting would be required towards the centre of the site and softer lighting towards the outside;
- a small concern was noted over where the new senior school separated the central court and arrival route - it could be opened up more; and
- a diagram from a student or pedestrian point of view would be a useful piece of information to determine if the site was working from an 'on-the-ground' perspective.

The following comments were provided relative to the landscaping:

- some of the richness of the landscaping that came in between the buildings would be lost as a result of the continuous building form on West 41st Avenue; and
- the legacy of the site was noted and a recommendation was made that a landscape inventory be done with consideration to the preservation of the character of the site.

The following comments were provided relative to design detail:

- concern was expressed that there be a process that allowed the detail to be reviewed by the Panel and/or Planning at each phase;
- the scale of all buildings needed to be considered with respect to the guidelines;
- support was offered for CD-1 zoning with a request that design guidelines be put in place; the Development Permit Board had the power to relax the 35 ft. height limit provided it was used only to articulate the roof form and not for habitable space;
- sensitivity and movement through the site should be included in the design guidelines as principles for the future with texture, proportion and scale considered; and
- proposed sustainability measures were commented on relative to the use of geothermal systems.

**Applicant's Response:** The applicant expressed appreciation for the Panel's comments and indicated that they would look at the project again with the Panel's recommendations in mind.

## STAFF COMMENTS

**Comments of the General Manager of Engineering Services** – The General Manager of Engineering Services has no objection to the proposed rezoning, provided that the applicant complies with conditions as shown in Appendix C.

**Landscape Comments** – This application is proposing additions and alterations to an existing mature landscape. The landscape changes include a stronger pedestrian entry sequence leading off West 41st Avenue, new vehicle and pedestrian access points entering off Balaclava Street, and the relocation and development of parking areas and special gardens within the site.

In the redevelopment of this site, it is important for the green landscaping around the perimeter of the site to remain intact as a neighbourhood amenity and screen. Every effort should be made to ensure that the existing greenery remain and if removed, be replaced with something of equal or better value for the neighbourhood. There is a potential for loss of greenery including the removal of mature trees to make openings for new driveways and to excavate for new buildings. Where redevelopment will result in the loss of significant landscape screening, the green edge should be re-established.

The applicant is encouraged to retain all mature tree plantings wherever possible throughout the entire site. The breadth of the tree canopy of this site contributes in a positive way to the health of the surrounding neighbourhood and City.

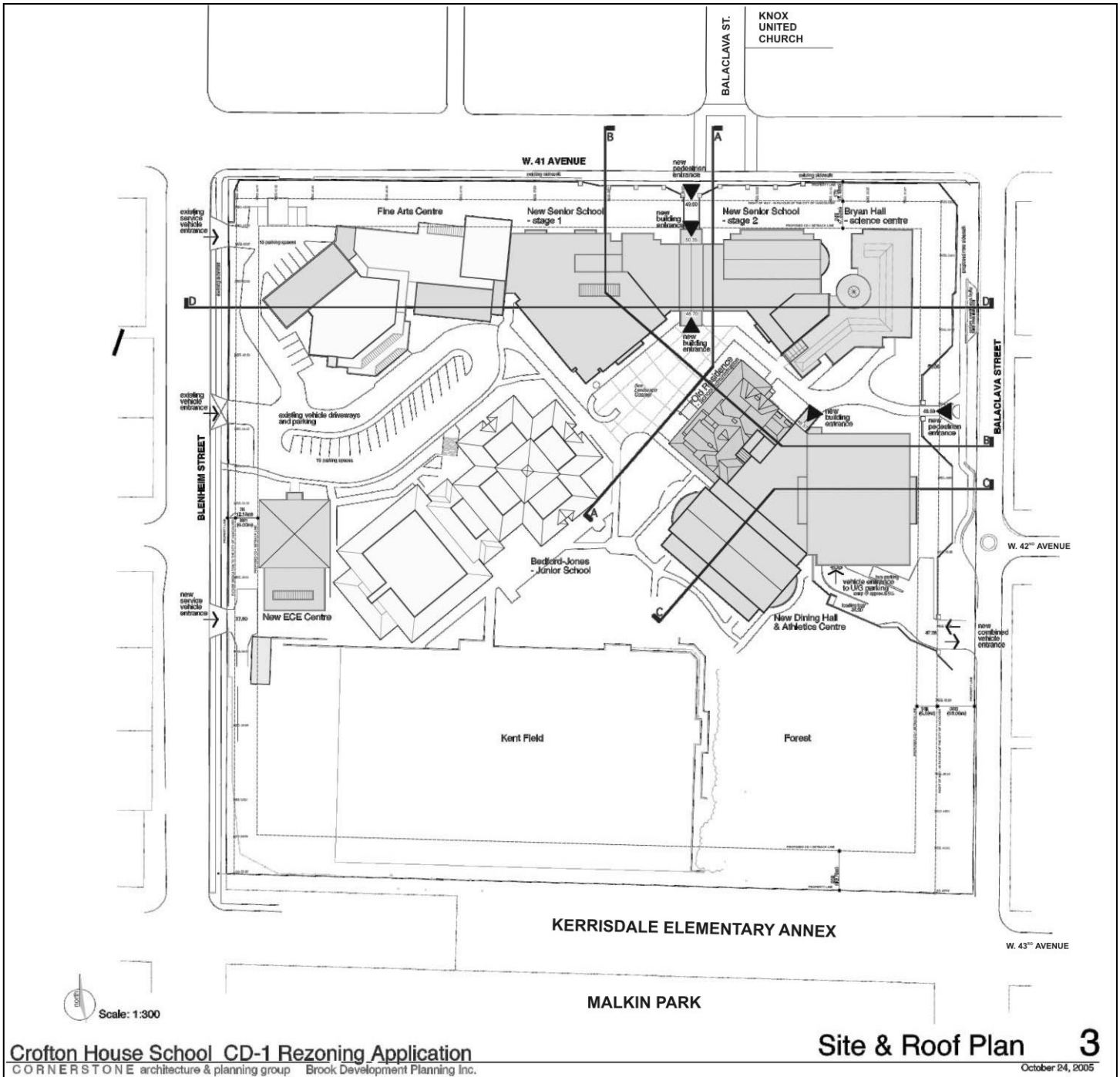
**Environmental Protection Comments** – A site profile is not required for the subject site since its prior use was for school and residential. The Building Plan requires review and approval by Environmental Protection at the Building Permit Application stage (i.e., grease interceptor). An erosion and sediment control plan is also required.

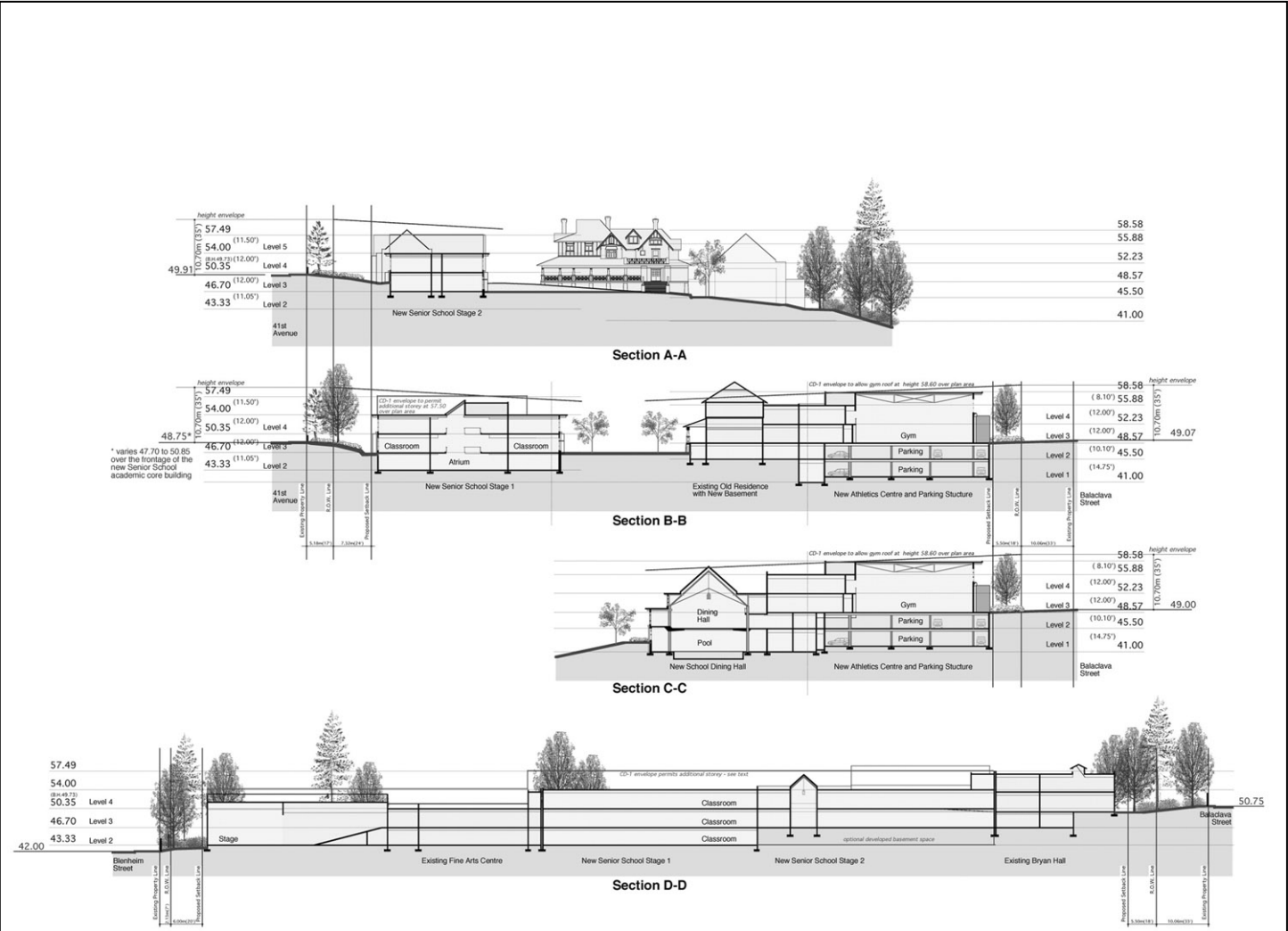
## APPLICANT'S COMMENTS

Representatives of Crofton House School reviewed this report and offer the following comment:

"We have reviewed the Policy Report for 3200 West 41<sup>st</sup> Avenue (Crofton House School) and are in agreement with the City staff recommendations and conclusions. We would like to thank City staff and our consultant team for all their hard work on this application. Crofton House School is excited to move forward with their Master Plan so that they can better serve their students and the surrounding neighbourhood."

FORM OF DEVELOPMENT  
(not all drawings received February 23, 2005, are included in this appendix)





Scale: 1:300

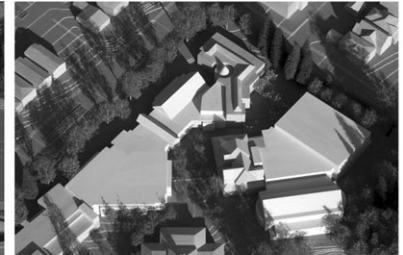
Model View Looking at North Edge of Campus across 41st Avenue - Full Development Envelope Shown



Model View Looking at Campus from the West - Full Development Envelope Shown



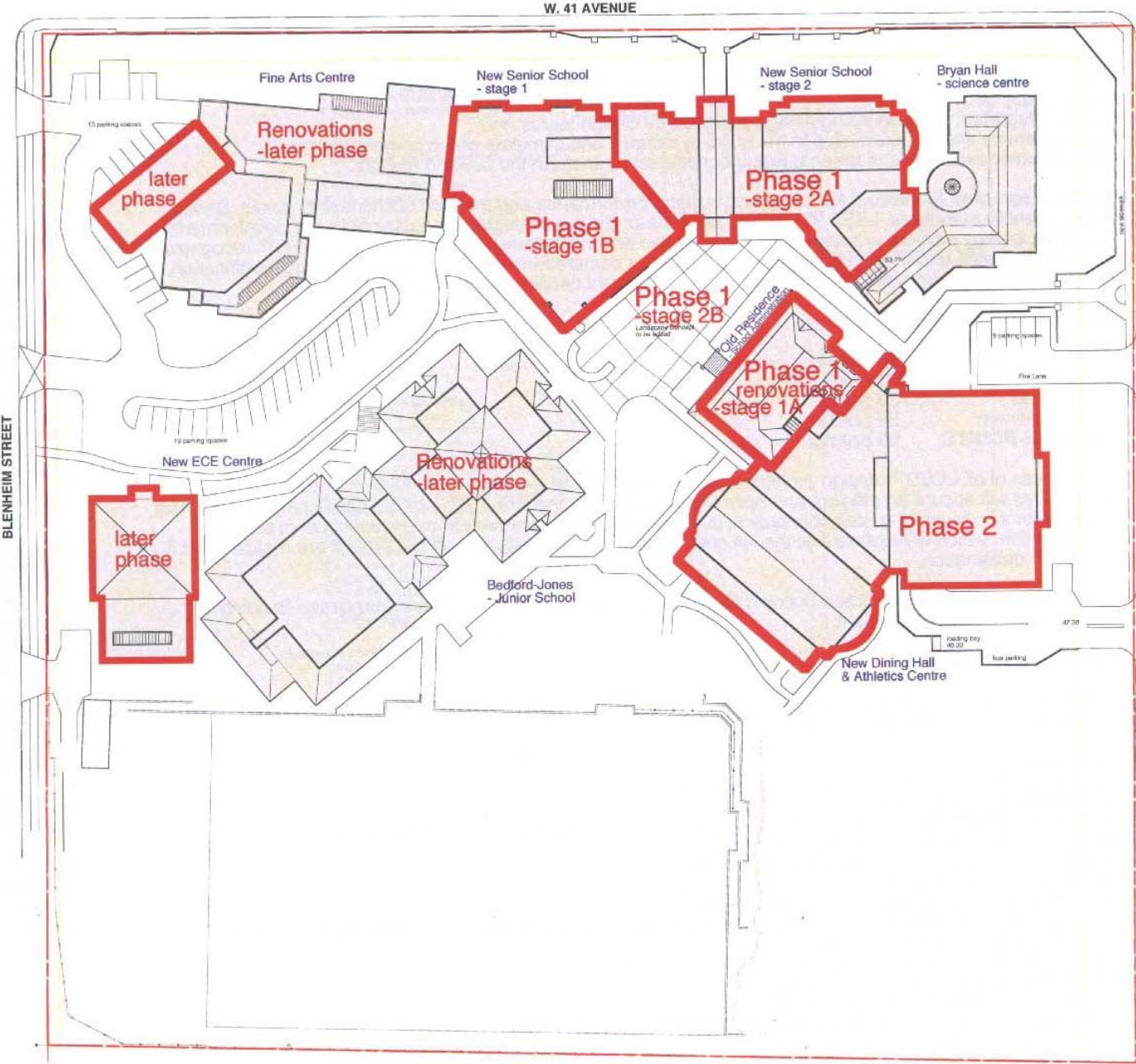
Model View Looking down at the Central Court - Campus Master Plan Phases 1 & 2 Shown







PHASING DIAGRAM  
CROFTON HOUSE SCHOOL MASTER PLAN



**APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION**

**APPLICANT AND PROPERTY INFORMATION**

Street Address	3200 West 41st Avenue (5707 Balaclava Street)
Legal Description	Lot C, Block R, DL 321, Plan LMP6571
Applicant	Crofton House School
Architect	Cornerstone Architecture & Planning Group
Property Owner	Crofton House School
Developer	Crofton House School

**SITE STATISTICS**

	EXISTING SITE AREA	POTENTIAL DEDICATIONS	POTENTIAL FUTURE SITE AREA
SITE AREA	38 382 m <sup>2</sup> (144,715 sq. ft.)	3 319 m <sup>2</sup> (35,729 sq. ft.) for road widenings	35 063 m <sup>2</sup> (108,986 sq. ft.)

**DEVELOPMENT STATISTICS**

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different then proposed)
ZONING	RS-1	CD-1	
USES	one-family dwelling; various institutional uses by conditional approval	School - Elementary and Secondary	
MAX. FLOOR SPACE RATIO	0.60 FSR overall 23 114 m <sup>2</sup> (248,800 sq. ft.) above-grade limited to 11 650 m <sup>2</sup> (125,400 sq. ft.)	0.60 FSR on existing site or 23 114 m <sup>2</sup> (248,800 sq. ft.) overall	
MAXIMUM HEIGHT	10.7 m (35 ft.)	10.7 m (35 ft.) with minor increases for roofs of dining/athletics building and new senior school	
PARKING, LOADING AND BICYCLE SPACES	per Parking By-law	per Parking By-law	
EAST SETBACK (Balaclava Street)	relaxable for schools	15.50 m (51.0 ft.)	
NORTH SETBACK (West 41st Avenue)	relaxable for schools	12.52 m (41.0 ft.) exemption for entry canopy/portico	
WEST SETBACK (Blenheim Street)	relaxable for schools	8.13 m (26.7 ft.)	
SOUTH SETBACK (West 43rd Avenue)	relaxable for schools	10.70 m (35.0 ft.)	