



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: February 4, 2014
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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/Heritage Revitalization Agreement/Heritage Designation:
1920 Southwest Marine Drive (Casa Mia)

RECOMMENDATION

- A. THAT the application by Stuart Howard Architects Inc., on behalf of Maureen Mae McIntosh, Roy Alison McIntosh and Sandra Lynn Aarvold, to rezone 1920 Southwest Marine Drive (*PID: 004-174-011; Lot 2 Blocks 12, O and R District Lot 317 Plan 19773*) from RS-1 (One-Family Dwelling) to a CD-1 (Comprehensive Development) District, to increase the floor area permitted above-grade from a floor space ratio of 0.315 to 0.49 to allow for an addition to the heritage "A" listed Casa Mia estate building to permit use of the expanded building as a 62-bed Community Care Facility for seniors, be referred to a Public Hearing, together with:

- (i) plans prepared by Stuart Howard Architects, received October 25, 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 necessary CD-1 By-law generally in accordance with Appendix A for consideration at Public Hearing.

- B. THAT, subject to approval in principle of the rezoning, Council approve the heritage designation of Casa Mia at 1920 Southwest Marine Drive, listed in the "A" evaluation category of the Vancouver Heritage Register, as a protected heritage property;

FURTHER THAT the Director of Legal Services be instructed to prepare a Heritage Designation By-law for consideration at the Public Hearing.

- C. THAT, subject to approval in principle of the rezoning, Council authorize entering into a Heritage Revitalization Agreement for the building at 1920 Southwest Marine Drive, to secure the restoration, long-term maintenance and preservation of such building, subject to conditions contained in Appendix B;

FURTHER THAT the Direct of Legal Services be instructed to prepare a Heritage Revitalization Agreement and accompanying by-laws for consideration at the Public Hearing, and to process and bring forward for enactment the necessary by-laws related to the Heritage Revitalization Agreement.

- D. THAT, subject to enactment of the CD-1 By-law, the Subdivision By-law be amended generally as set out in Appendix C;

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

- E. THAT Recommendations A to D 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 bylaw 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 the site of Casa Mia, a heritage estate residence, from RS-1 (One-Family Dwelling) to CD-1 (Comprehensive Development) District, to permit the development of a long-term residential care facility providing up to 62 beds for seniors who require 24-hour nursing support. The proposal seeks to retain, retrofit, reuse and designate the heritage Casa Mia building, which is listed in the "A" evaluation category on the Vancouver Heritage Register but is currently not legally protected, and to add a new two-storey wing. While the total proposed floor space ratio (FSR) of 0.70 could be permitted under the site's current RS-1 zoning, the floor space permitted above grade would be limited to $0.3 \text{ FSR} + 93 \text{ m}^2$, equivalent to 0.315 FSR in this case. This application proposes 0.49 FSR for above grade floor space as well as retention, preservation and designation of the heritage building, such additional above grade floor area being sufficient to ensure this care facility is operationally viable and is able to meet current provincial licensing standards for long-term residential care for seniors.

This application seeks to address two key City objectives – addressing the needs of Vancouver’s seniors and preserving the city’s valuable heritage assets. Vancouver’s population is aging, and so is the existing inventory of seniors care facilities across the city. If approved, this proposal would help to address the vital need to improve the standard of long-term residential care facilities in Vancouver. This proposal could advance Council’s priority to encourage strong, safe and inclusive communities throughout the city, as the proposed development would allow residents to “age in place” in their own communities. Further, the application presents an opportunity to preserve a significant and highly regarded heritage building that presently lacks legal designation or protection.

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)
- Heritage Policies and Guidelines (1986)
- Southlands Plan (1988)
- Southlands Policies and Guidelines (1988)
- Green Building Rezoning Policy (2010)
- RS-1 District Schedule.

REPORT

Background/Context

Site and Context

This 6,096 m² (65,613 sq. ft.) site is situated on the south side of Southwest Marine Drive between Angus Drive and West 64th Avenue on an escarpment above the Fraser River flood plain (see Figure 1). All of the properties fronting Southwest Marine Drive in this area are zoned RS-1 and are developed with detached homes of various sizes and scales; the properties on the south side of the street are often exceptionally large as their depths vary with the natural edge of the escarpment to the south.

Figure 1 - Site and surrounding zoning (including notification area)



The subject site contains the existing heritage house known as Casa Mia. This building of significant heritage value is located near the top of the escarpment at the rear of the site. The remaining open space between the residence and Southwest Marine Drive is predominantly open lawn. The site is 87 m (285 ft.) deep. Currently there are two access points along the 70 m (230 ft.) Marine Drive frontage – a formal gated driveway that provides primary vehicular access to the residence and a service driveway adjacent the west property line.

Running diagonally southeast to northwest, Southwest Marine Drive aligns generally with the top of an escarpment above the Fraser River flood plain. The escarpment varies in height and steepness. At the subject site, the escarpment is approximately 11 m (36 ft.) high. With the escarpment providing large sunny southwest exposure and broad views, Southwest Marine Drive became a popular area in the 1920s and 1930s for some of Vancouver's prominent residents who built grand homes away from the city centre. Casa Mia is an exceptional example of this phenomenon which remains today.

Figure 2 - Aerial photo showing the escarpment location.



In 1986, a large site below Casa Mia, at the bottom of the escarpment, was rezoned to CD-1 to allow a bare land strata development of detached houses and duplexes accessed by private streets from West 75th Avenue (see Figure 2). The escarpment is part of a network of green space on this neighbouring strata development which shares a property line with the Casa Mia site. As the shared property line is at the top of the escarpment, the landscaping and maintenance of the slope falls within the purview of the strata on the neighbouring CD-1 zoned lands.

Southwest Marine Drive is a key east/west arterial and designated truck route through southwest Vancouver carrying significant volumes of traffic to and from major destinations including the University of British Columbia, Richmond and the airport. While traffic volumes have increased since the construction of Casa Mia in 1932, Southwest Marine Drive remains limited to two travel lanes and has no sidewalks. The #16 bus stops at West 64th Avenue and Angus Drive, approximately 400 m (1,300 ft.) northeast of the site. This route connects to the frequent bus service on Granville Street to the east, and to Kerrisdale to the north along West Boulevard.

A rezoning application was originally submitted on January 29, 2013 for a 92-bed facility including a three-storey addition requiring the heritage garage to be demolished and development to extend into the rear yard. This 0.93 FSR proposal met strong opposition at a public open house and was not supported by the Urban Design Panel or its Heritage Commission. In response, the application was revised to reduce the scale and retain the entire heritage building. This report assesses the revised application submitted on October 25, 2013.

Policy Context

Community Care Facility - Class B and Group Residence Guidelines - Vancouver's Zoning and Development By-law generally defines a Community Care Facility - Class B use as providing residential care to seven or more persons not related by blood or marriage for an operation that is licensed under the Community Care and Assisted Living Act of British Columbia. Community Care Facility - Class B, is permitted as a conditionally approved use in the RS-1 zone as it is in all other residential district zoning schedules throughout the city. Assessment of this use is guided and informed by the Community Care Facility - Class B and Group Residence Guidelines, the fundamental intent of which is to "support the integration of Community Care Facility - Class B and Group Residences throughout the city." The City's present guidelines, which were modelled on definitions for these community care uses first established in 1979, were adopted in June 2008 and updated in October 2012. They specify locational criteria and general design considerations for community care facilities to ensure that these institutional uses address resident needs and are sensitively integrated into their surrounding context.

Heritage Policies and Guidelines - Casa Mia is listed in the "A" evaluation category on the Vancouver Heritage Register. The City's long-term goal is to protect, through voluntary designation, as many resources on the Vancouver Heritage Register as possible. "A"-listed buildings are of primary significance and represent the best examples of a style or type of building and/or they may be associated with a person or event of significance, or an early pattern of development.

The City recently approved a Heritage Action Plan to comprehensively respond to citizens' and Council's desire to encourage and support heritage conservation in Vancouver. A number of actions were identified and endorsed including specific direction to use any available tools to conserve the city's key heritage resources.

Southlands Plan - In March 1988, Council adopted the Southlands Plan. The Southlands Plan area extends along the Fraser River from Marpole to Pacific Spirit Park south of Southwest Marine Drive. The area predominantly consists of the low-lying flatland within the floodplain of the Fraser River. The Southlands Plan supports the continued viability of the equestrian and agricultural uses which define the character and amenity of the lowland area. Specific to the subject site, the plan also includes a Southwest Marine Drive Escarpment subarea which limits subdivision of large lots, supports the preservation of heritage resources and seeks to protect the environmentally sensitive escarpment. Specific policies were adopted for this subarea as noted below.

Southlands Policies and Guidelines - Two policies are directly relevant to the Southwest Marine Drive escarpment. Firstly, policy 7.1 states that zoning and subdivision regulations should reinforce the single-family, estate character of the area and that sensitive infill or conversion units on heritage or estate merit properties should be considered if properties are deemed to have subdivision potential and the principal building would be threatened with demolition or the estate merit compromised if subdivision occurred. Casa Mia has exceptional heritage and estate merit and the subject site is large enough that subdivision may be possible. Secondly, policy 7.2 discourages new development on or immediately adjacent to the escarpment. This application seeks to achieve sensitive infill located away from the escarpment, while preserving the heritage value of the property with a form of development that strives to integrate with the estate character of the immediate area.

Strategic Analysis

1. Proposal

Casa Mia is a grand estate house built in 1932 on a 1.5-acre site and is an "A" listed property on the Vancouver Heritage Register. This application proposes the addition of a two-storey wing and to convert the estate to a 62-bed long-term residential care facility for seniors. The retention and long-term preservation of the heritage building are proposed and, if approved, the property would be designated as a legally protected heritage resource. The well preserved rooms on the main floor of the heritage house would provide shared amenity spaces for the residents while the majority of the bedrooms and associated care functions would be contained within the new addition. The addition would combine 2,214 m² (23,832 sq. ft.) of new floor area with the floor space within the existing heritage building, bringing the proposed total floor space ratio to 0.7 FSR with 0.49 FSR of that above grade. Sixteen parking spaces and two loading spaces are proposed on site.

Figure 3 - Proposed development (Photograph of the model taken from the south)



The applicant is a private care facility operator, who owns other facilities in Vancouver and around the province. These private facilities commonly provide beds which are funded by the local health authority. It is noted that the Vancouver Coastal Health Authority (VCHA), does not partner in the development of privately operated facilities. The applicant would, at their discretion, have the option to rent beds to individuals paying the full cost privately, or to negotiate a contract to provide beds on behalf of VCHA. The facility may have a mix of private pay and publicly (VCHA) funded beds. For funded beds, access to those beds would be exclusively controlled by VCHA.

2. Land Use

The site's existing RS-1 zoning is generally to maintain the single-family residential character of the district, but also to conditionally permit appropriate cultural, recreational and institutional uses. Residential care facilities for seniors have continuously been a permitted use, under a variety of use terms, within Vancouver's residential zones since the adoption of the City's Zoning and Development By-law in 1956.

A Community Care Facility - Class B use, licensed and regulated under the provincial Community Care and Assisted Living Act of British Columbia, is an institutional facility which provides a home for those who can no longer care for themselves and who require 24-hour access to professional nursing care. 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 seven or more people. Facilities such as the 72-bed Amherst Private Hospital located at 375 West 59th Avenue at Columbia Street in the Marpole community and the 97-bed Blenheim Lodge located at 3263 Blenheim Street at 16th Avenue in the Dunbar community are examples of seniors care facilities that were built in the 1960s and continue to operate today on sites within RS-1 zoned neighbourhoods.

While the definition and guidelines for this use have been updated over time (most recently in October 2012), the integration of these facilities within all residential neighbourhoods throughout the city is a principle that has been followed for decades. The development of care facilities was significant between 1960 and 1990; about 70 per cent of the city's current supply of care beds were developed in that period. These facilities, however, are aging and there is a need for rejuvenation of the supply to bring them up to current health, safety and livability standards. The need for seniors care facilities in Vancouver is compounded by current demographic realities; according to British Columbia statistical forecasts, the number of seniors in the city is expected to double over the next 20 years.

These factors are generating interest in the development of new facilities which meet current standards and needs. 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 the need for seniors care facilities is expected to increase thereafter. VCHA has indicated that it is interested in pursuing creative opportunities to improve the bed stock in locations throughout Vancouver, which would allow seniors to remain in or close to their "home" neighbourhood as they seek to access end-of-life care. VCHA has considered this application and confirms that the proposed new facility would address its key priority to improve upon the existing stock of seniors care beds currently available in Vancouver.

The *Community Care Facility - Class B and Group Residence Guidelines* provide a framework for assessing applications for community care facilities to ensure that these Institutional uses are sensitively integrated into surrounding neighbourhoods. The guidelines specify a number of considerations including location, form and siting, and circulation and access. These aspects of the proposal are discussed further in Sections 3, 4 and 5 of this report, and a complete assessment of this application based on the guidelines is included in Appendix E.

Staff assessment of the application concludes that the proposed facility satisfactorily addresses the community care guidelines. The large site successfully accommodates this smaller than average facility while the proposed form integrates appropriately with the

surrounding context and can therefore be considered in this lower density area. If approved, the proposed facility will increase the much needed supply of extended care beds in this area of Vancouver.

3. Facility Location

Current health industry practice which is supported by VCHA indicates that seniors care facilities with a minimum of 125 beds are the most economically and operationally optimal. Given this practical context, this application, with 62 beds, is a relatively small facility which challenges the prototypical model for optimal service delivery. The amended guidelines support smaller facilities in lower density zones such as RS-1 when spaced 200 m (656 ft.) or more from one another. The nearest care facility to the subject site is Sunrise Senior Living at 999 West 57th Avenue, which is approximately 1.8 km away. While the Guidelines note that non-arterial sites are acceptable for small facilities, the Casa Mia site benefits from an arterial location which allows access to the site directly from a major road rather than through a residential neighbourhood on local streets. Further, staff have concluded that the 1.5 acre site is large enough to accommodate a 62-bed facility in a two-storey form that is not dissimilar in scale from nearby development and with limited impact on the character and amenity of this Southwest Marine Drive area.

4. Density and Form of Development

Density – The application proposes new floor area of 2,214 m² (23,832 sq. ft.). The total floor area of the facility, both existing and new, would be 4,261 m² (45,869 sq. ft.) and the total density would be 0.7 FSR. While the current RS-1 zoning allows for up to 0.7 FSR, further limits on the above-grade floor area to 0.3 FSR plus 93 m² (1,000 sq. ft.) are imposed because this is considered to be a large lot. Above-grade floor area includes all floors at or above ground including basements which rise partially out of the ground. The intent of this above-grade floor area regulation is to reduce the apparent massing of large detached homes.

The proposed care facility would include 2,978 m² (32,053 sq. ft.) of floor area above grade which is equivalent to 0.49 FSR. This above-grade floor area includes 1,335 m² (14,371 sq. ft.) or 0.22 FSR in the heritage house and 1,643 m² (17,682 sq. ft.) or 0.27 FSR in the proposed addition. This proposed increase in permitted above-grade floor area is necessary to allow the entire heritage house to be retained, with adequate floor area above grade in the addition to ensure livability of care facility bedrooms.

The staff urban design assessment concludes that the proposed additional floor area can be appropriately accommodated, subject to the design development conditions in Appendix B.

Form of Development – The *Community Care Facility - Class B and Group Residence Guidelines* recommend that:

- 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 polices, noting that increased height and density may be considered if the proposal minimizes impacts on views, overlook and shadowing.

The original application proposed a three-storey addition requiring the demolition of the existing attached garage. In response to guidelines noted above and comments from the community, immediate neighbours, and advisory committees, the application was revised to retain the garage and reduce the height of the addition to two storeys. This brings the proposed height of the new addition to 9.3 m (30.5 ft.), well below the 14.2 m (46.5 ft.) height of the existing heritage building. This also results in a height for the proposed addition that is 1.4 m (4.6 ft.) below the 10.7 m (35.1 ft.) maximum height currently permitted on the site by the RS-1 zoning.

The application proposes the addition of a new wing running north from the heritage house, comprising some 2,214 m² (23,832 sq. ft.) of new floor area. Through the use of below-grade spaces the addition is limited in height to two above grade storeys, consistent in height with nearby detached houses and below the maximum heights permitted in the base RS-1 zoning. The position of the addition within the site is intended to preserve the primacy of the existing view from the Marine Drive entry gate, on axis down the historic driveway towards the main façade of Casa Mia. This position also retains view lines over the northern side of the existing lawn, albeit with alterations to accommodate a parking ramp below grade and service functions in this area.

The application proposes a front yard of approximately 7.6 m² (25 ft. which is substantially less than the 48.8 m² (160 ft.) setback currently provided by Casa Mia and less than the 17.4 m² (57 ft.) setback currently required in the RS-1 zone. Staff expect that this addition will have a relatively prominent appearance compared to other estate properties on the south side of the road as seen by automobile traffic along Marine Drive, which is considered a scenic route in addition to its substantial role as a primary arterial passage in the southwest quarter of the city. However, staff have also considered the heritage values that have driven the position of the proposed addition and the required screening to be provided by the new landscaping along the north side of the building. Staff support the proposed reduction of the front yard as a balance among competing objectives.

The application also proposes a reduction in the western side yard from 14 m (46 ft.) to 7.6 m (25 ft.). This siting presents some challenges for the neighbouring property to the west in terms of the potential for overlook or potential privacy impacts. This will be mitigated by the existing mature evergreen hedge that runs along the western property line, and the different nature of the senior residents and their activity level as compared to that associated with a conventional house.

The addition is also sited so as to preserve the rear existing yard without any new development in the vicinity of the escarpment; this reduces potential impacts to the relatively private rear yard of the western neighbor and to the neighbours in the strata development at the base of the escarpment. Some design development prior to development permit approval is recommended to explore a reduction in the vertical height of the addition, which may further mitigate the effect of the reduced side and front yards.

Finally, the extent of retention of the historic exterior structure and massing of Casa Mia is commendable. Besides the front façade visible from Southwest Marine Drive, the entirety of the rear yard is preserved. This allows for good views of the heritage façade, a contiguous open space for the enjoyment of the future residents, and may reduce some concerns expressed by existing neighbours to the south. The connecting building is designed as a visually distinct and glassy element that fits just under the eave line of the existing building.

Some design development before development permit approval is recommended to reduce the massing of this connector, where feasible without undue impact the health care requirements of the facility.

5. Transportation and Parking

The application proposes an underground parking garage, providing 16 parking spaces for the facility as required by the Parking By-law. As the nearest transit access is located at West 64th Avenue and Angus Drive, which is an approximately 400 m (1300 ft.) walk from the site, staff recommend that four visitor spaces be provided. To further address transportation matters, the applicant has provided a Traffic Study including transportation demand management measures including the provision of shuttle service to and from Marpole area for staff during shift changes.

Loading spaces are proposed to be located at grade level near the front entrance of the facility. One class A and one class B passenger loading space would be provided. The proposal is to also use the class B passenger loading space for commercial deliveries. Staff have recommended that independent class B loading and passenger loading spaces be provided.

Regarding circulation and access, the *Community Care Facility - Class B and Group Residence Guidelines* recommend that access to parking and loading should be designed to mitigate impacts on neighbouring uses and traffic circulation. Southwest Marine Drive is a two lane arterial street, a truck route and a bikeway. As the subject site has no lane, the application proposes that all vehicular access to the site be provided through the existing formal entry from Southwest Marine Drive. Currently the site has two access points to Southwest Marine Drive; the formal gated entrance and a secondary service vehicle entrance at the west property line. The deletion of the existing service entry will provide for a more neighbourly landscaped side yard as well as reduce the number of crossing points onto the street. Fewer access points onto streets improves the comfort and safety of pedestrians, cyclists and drivers.

To mitigate undue impact on the immediate neighbours, it is important that provisions of the applicant's Traffic Study are updated and implemented. In particular, staff recommend the Loading Management Plan be updated to include a monthly delivery schedule to identify loading conflicts. A loading manager would be identified to ensure that trucks serve the facility in a coordinated and consistent manor and that an assigned loading manager is available to neighbours should concerns arise.

As noted in the Traffic Study, the largest staffing level for the proposed facility would be 15 employees. Shift changes typically occur at 6:00 am, 3:00 pm and 11:00 pm with two or three administrative staff working 9:00 am to 5:00 pm. It is estimated that the site will generate up to seven vehicle trips in the morning peak hour, up to 17 vehicle trips in the afternoon peak hour and up to 23 vehicles in the Saturday midday peak hour. These trips represent a less than 1% increase in weekday peak hour traffic. Staff have concluded that Southwest Marine Drive has the capacity to accommodate this modest additional traffic with minimal impact on drivers.

As traffic delays could be caused by left turns onto the site the Traffic Study recommends that the geometry of the driveway be designed to restrict left turns, creating a right-in/right-out

only design. A condition is included in Appendix B ensuring that left turns in and out of the site would be restricted if the application is approved.

The number of vehicle trips to and from the site is not expected to have a significant impact on pedestrian and bicycle safety, however, as there are no sidewalks on Southwest Marine Drive, walking can be uncomfortable. The City, within its three year road rehabilitation capital program, is proposing to repave Marine Drive in the vicinity of Casa Mia. This work would include improvements to the pedestrian and cycling environments through re-grading and paving the shoulder of Marine Drive to the City standards. In conjunction with the recently installed traffic signal at Angus Drive providing a controlled pedestrian crossing, this will substantially improve pedestrian and cycling access to the site.

6. Heritage

This rezoning application relates to the property at 1920 SW Marine Drive upon which the house known as "Casa Mia" is located. Casa Mia is listed in the "A" evaluation category on the Vancouver Heritage Register (see Figure 4). The owner of the site proposes to restore, rehabilitate and designate the house as a protected heritage property.

Casa Mia is a large, Spanish Colonial Revival estate house constructed in 1932 and is distinguished by its richly articulated, Mission Style massing. The house was designed by the architect Ross Anthony Lort for brewer George Conrad Reifel who also commissioned the construction of the Commodore Ballroom, and the Vogue and Studio Theatres. Exterior details of the house include its rough-cast cement stucco cladding, terra cotta tile roofing, curved exterior walls and soffits, wrought iron work, cast-stone colonnettes between windows, decorated porcelain tiles on the exterior elevations, and a large, arched porte-cochère. The house also features a variety of original wood windows and terra cotta quatrefoil louvres in multiple gable ends.

Interior details include the house's tall vaulted rooms, a large central staircase, extensive cast plasterwork, surviving period bathroom fixtures, numerous murals and wall paintings, and a child's nursery painted by Disney artists. The house features extensive original brass and wood work throughout its many rooms, and ornate fireplaces. The large basement ballroom is clad entirely in gold leaf and features a sprung dance floor similar to what was installed in the Commodore Ballroom. Interior terrazzo and tile work, as well as original light fixtures and chandeliers, are also prevalent in the house.

The grounds and landscaping, with their estate-like qualities, are also of heritage value. Features include a Mission Style front wall and iron gate which frames the view of the house, and a circular driveway, accessed across a stone bridge, which is set within large open lawn areas.

Figure 4 - Casa Mia (current view through Southwest Marine Drive gate to be retained)



Most of the original building and its details, including interior features, are being retained. The application's proposed conservation approach is primarily one of repairs, refurbishment and building service upgrading. The Vancouver Heritage Commission reviewed the application on December 9, 2013. It recommended that the protection of the house be expanded to include interior features and that the addition should be designed to be more sensitive to the residential estate quality of the site and neighbourhood. These items have been incorporated into the conditions noted in Appendix B. It is noted that should this rezoning application be approved, architectural refinement will occur through the development permit stage.

7. Environmental Sustainability

The Green Building Rezoning Policy (adopted by Council on July 22, 2010) requires that rezoning applications received after January 31, 2011, 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.

PUBLIC INPUT

The rezoning application was submitted on January 29, 2013. 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 22, 2013 with staff and the applicant team present. Approximately 164 people attended the event and 174 comment forms, emails and letters were received (6% in favour / 92% opposed / 2% unsure). Concerns with respect to the initial submission which proposed a 93-bed facility and a three-storey addition focused on the following:

- Fit with neighbourhood character.
- Addition does not compliment the heritage building.
- Could set a precedent for other properties on Southwest Marine Drive.
- Ground water and the stability of the escarpment will be compromised.
- Proposal does not address City policies and guidelines.
- Heritage is not effectively preserved.
- Traffic impact to Southwest Marine Drive.
- Not a suitable location for a Community Care Facility.

While the majority of comments were opposed to the proposal, there were some who supported the heritage preservation, felt there was a need for community care facilities in this area and that the traffic impacts from the proposal would be minimal.

The form of development reflected in the application was subsequently revised to reduce the density and height of the addition.

The revised application was presented to the community at a second open house held on December 4, 2013. Approximately 133 people attended the event and 137 comment forms, emails and letters were received (20% in favour / 72% opposed / 8% unsure). While the revised application responded to some early concerns regarding the scale of development, many of the concerns expressed regarding the initial proposal were repeated as follows:

- Increased traffic and parking on Southwest Marine Drive.
- Design still does not fit with the local character.
- Proposal is not in line with Council Policy.
- New addition overwhelms the heritage building.
- The character of the building is too institutional.
- Not a suitable location for a Community Care Facility.

A more detailed public consultation summary is included in Appendix F.

For those concerned about or opposed to this application, a primary concerns are that the density is too high, the addition overwhelms the heritage building and that the impact on Southwest Marine Drive traffic will be severe. The number of comments in support grew significantly following the revision of the application (6% to 20%). Those supporting the application appreciate the value of the heritage preservation and feel senior care is an appropriate use for the Casa Mia site. Both the Vancouver Heritage Commission and the Urban Design Panel support the revisions, and the applicant's Traffic Study accepted by staff confirms the number of vehicle trips generated by the proposal are manageable.

PUBLIC BENEFITS

In response to City policies which address changes in land use and density, this application for rezoning offers the following public benefits:

Required Public Benefits:

Development Cost Levies (DCLS) — Development Cost Levies (DCLs) collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, affordable replacement housing and various engineering infrastructure. The subject site is in the Vancouver DCL District where the rate for institutional uses is \$136.38/m² (\$12.67/sq. ft.). DCLs do not apply to alterations to an existing building where the total floor area of the building is not increased, as is the case with the heritage building for this particular application. It is anticipated that the new floor area of 2,214 m² (23,832 sq. ft.) associated with the proposed addition will generate DCLs of approximately \$301,951. DCLs are payable at building permit issuance and their rates are subject to Council approval of an inflationary adjustment which takes place on September 30 each year.

Public Art Program — The floor area associated with the proposed development is below the minimum threshold for public art contribution requirements.

Offered Public Benefits:

Heritage — The owner has offered the preservation and long-term maintenance of the Casa Mia building and to accept its designation as a protected heritage property. If approved, the designation will be secured with a Heritage Designation By-law. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$1,000,000.

Community Care for Seniors — The application proposes 62 community care beds within a facility that is constructed to current provincial standards and that would provide its residents with safe, healthy and livable accommodation at a time in their lives when community care is needed. The public benefit that would accrue from this facility is its contribution to the rejuvenation of the City's deteriorating stock of community care beds for seniors and the fact that it will increase the overall inventory of such accommodation which will address a growing need in the City.

The development of residential care for seniors within Vancouver's neighbourhoods aligns with the City's priorities to encourage the continued building of strong, safe and inclusive communities that are sustainable, affordable, and environmentally sound. Community care facilities for seniors provides opportunities for the City's aging population to "age in place" and to stay in communities that they consider to be "home". This principle also aligns with other City initiatives intended to sustain socially, economically and environmentally thriving communities.

Community Amenity Contribution (CAC) — Under the City's Financing Growth Policies, the application is exempt from a community amenity contribution, as the proposal is to rezone from single family to an institutional use; the proposed density is less than 1.35 FSR (apartment density); and the site is less than one full city block.

See Appendix G for a summary of all of the public benefits for this application.

Financial Implications

As noted in the section on Public Benefits, although there is no CAC associated with this rezoning, there are two significant public policy outcomes being achieved: the provision of 62 community care beds for seniors which will be owned and operated by a private care facility operator; and the preservation of the Casa Mia heritage building at an estimated cost to the applicant of approximately \$1,000,000.

The site is within the City-wide DCL District. If the rezoning application is approved, it is anticipated that the applicant will pay \$301,951 in DCLs.

CONCLUSION

Staff assessment of this rezoning application has concluded that the proposed land use, density and height are supported, and that the preservation and designation of the heritage Casa Mia residence address a number of key City objectives. The proposed 62-bed community care facility is to be developed on a model that meets today's provincial standards for supportive seniors care. Concerns raised in the neighbourhood throughout the application review process, including issues of scale, use and compatibility, have been addressed through significant revisions to the proposed form of development which have resulted in a reduction in the height and density of the structure that is proposed to be added to the Casa Mia heritage building.

The General Manager of Planning and Development Services recommends that the application be referred to Public Hearing together with a draft CD-1 By-law as generally shown in Appendix A and with a recommendation of the General Manager of Planning and Development Services that these be approved, subject to the Public Hearing, along with the conditions of approval listed in Appendix B.

* * * * *

1920 Southwest Marine Drive
PROPOSED 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 approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in the By-law or in a development permit, the only uses permitted 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.

Conditions of Use

- 3.1 The number of Community Care Facility beds must not exceed 62.

Floor Area and Density

- 4.1 Computation of floor area must assume that the site consists of 6,096 m², being the site size at the time of the application for the rezoning evidenced by this By-law.
- 4.2 The floor space ratio for all combined uses must not exceed 0.70, provided that the area of all floors at or above finished grade and of the floors of any storey, basement, or cellar located below a storey which has a floor surface located 1.8 m or more above finished grade, shall not exceed a floor space ratio of 0.49;
- 4.3 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.

4.4 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.

4.5 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.

4.6 The use of floor space excluded under section 4.4 and 4.5 must not include any purpose other than that which justified the exclusion.

Building Height

5.1 The building height must not exceed 9.3 m. except that the height of the exiting heritage house must not exceed 14.2 m.

Horizontal Angle of Daylight

6.1 Each habitable room must have at least one window on an exterior wall of a building.

6.2 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.

- 6.3 Measurement of the plane or planes referred to in section 6.2 must be horizontally from the centre of the bottom of each window.
- 6.4 The Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirements in section 6.2 and 6.3 provided that he first considers any applicable policies and guidelines.
- 6.5 An obstruction referred to in section 6.2 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 ().
- 6.6 A habitable room referred to in section 6.1 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 m².

* * * * *

1920 Southwest Marine Drive
DRAFT 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.

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 Architects, and stamped "Received City Planning Department, October 25, 2013", 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 form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

Urban Design

1. Design development to reduce the height of the proposed addition as seen from Southwest Marine Drive and from the neighbouring site to the west.

Note to applicant: Among other design strategies, consideration should be given to lowering the elevation of the new second-floor level, as the proposed ceiling heights at the first level appear to be higher than required for health care purposes. The goal of having the elevation of the addition level with the existing house to avoid all ramps is acknowledged. However, alternate approaches should be tested that would permit lower massing, given the visual prominence of the addition in its local context, its potential effect to the western neighbour, and its position with the required front yard.

2. Consideration to reduce the mass of the connector element between the existing heritage house and the new addition where feasible within the required care programme, in order to improve the visibility and distinctiveness of the heritage structure.

Note to applicant: Retention of the entire existing structure is to be commended, given the range of programmatic requirements on the site. Consider reducing the height of the connecting element in whole or in part, especially as it will be viewed from the main entry route. Response should also include a reflection on the specific comments offered by the advisory Urban Design Panel and the Vancouver Heritage Commission.

3. Design development to increase the amount of natural light reaching the basement care rooms, especially those on the west side that are significantly below grade and screened by an evergreen hedge, partitions or other features.

Note to applicant: While this type of care facility is not expected to provide long-range views in the same way as a conventional multiple dwelling, improvements in access to natural light are recommended. Consider terracing the walls to open up the outdoor space to more sky exposure, the use of more reflective finishes, reducing the opacity or height of partitions, or similar measures. Revisions must be designed to safely retain the mature evergreen hedge along the west property line.

4. Provision of a design rationale at the time of application, addressing the built form issues raised through the rezoning process.

Note to applicant: Reference may also be made to any specific provisions of the design guidelines used by Vancouver Coastal Health for complex care residential developments that relate to these issues.

5. Provision of high quality, robust and durable exterior finishes.

Sustainability

6. 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.

Landscape

7. The project has high heritage value and the landscape design respects that. It also presents a highly visible formal image. Due to this concept, a landscape management plan is required, recommending and ensuring the on-going maintenance necessary to sustain this level of development will be available into the future.

Note to Applicant: This can be in memo form as a detailed letter of assurance, specifying the schedule for maintenance requirements and commitment to them, signed and dated by both landscape professional and property owner.

8. Design development to ensure there is adequate depth of soil available to carry out proposed design intent of all planting on rooftops and over structures.

Note to Applicant: Provision of a section through the planted areas at the time of development permit application, to show adequate depth of soil for the type of

trees proposed in order to allow for better root development and therefore healthier trees in the future.

9. Design development to expand programming and include opportunities for therapeutic garden spaces in the common outdoor open spaces.

Note to Applicant: Therapeutic garden areas should be designed to be seen from bedroom windows, provide maximum solar exposure, universal accessibility and provided with amenities such as, raised beds, water for irrigation (can be hose bibs), potting bench, tool storage and composting.

10. Provision of proposed tree locations fronting Marine Drive to be clearly located on one side of the property line or the other, with clear maintenance commitments in place.

Note to Applicant: If new trees are being proposed on City property, the standard approvals must be in place, coordinated with Engineering and Park Board.

11. Any emergency generators, transformers, and gas meters to be located, integrated and fully screened in a manner which minimizes their impact on the architectural expression and on the building's open space and public realm.

Engineering

12. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services.
13. Provision of independent Class B loading and Class B passenger loading spaces.
14. Update the Loading Management Plan (LMP) to include the following:
 - (a) Provide a typical monthly schedule showing all daily/weekly/monthly deliveries and servicing to identify any loading conflicts;
 - (b) Provide contact information (name and phone number) for the loading manager;
 - (c) Provision of an improved truck turning swath showing the stopped location of the vehicle on Marine Drive to determine if a relocation of the main gate is required or confirm that gate will remain open.
15. Provision of the following revisions as per the recommendations of the Traffic Study by MMM dated December 2013
 - (a) Provision of geometric changes at the main entrance to restrict left turns from Marine Drive and make the operation of the driveway right-in/right-out;
 - (b) Widen the main entrance to a minimum of 6 m in width;

- (c) Provision of a traffic signal for the parking ramp as a 12' ramp is being provided. A qualified transportation engineer whose engineering firm specializes in signal design should provide details of the warning system and note the location of all lights and detection devices on the plans.

Note to Applicant: As area is underserved by transit, walking and cycling modes, Engineering recommends providing 4 visitor parking spaces either at grade or in the underground parking.

- 16. Provisions of additional design elevations at the property line are required. Note to Applicant: City building grades are approx. 1.5' higher than existing grades. Clarification of how these grades will be transitioned to meet existing grades on public property is required.
- 17. Show interpolated design grades that meet City building grades at both sides of each driveway entry.
- 18. Relocation of the garbage storage area away from the parkade ramp, so garbage can be safely accessed and picked up by service providers.
- 19. Clarify recycling provision for the site.
- 20. Clarify if a PMT or Vista switch (BC Hydro infrastructure) is required for this site and clearly show it on the plans.
- 21. Deletion of all proposed landscaping shown beyond the property line. Show only existing treatments in this area.
- 22. Clarification of any proposed changes to the existing encroaching wall. Any additions to the wall and other related features not currently the subject of the registered encroachment agreement for the site are to be relocated to private property or deleted from the plans.

Geotechnical

23. A geotechnical assessment for the proposed development is to be submitted to the satisfaction of Chief Building Official.

Note to Applicant: The site and adjoining area have been identified as having potential development related slope instability. A report shall be undertaken in accordance with APEGBC's Guidelines for Legislated Landslide Assessments for Proposed Residential Developments in BC. This report should be provided at the development permit stage so that any modifications or additional requirements, as determined by the Chief Building Official, can be incorporated at the time of building permit application.

Heritage

24. All work is to be consistent with the Conservation Plan approved for the project to the satisfaction of the Director of Planning.

Note to Applicant: the Conservation Plan is to include a Maintenance Plan given the unique features of the heritage building and issues related to its long term maintenance and repair.

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 and to the Director of Planning, the Managing Director of Social Development, the General Manager of Engineering Services, the Managing Director of Cultural Services and Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Engineering

1. Decommissioning of the intake pipe for a fuel oil tank in a cavity under City road and release of Easement & Indemnity Agreement 95974H and extension agreement L79168 prior to issuance of any related development permit or building occupancy.

Note to Applicant: Written confirmation from a registered professional is required certifying that decommissioning of the intake pipe has taken place will be required.

2. 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.

3. 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.

Heritage

4. Enter into a Heritage Revitalization Agreement (HRA) which provides for the ongoing long-term maintenance of Casa Mia, and register the associated by-law(s) and the HRA on the title to the lands to the satisfaction of the Director of Planning and the Director of Legal Services
5. Protect the heritage features of Casa Mia by a Heritage Designation By-law to the satisfaction of the Director of Planning and the Director of Legal Services.

Note to Applicant: The original exterior features and structure of the Casa Mia building are to be protected. Further limited features, on the interior and possibly on the grounds, may also be designated. The Heritage Consultant should contact the heritage planner to discuss the features which are candidates for protection, keeping the operational and maintenance requirements of the facility in mind. Once the details of the designated features are agreed upon, heritage staff will forward the wording to Legal Services staff who will prepare the Designation By-law.

Soils Agreement

6. 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.

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.

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1920 Southwest Marine Drive
DRAFT CONSEQUENTIAL AMENDMENTS

DRAFT AMENDMENTS TO THE SUBDIVISION BY-LAW NO. 5208

A consequential amendment is required to delete Lot 2 Blocks 12, O and R District Lot 317 Plan 19773; PID: 004-174-011, from the RS-1 maps forming part of Schedule A of the Subdivision By-law.

1920 Southwest Marine Drive
Casa Mia
Statement of Significance

Casa Mia, located at 1920 Southwest Marine Drive in the Kerrisdale neighbourhood of Vancouver, is a 1,860 square metre, Spanish Colonial Revival mansion. Two storeys in height, Casa Mia is a grand estate house, distinguished by its richly articulated massing, roughcast cement stucco cladding and terra cotta pantile roofing. A solid wall fronts the property along Southwest Marine Drive, with paired gate posts and wrought-iron entry gates; the entry sequence follows a linear path from the entry gates to a circular driveway and a porte-cochere, on axis with the front door. The asymmetrical, linear massing follows the north/south edge of the escarpment to the west, where the original property once stretched to the north bank of the Fraser River. A walled auto court stand adjacent to the service wing to the north, and a courtyard and fountain are located at the southwest corner. Casa Mia is listed on the Vancouver Heritage Register as a Category A resource.

Heritage Value of the Historic Place - *Casa Mia* is Vancouver's premier example of Spanish Colonial Revival architecture. This distinctive style of the 1920s---30s unfolded at the height of the influence of Hollywood movies. During the Depression years, Hollywood cranked out an unending supply of historical romances and swashbuckling dramas, shown in flamboyant movie palaces. This led to widespread public acceptance of exotic and whimsical historical motifs, which evoked a feeling of pleasant and comfortable nostalgia in the difficult years after the end of the First World War. This fascination with romantic period styles was strongly reflected in residential architecture, and during the 1920s and 1930s, houses with eclectic blends of historical motifs reached the height of their popularity.

The Spanish Colonial Revival style allowed both the architect and owner to be creative, avant garde, and whimsical. The style originated in California, which was becoming fashionable as a tourist destination as highway systems developed and road trips to the south became popular. This opulent mansion was built at a time when labour and materials were inexpensive, allowing wealthy clients to select prestigious finishes and talented craftsmen at significantly reduced prices. Reflected on its exterior in the use of porcelain tiles, terra cotta, cast stone and wrought iron, as well as on its interior in the use of mahogany, marble, brass, iron, and terrazzo, Casa Mia exemplifies the height of artistry of the 1930s. The connection to Hollywood is evident in the use of Walt Disney Studio artists for the decoration of the playroom. A four-car garage, rare for 1932, demonstrates Casa Mia's embrace of new technology and the machine age.

Casa Mia is valued additionally for its association with the influential Reifel family. George Conrad Reifel (1893-1958) was one of three children born to family patriarch and brew-master Heinrich "Henry" Reifel and Annie Elizabeth Brown. George moved from Nanaimo to Milwaukee to attend brewery school at the age of sixteen. By the early 1900s, the Reifels - Henry, George, and brother Harry - owned three breweries in British Columbia. Undeterred by the 1917 Prohibition Act, Henry and George took their distillery skills to Japan where they established a successful brewery. George Reifel married Alma Lucy Barnes in 1917, and the couple had three children, Audrey, George, and Alma Jane. By the 1930s, the Reifel brewery empire had grown significantly, allowing George to build this lavish home in close proximity to his father's house on Angus Drive and his brother's house, Rio Vista on Southwest Marine Drive. Aside from the brewery business, George was actively involved in Vancouver's music scene; he built and owned the Commodore Ballroom on Granville Street in 1929, and the

Vogue and Studio Theatres in the 1940s. Casa Mia was famous for its parties, and notable musicians of the time were often invited here to perform after their shows. Georges was also an avid outdoorsman and hunter; he died in Vancouver in 1958, and the Reifel family remained at Casa Mia until 1965. The Reifel family legacy lives on today in the George C. Reifel Bird Sanctuary on Westham Island, which was donated to the Federal government by George's son, George Henry Reifel, in 1972.

Casa Mia is additionally significant as a residential masterwork of creative and talented architect and artist, Ross Anthony Lort (1889-1968). Born in Birmingham, England, Lort immigrated to Victoria, and in 1907 began work in the thriving architectural practice of Samuel Maclure. Lort would go on to a fruitful sixty-year career in architecture, designing some of British Columbia's most familiar houses, apartments, institutions and places of worship, as well as playing a significant role in the arts in British Columbia. Lort's design of Casa Mia was a highlight of his long and successful career.

Character-Defining Elements - The key elements that define the heritage character of Casa Mia include its:

- Prominent position on a large lot along Southwest Marine Drive in the Kerrisdale neighbourhood;
- Views of the Fraser River from both the house and grounds;
- Continuous residential use over time;
- Associated landscape features including a manicured garden setting, solid perimeter wall, concrete balustrades, and wrought-iron entry gates; axial entry; circular driveway; and side garden and backyard with terra cotta-tiled porch area and pool;
- Exterior architectural design relevant to architect Ross Lort's original design, including such elements as: the asymmetrical, volumetric form; two-storey scale with three-storey turret; complex roofline with a combination of hipped, gabled and circular roofs; porte-cochere with pointed arches; internal stucco-clad chimneys; and an associated auto court and courtyard;
- Spanish Colonial Revival style exterior details, including: unbroken expanses of roughcast stucco cladding; curved exterior walls and soffits; terra cotta pantile roofs; wrought iron work; cast-stone colonettes between windows; decorated porcelain tiles on the exterior elevations and the arcades of the porte-cochere; balconies; variety of wooden-sash windows including multi-paned with leaded glass, double hung, and casement; and the terra cotta quatrefoil louvres in the multiple gable-ends;
- Original fenestration and doors;
- Interior spatial configuration, including the linear sequence of entry and procession throughout the residence, the interior arcade, the progression of spaces which each reflect a different time of day such as the sunroom, the dining room, the living room, the office, the den, the ballroom, the bars, the billiard room, and the bedrooms; and
- Period Revival-style interior details that relate to Lort's original design, including: cast plaster work; period bathroom fixtures; numerous murals and wall paintings, including the third-storey child's nursery painted by Disney artists in the motif of Snow White and the Seven Dwarfs; detailed brass elements; woodwork, including the full-height wood paneling in the main and second floor rooms and the woodwork of the ceilings and doors; bas-reliefs; fireplaces; Arts & Crafts tile work; flooring; gold-leafed ballroom with murals and a "sprung" dance floor; patterned tile work in the bathrooms; terrazzo flooring in the men's ballroom bathroom; iron work; vaulted ceilings and ceiling arches and arcades; "curved" aesthetic of the interior, including

curved walls, doorways, flooring, and decorated vents; period lighting fixtures, including chandeliers, pendant lights, wall sconces, and ceiling lights; and the crystal door knobs, original hardware and other interior finishes and fittings.



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1920 Southwest Marine Drive
POLICY ANALYSIS

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 business plan submitted by the Care Group details it's proposal to develop and operate a new care facility providing with up to 62 long-term residential care beds 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.
- The Care Group is private company which owns and operates six similar care facilities in the Lower Mainland and on Vancouver Island. They have a relationship with Vancouver Coastal Health for whom they provide government subsidized beds.
- In this case, the applicant will maintain the option to provide service to private pay or publicly subsidized residents at their discretion as follows:

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 less than two beds turning over per month in a 62 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 proposed development benefits from substantial setbacks from adjacent properties and the latent noise generated from traffic on Southwest Marine Drive serves to mask 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: The proposed development benefits from substantial setbacks from adjacent properties and the latent noise generated from traffic on Southwest Marine Drive serves to mask low level sound. Much of the service activities such as the laundry, storage and mechanical rooms are centrally located in the basement of the existing heritage house. This maximizes the opportunity to limit sound transition to neighbouring homes. Noise attenuation will be a consideration through the development permit process.
- 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.
- This is not to say the facilities with less than 125 beds might not be considered large relative to their context. The average size of existing facilities in the Vancouver is just over 100 beds.
- The proposed 62-bed care facility is much smaller than average with a maximum of 15 employees on site at any given time and can therefore be considered in a lower density area.
- Aspects of the site which support the proposed use include:
 - The large 1.5 acre site accommodates a 62-bed facility at a contextually appropriate total density of 0.7 FSR with extensive landscaped open space for the enjoyment of residents and generous setbacks from neighbours.
 - The arterial location is preferred for this use
 - There is a bus stop approximately 400 m to the north providing transit access
- Aspects to the site which are challenging for the proposed use include:
 - The site is not close to commercial amenities which would benefit employees.
 - The site does not have a lane. However, the large site provides ample space for on-site vehicular maneuvering.
 - There are no sidewalks on Southwest Marine Drive, however, the City's three year road rehabilitation capital program, includes the repaving of Marine Drive in the vicinity of Casa Mia. This work would include improvements to the pedestrian and cycling environments through re-grading and paving the shoulder making the walk to the nearest bus stop more comfortable.
- This area of the city is not well served with residential care facilities, the nearest being 1.8 km area (Sunrise Senior Living at 999 W 57th Avenue).
- On balance, this large arterial RS-1 site is appropriate for the proposed 62-bed facility.

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

- The preservation of the existing heritage building constrains siting options.
- A new wing running north from the heritage mansion is proposed.
- The position of the addition within the site is intended to preserve existing view from the street, on axis down the historic driveway towards the main façade of Casa Mia.
- The proposed front yard of approximately 25 ft., is roughly half of that expected of new construction under the district schedule (57 ft.)
- The addition will have a relatively prominent appearance compared to other estate properties on the south side of the road as seen by automobile traffic along Southwest Marine Drive.
- The proposed reduction of the front yard is a balance among competing objectives, and with the limited height of the addition, and the screening provided by new landscaping impact on the adjacent properties is mitigated.
- Operational details regarding smoking areas, garbage and recycling would be refined through the development permit process.

2.2 (c) Form - In determining the appropriate form of a facility, consideration will be given to:

(i) the fit of the proposed development given the intent and regulations of the district schedule of the Zoning and Development By-law for the zoning district in which it is located and with the intent and regulations applying to adjacent sites, if different from the proposal site.

- The intent of the existing RS-1 zoning is generally to maintain the single-family residential character of the district, but also to conditionally permit appropriate cultural, recreational and institutional uses.
- When considering the fit of the proposed form, the 1.5 acre site size is a critical consideration as it provides for substantial, while relaxed, setbacks from the immediate neighbours. The proposed 25 ft. setback is greater than the sideyard required of a typical 100 ft. wide site in this area.
- As the entire heritage building will be retained and the addition is oriented to the western side of the site, there will be limited impact on the eastern neighbour resulting from the proposed form and massing. The proposed addition will be more than 100 ft. from the east property line.
- RS-1 zoning supports 2 ½-storey forms. As the heritage preservation aspect of the proposal is critical to the success of this project, the addition should defer in its bulk to the heritage building. Limiting the height of the addition to 2-storeys allows the heritage house to be the more prominent form and keeps the addition below the maximum height permitted under the current RS-1 zone.

(ii) any plans or guidelines approved by Council for the area, including long range policies that anticipate future changes to built form in the area, recognizing that facilities should contribute to the objectives outlined in approved area plans and policies, and should be consistent with the overall character of the neighbourhood.

- The Southland Plan adopted in 1988 sought to protect the stability and ecology of the escarpment, preserve the estate character of the south side of Southwest Marine Drive while preserve existing heritage buildings.
- The proposed development retains the existing building in its current location relative to the top of the escarpment. The addition will be entirely between the road and the existing building. Further, the Chief Building Official requires a satisfactory geotechnical study to be completed before construction will be permitted.
- Regarding heritage preservation, the plan seeks to preserve heritage through sensitive in fill rather than allowing subdivision. While the change of use to Community Care Facility was not clearly anticipated by the plan, the use is conditionally permitted under the current zoning. The proposal effectively preserves the heritage structure with conversion to a use which is permitted in the zone.
- The form is kept low and will be screened from the street to mitigate the impact on the existing estate character of the area. The term "estate" might imply low units density. Limiting distances in the guidelines ensure that additional similar facilities would not be supported nearby. Therefore the impact on the estate character of the area is limited.

(iii) the prevailing (“as built”) height and density of nearby sites, in cases where no plans or policies exist.

- N/A

(iv) the provisions of Section 11.17 of the Zoning and Development By-law and the provisions of the Parking By-law.

- Front yard of approximately 7.6 m² (25 ft.), which is than the 17.4 m² (57 ft.) setback currently required in the RS-1 zone has been considered against the constraint imposed for heritage reasons in retaining Casa Mia in situ and the expected screening to be provided by the new landscaping along the north side of the building.
- Reduction in the western side yard from 14 m (46 ft.) to 7.6 m (25 ft.) will be mitigated by retention of the existing mature evergreen hedge that runs along the western property line.
- Addition is sited so as to preserve the rear existing yard without any new development, which reduces potential impact to the relatively private rear yard of the western neighbour.
- No amendment to the Parking By-law is proposed.

2.2 (d) Circulation and Access - Access to parking and loading should be designed to mitigate impacts on neighbouring uses and traffic circulation.

- As there is no lane access to the site, all vehicular access to the site would be provided through the existing formal entry from Southwest Marine Drive.
- Southwest Marine Drive is an arterial and truck route. The vehicle trips generated by the proposed development (7 trips in the AM peak hour, 17 trips in the PM peak hour and 23 trips in the Saturday midday peak hour) will not have a significant impact on Southwest Marine Drive traffic.
- The formal driveway is centrally located, which buffers vehicle movement from the adjacent properties.
- Parking is provided in an underground garage out of sight on the surrounding properties.
- Loading spaces are located at grade near the main entrance to the facility. This location is partially contained behind exist and new structures which will act to buffer noise transmission to adjacent properties.
- To avoid conflict and delays due to left turn movements on or off the site, if approved, the geometry of the driveway would be designed to restrict left turns, creating a right-in/right-out only design.

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.

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.

- N/A

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 two open house events and met directly with local community groups with 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.

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**1920 Southwest Marine Drive
ADDITIONAL INFORMATION**

1. Urban Design Panel

The Urban Design Panel reviewed this rezoning application on the following dates:

- On April 10, 2013, the original application was not supported (2-6)
- On December 18, 2013, a revised application was supported (6-3)

Urban Design Panel (December 18, 2013)

EVALUATION: SUPPORT (6-3)

Introduction: Grant Miller, Rezoning Planner, introduced the proposal for a revised application to rezone 1920 Southwest Marine Drive to allow the development of a Community Care Facility - Class B. The proposal includes the retention and designation of the existing "Casa Mia" A listed heritage building. The original proposal was to build a 3-storey addition included 99 licensed residential care beds for seniors with a total FSR of 0.93. The revised proposal includes a 2-storey addition and includes a total of 62 beds with a total FSR of 0.70. The site is approximately 1.5 acres on the south side of Marine Drive. Mr. Miller provided the land use policy background noting that the use, which in this case supports senior's residential care which is conditionally permitted in all Residential zones and subject to specific guidelines pertaining to the location, siting, form, circulation and access. He also described the Southland Policies and Guidelines. The proposal is eligible for bonus density and since the application was made in December 2011, is subject to the City's Green Buildings Policy requiring LEED™ Gold.

Sailen Black, Development Planner, further described the proposal noting the adjacent uses are detached houses on estate sized properties. In terms of the existing building, Casa Mia has a floor plate of about 7,000 square feet. The accommodation of the existing house on the site and frontage makes for a development different than what would normally be found on a 66 foot wide lot. He noted that the base zoning is RS-1 and since there are no design guidelines the regulatory statements in the district schedule are used. He added that the permitted maximum height is around 35 feet and the proposal is at 30.5 feet. In terms of setbacks, rear yards would normally be 45% of the lot depth but can be reduced. The proposed setbacks are 25 feet from the west, 34 feet from the east property line and the rear yard is unchanged. Mr. Black noted that there is a significant excavation proposed in the centre of the site to create an open space that is accessible for the lower units. He added that the driveway ramp to underground parking has been relocated away from the west side. In this revision, more of the addition has been held back from the existing garage building, and that portion is being retained. No addition was proposed to south of the house, near the top of the escarpment.

Advice from the Panel on this application was sought on the following:

1. Have the previous concerns of the Urban Design Panel been addressed?
2. Taking into consideration current zoning and guidelines, along with the built context of the surrounding neighbourhood of detached housing typically on larger lots, and the arterial route of Southwest Marine Drive, does the Panel support the fit of the revised scale in general (including height, density and floor area) within the local context?

3. Considering the relationship of the proposal 2-storey addition to the character of Southwest Marine Drive; to nearby residences; and to the existing heritage building of Casa Mia, can the Panel comment on:
 - a. The proposed siting and position of the addition (including setbacks, open spaces and grade changes) within the property;
 - b. The degree of neighbourliness provided, including shadow, views and privacy impacts;
 - c. The conceptual design of the landscape and the amenity of outdoor spaces, including those at the basement level;
 - d. Relationship of proposed form to the existing heritage building, including views from Marine Drive and the design of connecting elements.

Mr. Miller and Mr. Black took questions from the Panel.

Applicant's Introductory Comments: Stuart Howard, Architect, further described the proposal and mentioned they have reduced density and the height by one storey. After getting some heritage input, they have now retained Casa Mia in its entirety with minimal intervention into the building. He added that the decision was made to take the density out of the third floor and remove it from the design. The height has been lowered and they tried to keep the addition as far away from the Casa Mia as possible. However, since it is a care facility, there is a need for access to the upper floor of Casa Mia on the same level as the addition. The plan is to have the care beds in the addition and the residents would use the rooms in the house such as the living room, dining room, study and sitting room for their use and for visitors. With the change to the garage to a dining room, they decided to create more outdoor useable space on the south side. The other change was the removable of the side driveway which has been there since the 1930's and was used for servicing the estate. There was a concern that it would compromise the existing landscaping and by removing that they can maintain the landscape and create a walkway. As well it gives an opportunity to open up the building more to that orientation. Mr. Howard mentioned that they have used the natural depression in the middle of the site to create a ramp down to the underground parking. He described the material and colour palette noting that they have tied some of the elements to the heritage house. He added that the wall in the front of the property is a heritage element and now belongs to the City.

Orianne Johnson described the sustainability strategy for the proposal noting that they have set preliminary targets at this stage. This includes the choice of landscape materials, green roofs, below grade parking, storm water management, rain water collection and other measures such as energy efficiency.

Damon Oriente, Landscape Architect, further described the landscape plans and mentioned that the existing cedar and spruce trees will be retained as well as the cedar hedge. The trees along the western side of the property will also be retained. With retention of the garage, they have provided an outdoor eating terrace along with water features. In the lower courtyard since it is an activity area there is a water feature and a sunny space for residents. He added that they are planning on adding some new trees and hedges.

The applicant team took questions from the Panel.

Panel's Consensus on Key Aspects Needing Improvement:

- Design development to the connecting element between the old and new building;
- Consider reducing the 13 foot floor to floor height of the addition;
- Design development to improve the entrance on the new addition;
- Further work on day to day operations including vehicle movement;
- Design development to improve the lower courtyard including terracing and privacy;

Related Commentary: The Panel supported the proposal and thought the proposal had been improved since the last review.

The Panel supported the form of development and agreed that reducing the volume of the building and the FSR in order to preserve the Casa Mia was a step forward and they especially liked the view from the gate to the house. They thought it was important to respectfully connect the new building to this important heritage building. They also agreed that the circulation being proposed around the site was a big improvement since the last review. As well they thought that preserving the garage wing was a benefit to the project. However, several Panel members thought the entrance needed some design development with a couple of Panel members suggesting the entrance be recessed for a view of the garage building.

The Panel felt the over-all architectural expression of the new building needed further design development. While the architecture took some of it's cues from the original historic building the resulting design is appears "heavy". The Panel thought there was an opportunity to explore an expression that was more contrasting to the Casa Mia.

Several Panel members thought the level connection at the main and second floor as a driving element was not an acceptable solution and suggested the applicant reduce the height of the main floor of the new building. in this area. A couple of Panel members suggested having a single storey connection and that the upper storey connection be an open connection that could be used in warmer months. Reducing the over-height of the main floor would also lesson the visual impact of the new building on SW Marine Drive.

Some Panel members were concerned with the lower level courtyard area for the residents. They thought the area would benefit from terracing and that a perimeter should be defined outside these units. One Panel member suggested making the area a private space for the units facing onto that space. A couple of Panel members thought the faux bridge element should be a real bridge.

The Panel thought the applicant had gone a long way to mitigate the overlook and privacy for the neighbour to the north.

Regarding sustainability, it was suggested that noise impact should be considered in the rezoning as well as strategies on how LEED™ Gold certification will be achieved.

Applicant's Response: Mr. Howard said that Casa Mia is a light and airy building and they hoped that all the rooms could be kept and not carved up for support services. As well they wanted them to be kept as original as possible. He noted that if the property was subdivided, Casa Mia would be regulated to the back of the property and probably not seen from the

street. He added that he thought they had done a good job of preserving the street presence of the house by keeping the east side open with views into the house.

Urban Design Panel (April 10, 2013)
EVALUATION: NON-SUPPORT (2-6)

Introduction: Grant Miller, Rezoning Planner, presented an application to rezone a site on Southwest Marine Drive from RS-1 to CD-1 to allow for the development of a 92-bed Community Care Facility - Class B. The proposal includes retention and designation of the existing "Casa Mia", a listed heritage building which will provide office and amenity functions while a 3-storey addition will include ninety-two licensed residential care beds for seniors. The site is approximately 1.5 acres. Mr. Miller described the policy for the proposal, which in this case supports senior's residential care. The use is conditionally permitted in all residential zones and subject to specific guidelines.

Sailen Black, Development Planner, further described the proposal noting the surrounding context which includes detached family housing on either side of the site. The existing heritage building is 7,103 square feet. Mr. Black described the permitted height, density and FSR allowed under the zoning. As well he noted that the setbacks for the current lot under the zoning.

Comments were sought on the proposed form of development for this rezoning application in general, and in particular after taking into consideration current zoning and guidelines:

- a. Did the Panel support the proposed siting and height of the addition, and
- b. Did the Panel support the proposed setbacks and floor plate size (18,693 square feet) within this neighbourhood context?

The Panel was also asked if they had any advice on the overall design with regards to:

- a. Neighbourliness, including shadow, view and privacy impacts, and
- b. Open space and landscape treatments, including the basement courtyard.

Mr. Miller and Mr. Black took questions from the Panel.

Applicant's Introductory Comments: Stuart Howard, Architect, further described the proposal. He mentioned that in consultation with their heritage consultants and with the Heritage Commission they were encouraged to have a more modernist approach to the form of development. Casa Mia is a class A Heritage Building and Mr. Howard gave a little bit of history on the site. The site has two access points that will be maintained. Staff suggested even though the use it allowed on the site that with an HRA it would be possible to get relaxations of density and height. They also thought that a rezoning would be most appropriate because of the nature of the site and use. Mr. Howard described the different schemes they came up with and explained that they wanted to have a lower building which resulted in a 3-storey building. They have developed a traffic management plan to handle parking in an underground parkade and a drop off space. They have kept the mass of the new building as far away as possible from the drive to allow for a view in from the street to the heritage building. He added that they have a number of green strategies in the proposal and

number of elements on the building to provide landscaping features. The building will be designated as heritage site to preserve parts of the interior of Casa Mia.

Damon Oriente, Landscape Architect, described the landscape plans for the project. The key components include preserving the gate and the wall and existing bridge structure. They will be improving the pond and adding a new driveway turn-around. They will also be adding trees to provide screening from the street and the driveway. The south bank will remain with cedar and dogwood trees. The west side hedge will most likely be removed and replaced. There is a green roof proposed over the parking and circulation. The sunken courtyard will serve some units as well as an activity area.

The applicant team took questions from the Panel.

Panel's Consensus on Key Aspects Needing Improvement:

- Design development to reduce the overall bulk of the new building
- Design development to improve the interface between the new building and the heritage house
- Consider a way to have the social spaces more centrally located
- Design development to improve the road access
- Design development to improve the sunken courtyard space
- Consider extending a heritage approach throughout the landscape

Related Commentary: The Panel did not support the proposal as they felt there was too much density on the site but supported the intention to save the heritage building.

Although most of the Panel supported the contemporary expression for the new building, they had concerns with the height and density of the addition as well as the bulk of the massing. They thought it was not compatible with the existing residential around the site. They mentioned that the neighbor to the northwest was particularly impacted. As well they thought it was impacting the heritage building and needed some breathing room between the two buildings. One Panel member suggested having the new building be expressed as a background building so it celebrates Casa Mia instead of overwhelming it. A couple of Panel members suggested tucking the building under the eave line of the heritage building. It was also mentioned that the roof deck needed to respect the neighbors.

The Panel supported the use on the site and thought it was important to find a way to make the design work. It was noted that having the social spaces in Casa Mia and the beds in the new building would mean a lot of walking for the residents and the Panel thought the communal spaces needed to be more centrally located. It was pointed out that in most care facilities the social spaces are in the middle of the building.

A couple of Panel members were concerned that there wasn't a viable traffic plan and thought the right in and right out for the vehicle entrance was not supportable.

The Panel supported the open space and landscape plans although they thought there was a pit like feeling to the sunken courtyard and needed a softer transition. A couple of Panel members thought the landscape should have a heritage nature in keeping with the importance of the site.

A couple of Panel members had a problem with the approach from the street. There is a view to the heritage building but it is obscured from the north. One Panel member thought there should be more walkways to the north on the site. Another Panel member noted that the way the 2-storey building approaches the street is an anomaly and an intrusion into the streetscape along Marine Drive.

Applicant's Response: Mr. Howard acknowledged that the density had been pushed around on the site and it was the City's desire to reduce the square footage by having more of the building at grade. He said he agreed with a lot of the Panel's comments. The City wants to encourage aging in place but the question is how to preserve the heritage and put a viable use on the site. He added that this use is particularly difficult to build on a residential site and provide enough outdoor space. Mr. Howard said he did agree with some of the massing comments but thought the site could handle the density. He added that he hoped the Panel could support the use and preservation of Casa Mia.

2. Vancouver Heritage Commission

The Vancouver Heritage Commission reviewed this rezoning application on the following dates:

- On May 27, 2013, the original application was not supported
- On December 9, 2013, a revised application was supported

Vancouver Heritage Commission December 9, 2013 Minutes:

The Heritage provided the following recommendations:

- A. THAT while regretting the loss for the formerly proposed protection of the interior of Casa Mia, the Vancouver Heritage Commission recommends support for the new overall proposal for 1920 SW Marine Drive (Casa Mia), as presented at its meeting on December 9, 2013, including the integration of the addition with the heritage house;

FURTHER THAT the Commission recommends further design development to the addition to make it increasingly sensitive to the heritage house.

CARRIED

(Commissioners Shelley Bruce, Terry Brunette and Orville Lim opposed).

**Vancouver Heritage Commission May 27, 2013
Minutes:**

The Heritage provided the following recommendations:

- A. THAT the Vancouver Heritage Commission (VHC) supports the restoration and retention of Casa Mia.
- B. THAT VHC does not support the rezoning application for 1920 SW Marine Drive as presented on May 27, 2013, due to:
 - the scale of the proposed new building, which dominates the heritage building,
 - the poorly resolved connection between the old and new parts of the site, and
 - the loss of estate character in the neighbourhood;

FURTHER THAT the VHC does not support the proposal because of the institutional nature of the design of the new building which is not compatible with the National Guidelines;

AND FURTHER THAT the VHC does not support the proposal because of the loss of the garage.

- C. THAT the Vancouver Heritage Commission refer the updated Statement of Significance (SoS) for Casa Mia (1920 SW Marine Drive) to the Commission' SoS/Vancouver Heritage Register Subcommittee for further examination and comment.
- D. THAT the VHC commends the applicant for the restoration and maintenance of the existing Casa Mia house.

(CARRIED UNANIMOUSLY)

3. Public Consultation Summary

Notification: A rezoning information sign was installed on the site on March 19, 2013. A community open house was held on 22 April 2013. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage (vancouver.ca/rezapps).

April 22, 2013 Community Open House: A community open house was held from 5:00 -8:00 pm on 22 April 2013, at St. Stephen's United Church. A notice of rezoning application was mailed to 298 surrounding property owners on April 8, 2013. Staff, the applicant team, and a total of approximately 164 people attended the Open House.

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

- In response to the April 22, 2013 open house, a total of approximately 101 comment sheets were submitted from individuals. Below is a summary of feedback regarding the various components of the proposal:

Support	Yes	No	Unsure/ Maybe	No Response
1. Heritage: Do you support the heritage preservation as proposed?	26 (26%)	67 (66%)	4 (4%)	4 (4%)
2. Location: Do you support the proposed use in this location?	25 (25%)	70 (68%)	5 (5%)	1 (1%)
3. Siting: Do you feel the applicant's proposal mitigates visual and noise impacts and intrusion on adjacent sites?	27 (27%)	61 (60%)	2 (2%)	11 (11%)
4. Form: Do you feel the proposed form is compatible with the prevailing height and density of nearby properties and the overall character of the area?	18 (18%)	75 (74%)	1 (1%)	7 (7%)
5. Circulation and Access: Do you feel the proposed access to parking and loading adequately mitigates impacts on neighbours and traffic circulation?	21 (21%)	73 (72%)	1 (1%)	6 (6%)

- A total of approximately 178 individuals submitted letters, e-mails, and online comment forms (approximately 6% in favour/93% opposed/2% unsure or unspecified).
- Of the letters submitted, 67 letters were form letters expressing their opposition to the project. Fourteen of these letters included additional personal commentary on the proposal. Concerns addressed by these letters are noted below.
- Additionally, form letters were received in opposition to the proposal. One letter was signed by 39 area residents dating from May 1, 2012, the second was signed by 18 area residents and dates from May 20, 2013.

Comments from those opposing the application cited the following concerns, arranged in order from most to least mentioned:

Fit with Neighbourhood Character

Among the opposed a majority felt that the scale of the proposed development would not fit with the character of the surrounding neighbourhood, stating that the proposal is "inappropriate for a single family residential neighbourhood". Many noted the heritage value of Casa Mia, noting concerns that the proposed development would "disrupt the charm, continuity and livability of the neighbourhood". Others stated that a single-facility was not an appropriate location for a commercial or institutional use. Ten felt that, if approved, the proposal would set a negative precedent for future development in the neighbourhood. This was a concern addressed in the form letters received by staff.

Character of the Proposed Addition to Casa Mia

Most of the opposed stated that the proposed addition would not complement the heritage character of the existing Casa Mia building. Another common concern centered on the proposed 3 storey height of the addition, comparing it to "an apartment building" and stating that the "industrial" addition would overwhelm or diminish the existing building. Some commented that the "modern" appearance of the addition did not fit with the character of

Casa Mia or with the surrounding area. It was noted that the proposed design was incongruent with the current building, too tall, and was felt to be an 'eyesore' by over a dozen residents. The height could lead to a loss of views and loss of privacy for neighbours, a concern noted by three commenters. This was a concern addressed in the form letters received by staff.

Impacts on Ground Water and Slope Stability

Many noted concerns that the 57 residents of the Angus Lands, south of 1920 Southwest Marine Drive, would be subject to ground water and slope stability impacts as a result of any development on the Casa Mia site. Several noted previous geotechnical issues with the escarpment, and expressed concerns about the safety of residents living to the south of the site. This was a concern addressed in the form letters received by staff.

Community Care Facilities Guidelines and Southlands Plan Policies

Over 80 respondents stated concerns that the proposed Community Care Facility would not meet requirements of the City of Vancouver's Community Care Facility Guidelines or the policies of the Southlands Plan. This was a concern addressed in the form letters received by staff.

Proposed Heritage Preservation

Many stated that, while they supported the heritage designation of Casa Mia in general, they did not support the heritage preservation as proposed and felt it would detract or irreparably damage Casa Mia. A couple commented that they would support a heritage preservation project with an infill concept using a complementary style of architecture. A handful felt that landscaping on the proposed site would be insufficient due to lost greenspace. This was a concern addressed in the form letters received by staff.

Traffic Impacts on Southwest Marine Drive

Over 60 comments related to concerns that the proposed building would add to existing vehicular congestion on Southwest Marine Drive. Included among these were concerns about accessibility to the site for service/emergency vehicles and staff, along with sufficient on-site parking for both staff and visitors, leading to potential overflow parking on neighbourhood streets. These same traffic concerns were tied to noise concerns from increased traffic.

Proposed Community Care Facility Location

Many stated that the proposed location is not suitable for a Community Care Facility due to the lack of transit, lack of sidewalks, and poor access to shops, services and parks. There was support for increasing Community Care Facility beds in the city, but the location along SW Marine Drive was seen as inappropriate for this scale. Others noted that a smaller facility would be more acceptable and appropriate for the Casa Mia site.

Affordability & Development Motives

A sizeable minority of the opposing voices expressed concern that the cost of residence and care at the proposed facility would limit the potential clientele to only the wealthy. Additionally there was a strong impression that the applicant is seeking a quick money-making scheme at the expense of either prospective residents or current neighbours.

Comments from those in support of the application, arranged in order of precedence:

Proposed Heritage Preservation

11 comments supported the proposed heritage preservation as a method of maintaining and preserving the existing Casa Mia house, noting the potential cost of maintaining the building.

Proposed Community Care Facility

Several commented on the need for additional Community Care Facility beds in the City of Vancouver, noting the need for seniors to have options allowing them to age in place. Others commented that the large scale of the site, and potential for re-use of Casa Mia, made it an appropriate location for a new facility.

Circulation and Access

Several commented that the traffic impact of the proposed development would be minimal, given the existing vehicular volumes on Southwest Marine Drive. One wondered if there would be a bus stop or transit service near the site.

Building Design & Fit

A half dozen commented that the proposed addition provided height, visual interest, and architectural juxtaposition with both the Casa Mia property and with the area in general. The character of the proposed building was seen to fit with the existing neighbourhood by three of the supportive responses.

December 4, 2013 Community Open House: A community open house was held from 5:00-8:00 pm on 4 December 2013, at the Ryerson United Church at 2195 West 45th Avenue. A total of 339 notifications were distributed within the neighbouring area on or about 20 November 2013. Staff, the applicant team, and a total of approximately 133 people attended the Open House.

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

- In response to the 4 December 2013 open house, a total of 62 comment sheets were submitted from individuals. The results are listed in the table below:

Support	Yes	No	Unsure/ Maybe	No Response
6. Heritage: Do you support the heritage preservation as proposed?	20 (32%)	34 (55%)	5 (8%)	3 (5%)
7. Location: Do you support the proposed use in this location?	17 (27%)	40 (65%)	4 (6%)	1 (2%)
8. Siting: Do you feel the applicant's proposal mitigates visual and noise impacts and intrusion on adjacent sites?	11 (18%)	37 (60%)	6 (10%)	8 (13%)

9. Form: Do you feel the proposed form is compatible with the prevailing height and density of nearby properties and the overall character of the area?	10 (16%)	41 (66%)	4 (6%)	7 (11%)
10. Circulation and Access: Do you feel the proposed access to parking and loading adequately mitigates impacts on neighbours and traffic circulation?	10 (16%)	39 (63%)	7 (11%)	6 (10%)

- A total of 36 individuals submitted letters, e-mails, and online comment forms (approximately 39% in favour/61% opposed/0% unsure or unspecified).
- Additionally, 39 form letters were received in opposition to the project, citing concerns about potential construction impacts, which other sites in the City would be more appropriate, that Southlands is a primarily residential area, and pointing out worries about the escarpment to the Angus Lands in regards to risk of collapse and water drainage issues.

Public Response: Comments are grouped by topic and sorted by frequency:

Transportation & Parking

Concerns about an increase in traffic on SW Marine Drive were the most frequent comment, particularly in regards to the site access. It was noted that the site is poorly served by transit and lacks sidewalks and proper bike lanes. A few stated a desire for bike lanes along SW Marine Drive and felt that traffic from the facility would amount to a 'drop in the bucket' compared to what is generated today by UBC. Further, there was doubt that the proposed parking would accommodate staff and visitors.

Local Character

A range of views were expressed on the fit with the local character, with the balance of comments feeling that the scale and use proposed did not fit with the surrounding single-family residential community. Contrasting comments felt the design fit in with the neighbourhood aesthetic. In addition, there was a desire expressed to have townhome infill on the Casa Mia site instead and a sentiment that a 'commercial' use should not be allowed on site.

Policy & Process

Numerous comments felt that the proposal is not in line with Community Care Facilities guidelines or the Southlands plan. Some comments felt the process to be too secretive and alleged collusion of staff with the applicant.

Heritage

Many comments indicated concern about the heritage component of the proposal, stating that the new building would overwhelm and diminish the value of Casa Mia. Others felt it an inappropriate use for the site. Some comments felt the proposal represented an innovative way to retain the building and give the site new life.

Location

Comments stated a belief that the Casa Mia site was not a suitable location for a care facility due to the poor amenities available nearby. Other comments felt the care facility was well-suited to the grounds and the location proposed.

Design & Response

The opinion that the design was too ugly/institutional emerged from the comments, citing its incongruity with Casa Mia. Some felt that the design added appreciable diversity to the area. It was recognized by some comments that the design had changed from before, generally seen as a positive though others felt the changes had not been significant enough.

Need

The need for more senior care facilities and aging in place was recognized in many comments, though some felt the location specifically lacked such a need.

Density & Height

Comments expressed concern about the height of the project, worried that it would intrude on privacy and was generally too high. The density was also felt to be too much for the area, though another comment felt that more density could be included on the site.

Affordability

Comments reflected a belief that the facility proposed would be too high-cost and that the move was only beneficial to the developer and their moneyed interest.

Escarpment

There were a few comments concerned about slope stability and water drainage that could be worsened by construction on the Casa Mia site.

Noise

Worries exist that the use of the site may lead to the generation of disruptive noise for neighbours.

Miscellaneous

Will reduce property values in the area

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1920 Southwest Marine Drive
FORM OF DEVELOPMENT



Photograph of model: aerial view from Southwest Marine Drive



Photograph of model: main entrance between Casa Mia and the addition



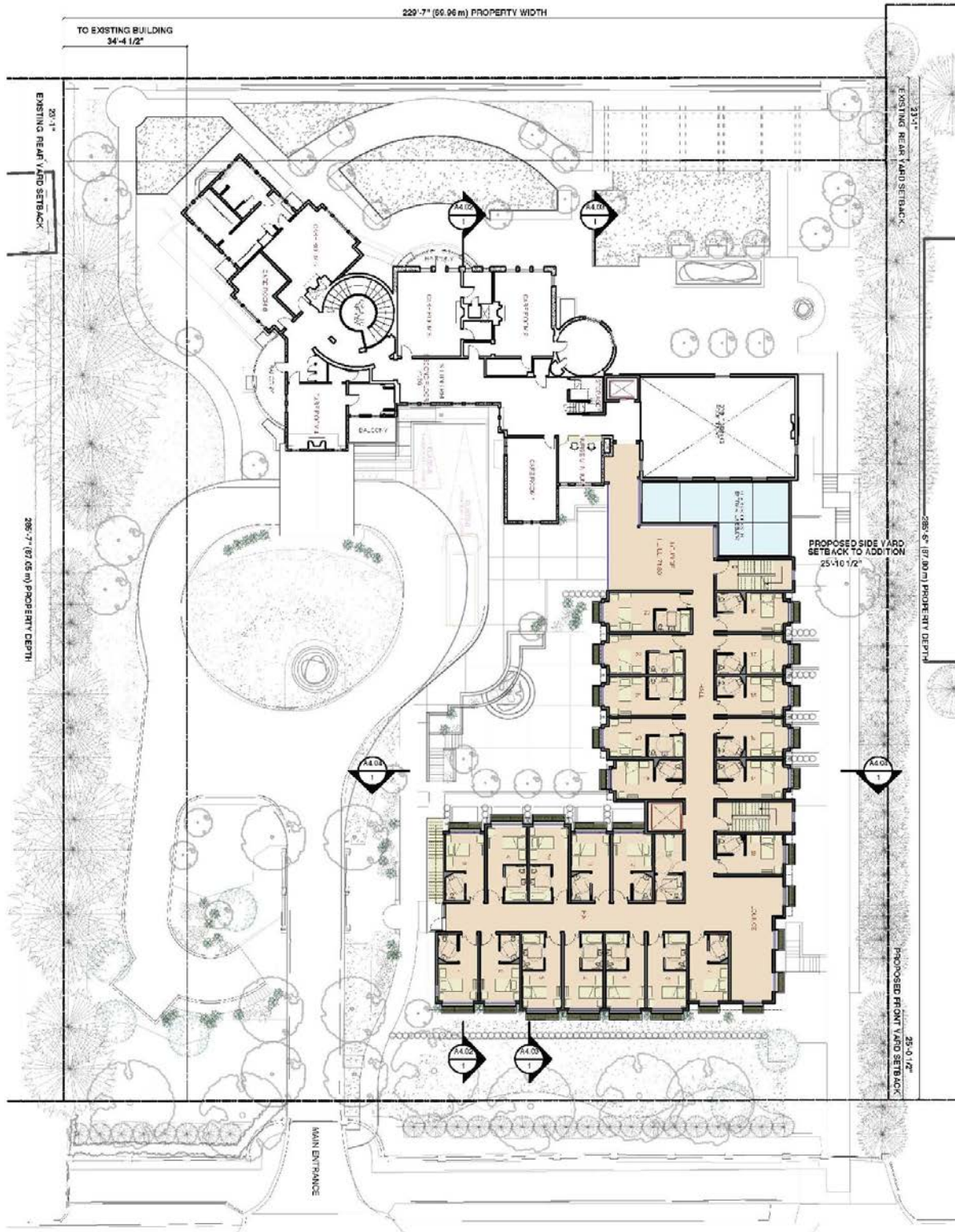
Existing view to auto court (location of proposed Main Entrance)



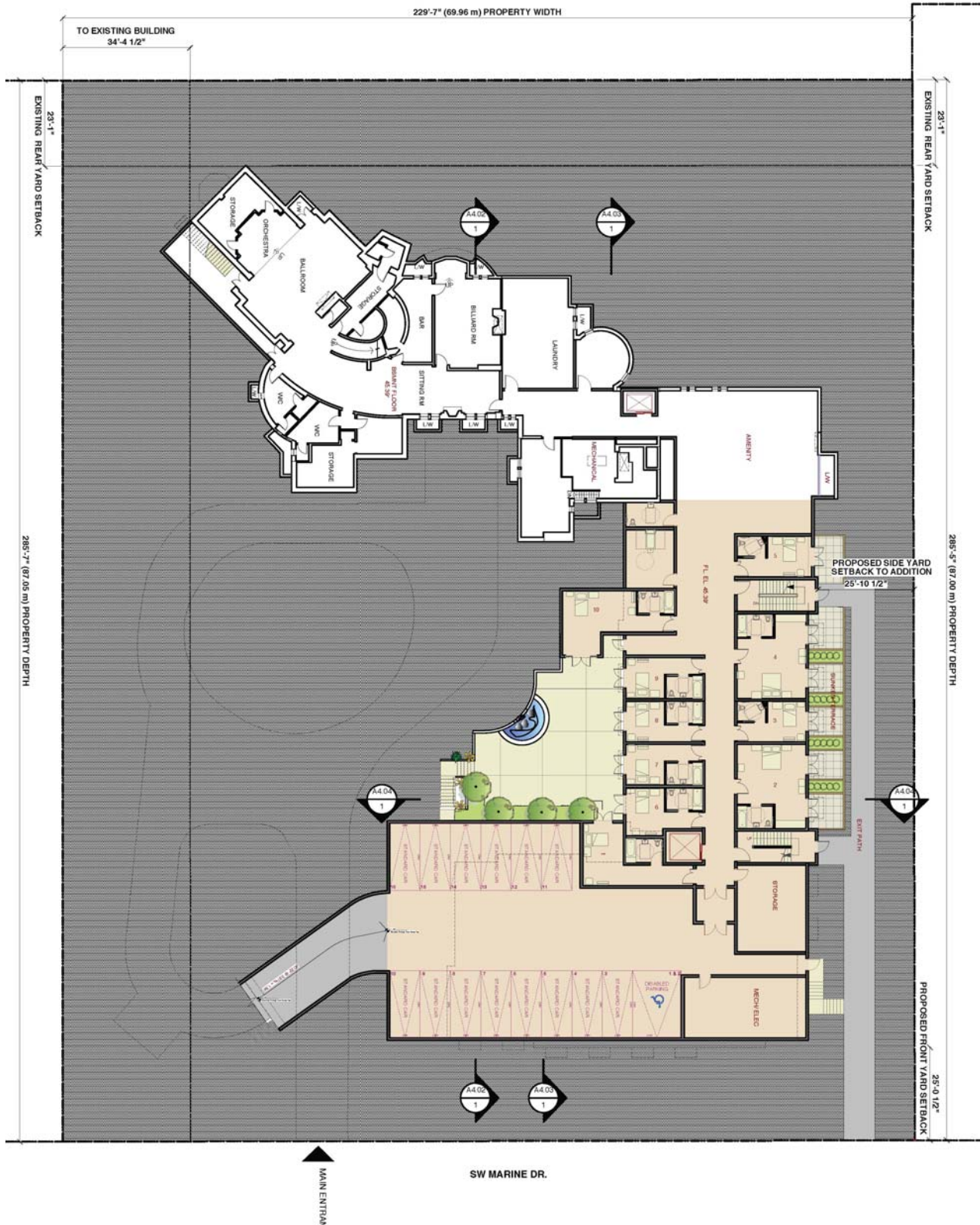
Photograph of model: View west along Southwest Marine Drive



Main Floor and Site Plan



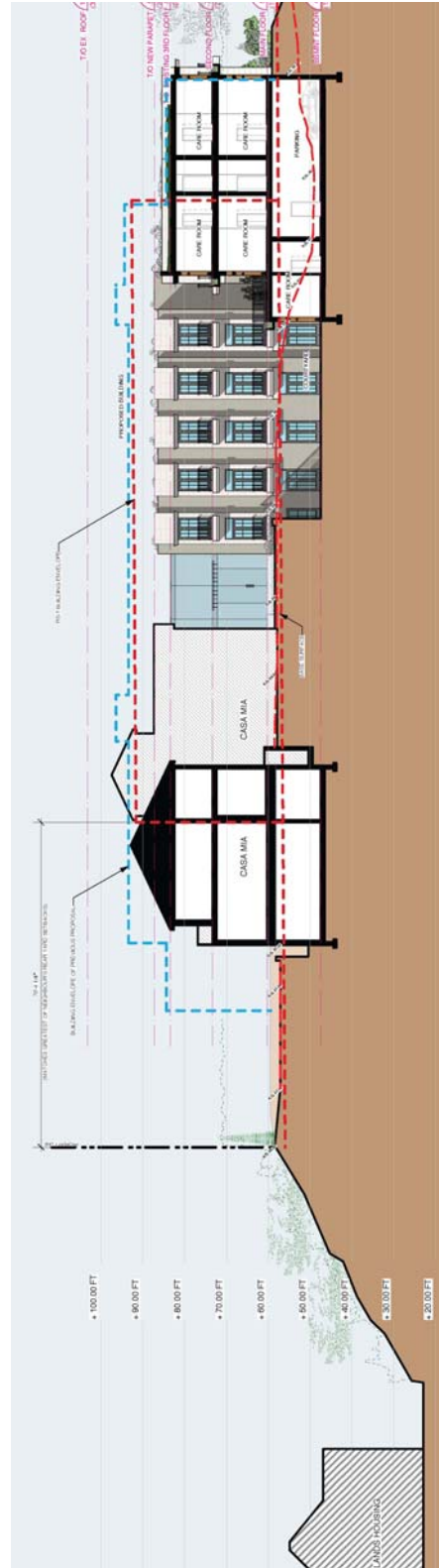
Second Floor Plan



Basement Level and Parking Plan



North Elevation (Marine)



Site and Escarpment Cross-section

1920 Southwest Marine Drive
PUBLIC BENEFITS SUMMARY

Project Summary:

Conversion of a heritage estate house to accommodate a 62-bed Community Care Facility for seniors .

Public Benefit Summary:

The project would result in the designation and restoration of the Casa Mia heritage building,

	Current Zoning	Proposed Zoning
Zoning District	RS-1	CD-1
FSR (site area = 18,708 sq. ft.)	0.7	0.7
Buildable Floor Space (sq. ft.)	45,929 sq. ft.	22,037 sq. ft. existing 23,832 sq. ft. new
Land Use	Residential	Institutional

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide) (\$12.67/sf) Residential floor area below 1.2 FSR (\$2.95/sf)	\$135,491	\$301,951
	DCL (Area Specific)		
	Public Art (\$1.81/sf)		
	20% Social Housing		
Offered (Community Amenity Contribution)	Heritage)(Note 1)		\$1,000,000
	Childcare Facilities	N/A	
	Cultural Facilities		
	Green Transportation/Public Realm		
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS			\$135,491

Other Benefits (non-market and/or STIR components):

* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the City-wide DCL, revenues are allocated into the following public benefit categories: Parks (41%); Replacement Housing (32%); Transportation (22%); and Childcare (5%). Revenue allocations differ for each of the Area Specific DCL Districts.

Note 1: The figure noted in the above table represents the estimated premium cost to the applicant of the conservation and protection of heritage resources which is a community objective as noted in Council policy.

1920 Southwest Marine Drive
APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	1920 Southwest Marine Drive
Legal Description	PID: 004-174-011; Lot 2 Blocks 12, O and R District Lot 317 Plan 19773
Applicant / Architect	Stuart Howard Architects Inc.
Property Owners	Maureen Mae McIntosh, Roy Alison McIntosh and Sandra Lynn Aarvold

SITE STATISTICS

SITE AREA	6,096 m ² (65,613 ft ²)
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DEVELOPMENT STATISTICS

	Development Permitted Under Existing Zoning	Proposed Development	Recommended (Other Than Proposed)																								
Zoning	RS-1	CD-1 (Comprehensive Development) District																									
Uses	One-family Dwelling*	Community Care Facility - Class B																									
Max. Floor Space Ratio (FSR)	Total: 0.7 FSR Above Grade: 0.3 + 93 m2	Total: 0.7 FSR Above Grade: 0.49																									
Floor Area	4,267 m ² (45,932 sq. ft.)	New: 2,214 m ² (23,832 sq. ft.) Existing: 2,047 m ² (22,037 sq. ft.) Total: 4,261 m ² (45,869 sq. ft.)																									
Maximum Height	10.7 m (35.1 ft.)	Existing non-conforming Heritage building: 14.2 m (46.5 ft.) Addition: 9.3 m (30.5 ft.)																									
Parking Spaces	as per Parking By-law	as per Parking By-law	4 additional visitor spaces																								
Loading	as per Parking By-law	<table border="0"> <tr> <td></td> <td>Class A</td> <td>Class B</td> </tr> <tr> <td>Passenger:</td> <td>1</td> <td></td> </tr> <tr> <td>Loading:</td> <td></td> <td></td> </tr> <tr> <td>Shared:</td> <td></td> <td>1</td> </tr> </table>		Class A	Class B	Passenger:	1		Loading:			Shared:		1	<table border="0"> <tr> <td></td> <td>Class A</td> <td>Class B</td> </tr> <tr> <td>Passenger:</td> <td>1</td> <td>1</td> </tr> <tr> <td>Loading:</td> <td></td> <td>1</td> </tr> <tr> <td>Shared:</td> <td></td> <td></td> </tr> </table>		Class A	Class B	Passenger:	1	1	Loading:		1	Shared:		
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*Community Care Facility - Class B is a conditionally permitted use under the existing RS-1 zoning