



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: May 19, 2015
Contact: Kent Munro
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VanRIMS No.: 08-2000-20
Meeting Date: May 26, 2015

TO: Vancouver City Council
FROM: General Manager of Planning and Development Services
SUBJECT: CD-1 Text Amendment: Vancouver General Hospital (Segal Centre)

RECOMMENDATION

A. THAT the application by Parkin Architects Western Ltd., on behalf of Vancouver Coastal Health Authority, to amend CD-1 (59) By-law No. 4472 for Vancouver General Hospital [*PID: 025-504-088 ; Parcel 1, Block 376 and 377, District Lot 526 Group 1, NWD, Plan BCP 1644*] to accommodate architectural features of the Segal Centre be referred to a public hearing, together with:

- (i) draft by-law amendments generally as presented in Appendix A; and
- (ii) the recommendation of the General Manager of Planning and Development Services to approve the application.

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary amending by-law, generally in accordance with Appendix A, for consideration at the public hearing.

B. THAT Recommendation A be adopted on the following conditions:

- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City; any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
- (ii) THAT any approval that may be granted following the public hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and

- (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report recommends an amendment to the CD-1 By-law for Vancouver General Hospital (VGH). If approved, the amendment would allow architectural features of the Ralph and Rosalie Segal Family Health Centre (Segal Centre) to extend beyond the existing setback lines along the Willow pedestrian corridor. The proposal would enable the building to better meet the goals set out in the Vancouver General Hospital (VGH) Precinct CD-1 Guidelines. The proposed amendment would not result in an increase of floor area. Staff recommend that the application be referred to public hearing with the recommendation of the General Manager of Planning and Development Services to approve it.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- CD-1 (59) By-law No. 4472, enacted on January 13, 1970, amended up to October 30, 2012
- Vancouver General Hospital Precinct Policy Statement (2000)
- Vancouver General Hospital (VGH) Precinct CD-1 Guidelines (2002)
- Mayor's Task Force on Mental Health and Addictions, Phase I (2014).

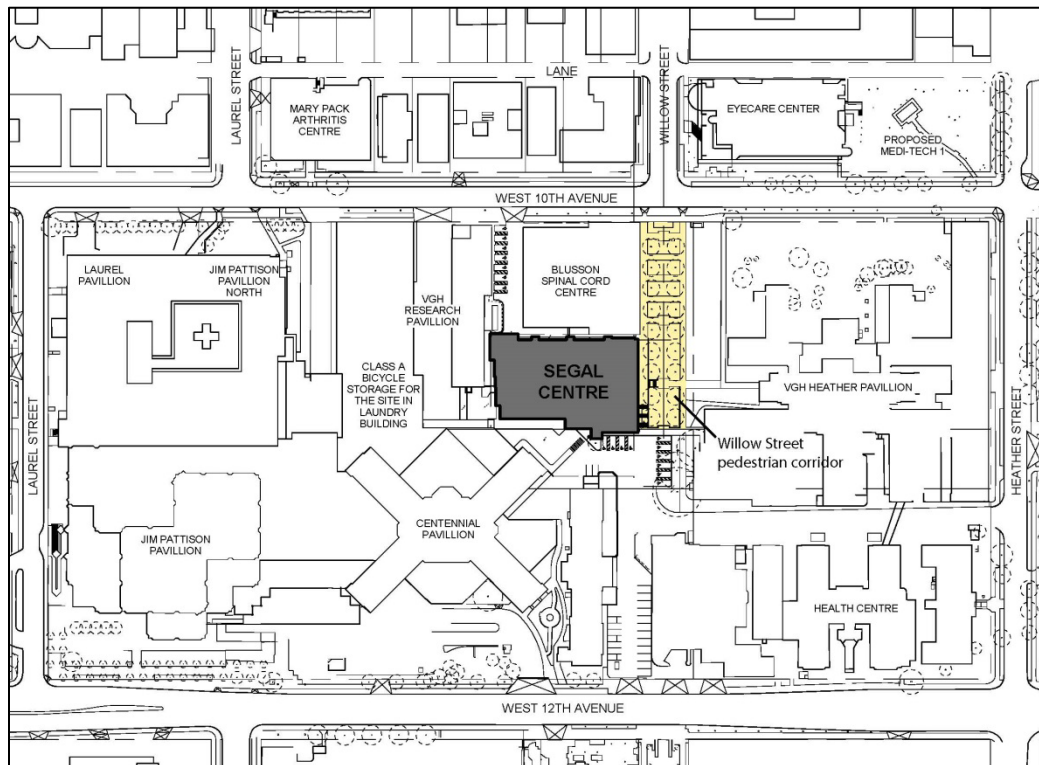
REPORT

Background/Context

The new Segal Centre is located within the primary precinct for Vancouver General Hospital (VGH), in the block bounded by 12th Avenue on the south, Laurel Street on the west, 10th Avenue on the north and Heather Street on the east (see Figure 1). West 10th Avenue is a major east-west bicycle route through the city. The Segal Centre is a new eight-storey acute care hospital building that will consolidate and expand the existing mental health facilities currently located at VGH and the University of British Columbia (UBC) campus. The building consists of out-patient facilities on levels one and two, administration and mechanical space on level three, and 100 in-patient beds on levels four to eight, as well as a rooftop garden. The 100 beds in the new Segal Centre will provide a net increase of 11 additional beds over the 89 beds that are currently provided at VGH and UBC campus.

The Segal Centre development was reviewed under the site's existing CD-1 (59) zoning and it was approved by the Development Permit Board on January 26, 2015. At the time of approval of the Segal Centre, the Development Permit Board required that the eastern façade of the building meet the current setback provisions of the CD-1 By-law. It was noted, however, that if the applicant wished to have a reduction to the Willow pedestrian corridor setback in order to accommodate a proposed projection into that setback, an amendment to the CD-1 By-law would be required. The Development Permit Board and staff had no objection to the proposed building projection which is the subject of the present zoning text amendment application.

Figure 1 - VGH Site Plan and Segal Centre Location



Strategic Analysis

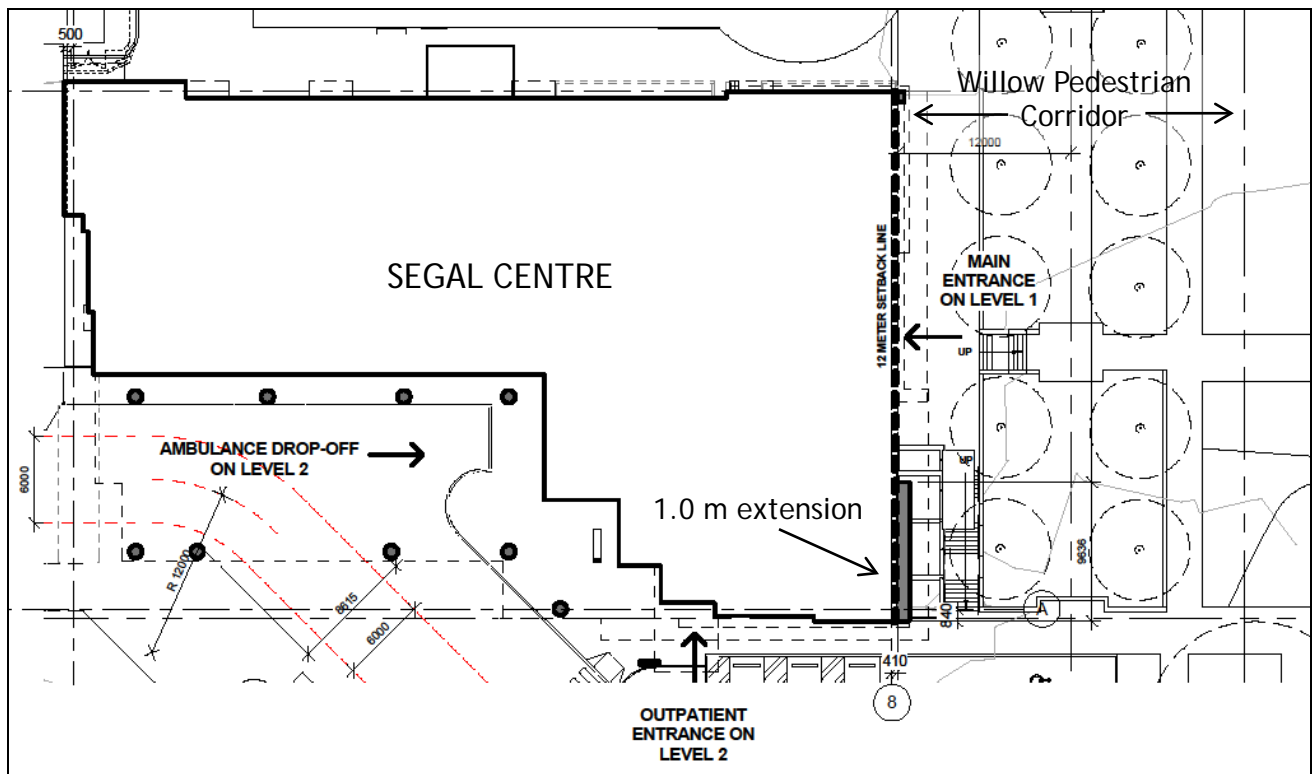
The Segal Centre will be a new, eight-storey mental health and addictions facility that will consolidate inpatient and outpatient services currently provided at UBC and VGH into one facility. This will provide seamless care to people struggling with mental illness and addictions, space for mental health services along with academic and other clinical functions to further best practices in care. The 100 bed facility will provide an additional 11 beds over and above the existing 89 beds provided by VCH and UBC. This project aligns with the Mayor's Task Force on Mental Health and Addictions Phase I report that identifies the need to address service gaps along the care continuum as a key priority, in particular the need for additional treatment beds and improved coordination of care.

This report seeks a text amendment to the existing CD-1 By-law (59) for VGH to allow a portion of the Segal Centre's eastern facade to extend up to one metre into the building's eastern setback. A key public realm element for the VGH campus, as described in the Vancouver General Hospital Precinct Policy Statement and in the Vancouver General Hospital (VGH) Precinct CD-1 Guidelines, is the creation of pedestrian corridors and open spaces throughout the campus. The centrepiece of this effort is a future "Heather Common", envisioned as a publicly accessible green space to be built around the 1906 Heather Pavilion. The other major public realm components are a pair of pedestrian corridors to better connect VGH with its surroundings through the creation of a pedestrian-friendly cross-axes. One

pedestrian corridor would follow the alignment of 11th Avenue through the VGH campus, from Ash to Oak Streets. The second corridor, now partially developed, follows the alignment of Willow Street, running from 10th Avenue to 13th Avenue. The Willow Street pedestrian corridor abuts the eastern edge of the Segal Centre.

As part of the Segal Centre development, further expansion and construction of the Willow pedestrian corridor adjacent to the building will take place (see Figure 2). The Vancouver General Hospital Precinct Policy Statement recommends that new buildings “define yet not dominate” the pedestrian corridors and open spaces. The Segal Centre will support this objective by creating a defining edge along the Willow pedestrian corridor.

Figure 2 - Segal Centre Setback Illustration



The VGH Precinct CD-1 Guidelines provide further direction on architectural detail and articulation for buildings within the campus. These details include transparency, visible circulation, and a directive for buildings to be “highly articulated” to help reduce their apparent scale. The proposed 1.0 m extension into the 12.0 m setback of the Willow pedestrian corridor (see Figure 2) would allow for greater building articulation and would include a board room, visible from the outside, thereby providing a sense of activity.

Should this text amendment be approved, it would allow the Segal Centre’s eastern facade to extend 1.0 m into the Willow pedestrian corridor setback for a portion no more than 12.0 m in length at the southeast corner of the building. The setback line specified in the CD-1 By-law is 12.0 m to the west of the centre line of the Willow pedestrian corridor. The amendment

would reduce the minimum setback to 11.0 m for the extended portion of the Segal Centre. As noted, this change would be consistent with the Vancouver General Hospital Precinct Policy Statement and the Vancouver General Hospital (VGH) Precinct CD-1 Guidelines.

PUBLIC BENEFITS

Development Cost Levies (DCLs) – DCLs collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. As this amendment, if approved, would result in no addition to site floor area or FSR beyond that previously approved for the Segal Building, there is no additional DCL payable.

Community Amenity Contribution (CAC) – Within the context of the City's Financing Growth Policy, an offer of a Community Amenity Contribution to address the impacts of rezoning can be anticipated from the owner of a rezoning site. CAC offers typically include either the provision of on-site amenities or a cash contribution towards other public benefits; and they take into consideration community needs, area deficiencies and the impact of the proposed development on City services. No CAC is anticipated from amending the building setback for the Segal Centre.

Implications/Related Issues/Risk (if applicable)

Financial

As noted in the Public Benefits Section above, there are no Community Amenity Contributions or Development Cost Levies associated with the proposed CD-1 text amendment.

CONCLUSION

This report proposes a text amendment to the CD-1 By-law for Vancouver General Hospital. If approved and enacted, the CD-1 text amendment would alter the setbacks for the Segal Centre's eastern façade along the Willow pedestrian corridor. The design of the Segal Centre is consistent with the VGH Precinct CD-1 Guidelines and would not negatively impact the public realm. The General Manager of Planning and Development Services recommends that the application be referred to a public hearing, together with a draft amendment to the CD-1 By-law generally set out in Appendix A. Further it is recommended that, subject to a public hearing, the application be approved.

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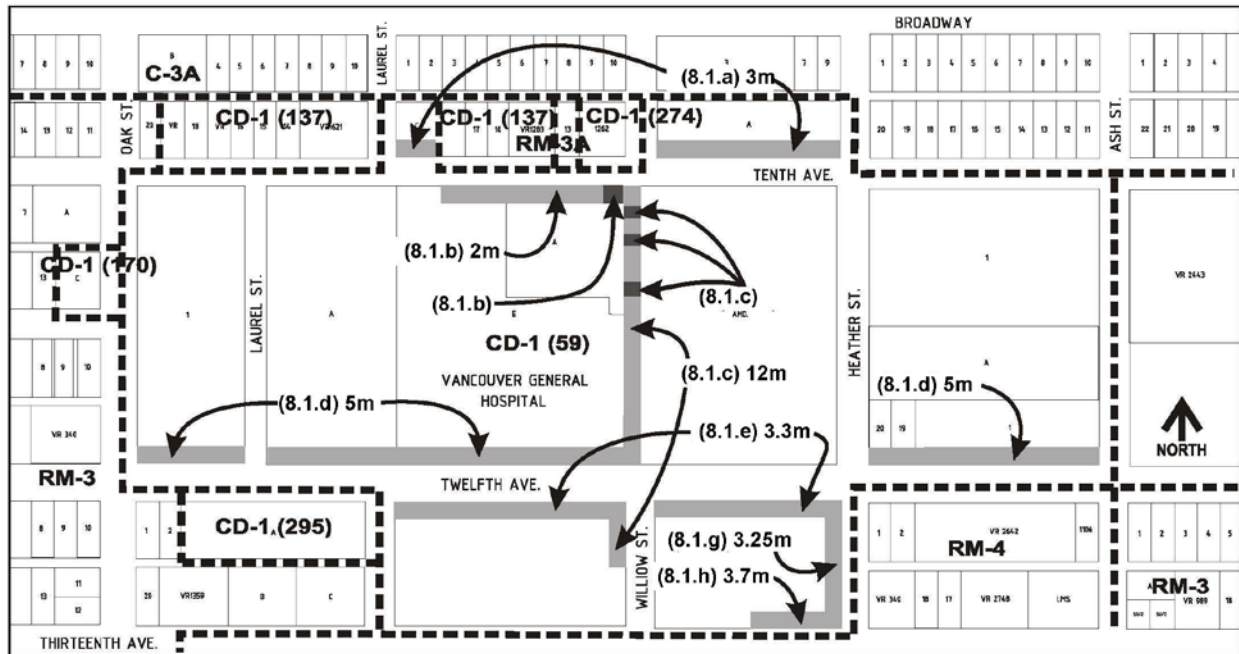
Vancouver General Hospital
(Segal Building - setback)

PROPOSED AMENDMENTS TO CD-1 (59) BY-LAW NO. 4472

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

1. This By-law amends the indicated provisions of By-law No. 4472.
2. In Section 8, Setbacks, Council:
 - (a) strikes out "8.1.1", "8.1.2", "8.1.3", "8.1.4", "8.1.5", "8.1.6", "8.1.7" and "8.1.8" and substitutes "(a)", "(b)", "(c)", "(d)", "(e)", "(f)", "(g)" and "(h)";
 - (b) in renumbered section 8.1(b) strikes out the word "imaginary" wherever it appears and substitutes "theoretical" and strikes out "Development Permit Board" and substitutes "Director of Planning" ; and
 - (c) strikes out renumbered section 8.1(c) and substitutes:
 - "(c) 12 m west of the theoretical extension of the centre line of Willow Street through the site from 10th Avenue to 12th Avenue, except that the Director of Planning may reduce the setback to a minimum of 11 m if:
 - (i) in the opinion of the Director of Planning, the proposed building meets the Vancouver General Hospital (VGH) Precinct CD-1 Guidelines for building articulation, and
 - (ii) the location of the setback, measured from the north boundary of the site, is:
 - a. between 4.1 m and 12.5 m to the south,
 - b. between 33.0 m and 41.7 m to the south, or
 - c. between 73.0 m and 85.0 m to the south."
3. Council strikes out Figure 4. Setbacks and substitutes, after section 8.1(h), the following Figure:

Figure 4: Setbacks



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