



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: January 16, 2018
Contact: Susan Haid
Contact No.: 604.871.6431
RTS No.: 12344
VanRIMS No.: 08-2000-20
Meeting Date: January 30, 2018

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Issues and Directions Report - Policy to Consider Rezoning for Crofton Manor (2803 West 41st Avenue)

RECOMMENDATION

- A. THAT Council direct staff to conduct additional planning regarding redevelopment of Crofton Manor (2803 West 41st Avenue) as contemplated in the *Arbutus Ridge/Kerrisdale/Shaghnessy (ARKS) Community Vision*, including an enhanced public consultation process and guided by specific planning and development principles that reflect local community planning objectives (draft planning and development principles are contained in Appendix A).
- B. THAT following enhanced consultation and planning work for the redevelopment of Crofton Manor (2803 West 41st Avenue), staff report the planning outcomes to Council that would inform consideration of an application to rezone the site and to amend the existing CD-1 (Comprehensive Development) District.
- C. THAT the staff resources and the estimated cost-recovery budget of \$530,000 outlined in Appendix B be approved to complete additional planning and rezoning work;

FURTHER THAT consistent with the City's cost-recovery practice, Council accept a policy phase contribution of \$164,000 followed by a rezoning phase contribution of \$366,000 upon submission of a rezoning application from the project proponent, Wall Group, to fully cover the program costs.

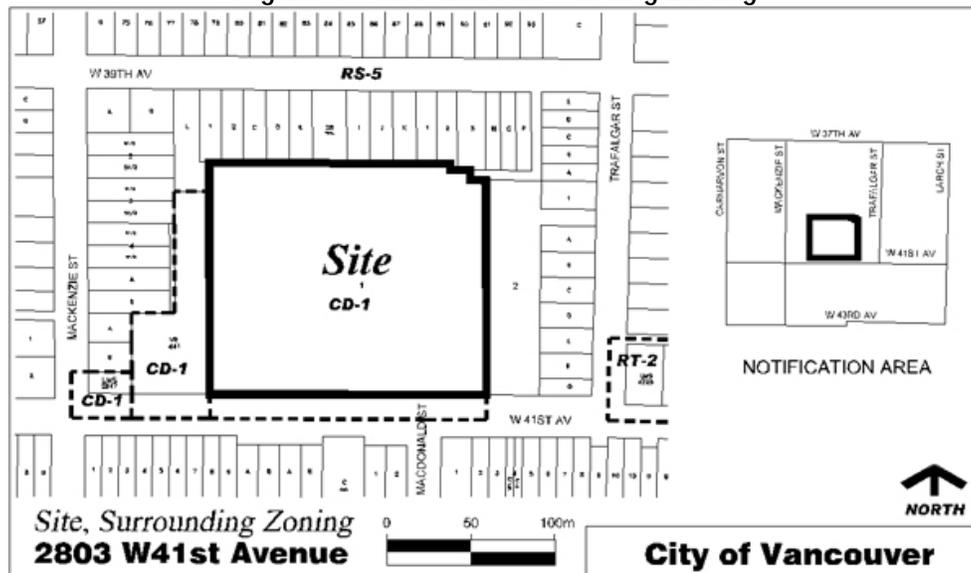
- D. THAT passage of the above resolutions will in no way fetter Council's discretion in considering any rezoning application for the subject site and does not create any legal rights for the applicant or any other person, or obligation on the part of the City; and expenditure of funds or incurred costs are at the risk of the person making the expenditure or incurring the cost.

REPORT SUMMARY

The purpose of this report is to:

- Advise Council that a rezoning proposal has been made for 2803 West 41st Avenue (Crofton Manor) and to outline policy issues and opportunities that it presents.
- Identify the Council priorities and community planning objectives that could be achieved by consideration of a rezoning application for the subject site.
- Outline a proposed planning and community engagement approach in keeping with the *ARKS Community Vision* involving:
 - an enhanced public consultation process, and
 - establishment of specific planning and development principles to guide review of a rezoning application for the site (see Appendix A for draft principles).
- Recommend that Council indicate it is willing to consider a rezoning application for comprehensive redevelopment of the site based on the draft planning principles and consultation approach outlined in this report.

Figure 1 - Site and surrounding zoning



COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council policies for this site include:

- Arbutus Ridge/Kerrisdale/Shoughnessy (ARKS) Community Vision (2005)
- CD-1 (83) By-law No. 4674 (1972, last amended 2013)
- Housing Vancouver Strategy (2017)
- Community Care Facility - Class B and Group Residence Guidelines (2008, last amended 2012)
- Seniors Supportive and Assisted Housing Guidelines (2002, last amended 2004)
- Rezoning Policy for Sustainable Large Developments (2010, last amended 2014)
- Community Amenity Contributions Through Rezonings (1999, last amended 2017)
- Green Buildings Policy for Rezonings (2009, last amended 2017)
- Family Room: Housing Mix Policy for Rezoning Projects (2015)
- Greenest City 2020 Action Plan (2012, last amended 2016)

- Public Art Policy and Procedures for Rezoned Developments (2014)
- Renewable City Strategy (2015)
- Urban Forest Strategy (2014)
- High-Density Housing for Families with Children Guidelines (1992)

REPORT

Background/Context

1. Rezoning Interest

Staff have received a rezoning proposal from Wall Group on behalf of the owners of the site, 557140 B.C. Ltd., proposing redevelopment of this 2.29 hectare (5.65 acre) site including replacement of the existing seniors community care facility, affordable housing, and a diversity of housing options geared to the local area demographic needs. The site is currently zoned CD-1 (Comprehensive Development) District and is developed with an existing seniors care facility with 193 units. The site is currently developed with buildings up to three storeys and landscaped courtyards.

The site is within the *Arbutus Ridge/Kerrisdale/Shaugnessy (ARKS) Community Vision* area, which was adopted in 2005. The *ARKS Community Vision* provides limited direction regarding the future use of the subject site, but does anticipate additional planning and consultation for site-specific rezonings of existing CD-1 zoned sites. Council direction is sought on a proposed planning and consultation process to consider a rezoning application for the subject site.

2. Site Development and Planning History

The subject site is located mid-block along the north side of 41st Avenue, between Trafalgar and Mackenzie Streets. The property was rezoned from RS-1 (One-Family Dwelling) District to CD-1 (Comprehensive Development) District in 1972 to permit development of the existing seniors residential and care complex, composed primarily of one-storey buildings and a two-storey building. A three-storey building was added in 1989. The site is well-located within walking distance to the Kerrisdale shopping area as well as local schools and parks in the surrounding area. Bus service is provided on 41st Avenue and along nearby Mackenzie Street.

In 2010, staff received an application to amend the existing CD-1 zoning. The proposal was to increase the floor space ratio (FSR) from 0.6 to 1.12 FSR and increase the maximum building height from 10.1 m (33 ft.) to 24.3 m (79.7 ft.). The proposal included an expansion in seniors housing and care units from 193 to 339 units. New buildings proposed as part of the rezoning application faced 41st Avenue and consisted of three- and two-storey buildings to either side of a proposed six-storey "Main Lodge." The rezoning application was approved by Council in 2011 and enacted in 2013. However, no portion of the previous rezoning proposal is under construction or has been built to date.

Redevelopment of the site beyond the existing approved rezoning is being contemplated by the current owners. Under the site's existing zoning, approvable uses are limited to seniors supportive and assisted housing, a Class B community care facility, and adult day centre facility. The existing seniors facility is over 40 years old and reflects an outdated model of care. This unique large site, fronting a major arterial street with future B-line service, presents an opportunity to renew the seniors facility to meet modern standards and provide

new housing options in this neighbourhood. Early redevelopment ideas include creation of a neighbourhood hub through the enhancement of seniors housing options and services

3. Existing Land Use Policy

The *ARKS Community Vision* anticipated any proposed changes on existing CD-1 zoned sites to be undertaken in concert with a fulsome rezoning process ensuring appropriate community consultation. Additional studies are intended to address issues such as form of development, design, transportation, green space, housing, existing tenants, service needs and public benefits. Community consultation is expected to occur through the process. Per standard City practice, expansion, downsizing or redevelopment of institutional sites, such as Crofton Manor, may also be considered as rezoning proposals.

The *Community Care Facility - Class B and Group Residence Guidelines* provides directions for facilities providing residential care to seven or more unrelated persons and licensed under the Community Care and Assisted Living Act of British Columbia. The guidelines outline the City's intent to 'support the integration of Community Care Facility - Class B and Group Residences' throughout the city. The current guidelines were modelled on the definitions for community care uses first established in 1979, adopted by Council in 2008, and later updated in 2012.

The guidelines include 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. The guidelines also note that such facilities should be placed on or near arterials that are well-served by public transit and provide ease of access for both staff and visitors.

The *Rezoning Policy for Sustainable Large Developments* sets out criteria for the redevelopment of large sites, defined as those larger than 8,000 sq. m (1.98 acres) or containing more than 45,000 sq. m (484,375 sq. ft.) of new floor area, as part of a rezoning application. The policy requires rezoning applications to address the following eight criteria:

1. Sustainable Site Design
Consider approaches to layout and orientation that reduce energy needs and facilitate passive design solutions, and where appropriate provides a written strategy and plan illustrating the approaches.
2. Access to Nature
Improving access to nature in the city is to improve the health and well-being of the community, to provide habitat, to enhance ecosystem function and services, to create public open spaces for people to gather and socialize, and to create opportunities for people to directly experience nature in the city.
3. Sustainable Food Systems
Demonstrate the overall increase of food system assets. Food assets are defined as resources, facilities, services or spaces that are available to residents of the city and which are used to support the city's food system.
4. Green Mobility
Provide a Green Mobility Plan with measures and strategies to prioritize more sustainable travel to and from the site. This will include prioritizing walking, cycling, and public transit over automobile use, and facilitating the incorporation of low-carbon vehicles, such as electric vehicles.

5. Rainwater Management
Provide a Rainwater Management Plan that recognizes rainwater as a resource to enhance the community and environment.
6. Zero Waste Planning
Provide a Zero Waste Design and Operations Plan that considers deconstruction, infrastructure design and post-construction operations, and meets or exceeds the City's Greenest City 2020 goals with respect to waste reduction, increased opportunities for material re-use and recycling, and reduced greenhouse gas emissions.
7. Affordable Housing
Provide an Affordable Housing Plan that considers a range of unit types and tenures, and demonstrates how the project will meet or exceed the requirements of the City's affordable housing target of 20% or more of residential floor space. Providing affordable housing is a key focus for large development rezonings. Applicants are required to meet with City staff at the pre-application stage to discuss the appropriate mix of incomes, household types and tenures.
8. Low Carbon Energy Supply
A Low Carbon Energy Supply Feasibility Screening Study, performed by a qualified green energy consultant at the discretion of the City, to explore the viability of campus and/or district energy systems, is required. If the business case is viable, such a system will be required.

Strategic Analysis

1. Site Attributes

The subject site is located mid-block on the north side of 41st Avenue, between Trafalgar and Mackenzie Streets. To the west of the site, along 41st Avenue, are two existing CD-1 sites. These are developed with a three-storey multiple dwelling and a two-storey building with a commercial office and residence. The remainder of the immediate surroundings are zoned RS-5 (One-Family Dwelling) and are developed with single-family houses. The eastern neighbour of the site is the Kerrisdale Presbyterian Church. Primary access to the site is from 41st Avenue, with smaller secondary access from a partial rear lane.

Revera Living operates the Crofton Manor retirement community on the site, which includes 193 senior units across a spectrum of care. The majority of development on the site was completed in the mid-1970s and represents an outdated and inefficient model of seniors care.

The neighbourhood context surrounding the subject site is mixed with 41st Avenue to the south, low-rise residential apartments and mixed-use buildings to the west, single-family homes to the north across from existing mature trees and the Kerrisdale Presbyterian Church to the east (see Figure 1). One block to the west is a small commercial node centered at the intersection of 41st Avenue and Carnarvon Street. Two blocks to the east of the site is the Kerrisdale shopping area, which provides a broad array of neighbourhood shops, services and amenities. RM-3 zoning that permits 12-storey residential buildings is found north and south of the Kerrisdale shopping area. 41st Avenue is served by two bus routes and is slated for B-line bus service in the future. Another bus route serves the area, connecting south Dunbar to downtown Vancouver via Mackenzie and Macdonald Streets.

Figure 2 - Existing Site (from 41st Avenue)



2. Land Use, Urban Design and Site Planning Considerations

The subject site along 41st Avenue has the potential to provide a renewed seniors care facility as well as broader housing options in an area with nearby shops, services and amenities. The 2016 census showed that the population in this and other nearby census tracts had declined from the 2011 census, despite overall growth in Vancouver. Additional housing options could diversify the available housing stock and provide support for the businesses and amenities in the community.

Figure 3 - Senior (65+) Population Change and Percentage, 2006-2016

	1 km radius from Crofton Manor			City of Vancouver		
	65+	Total Pop	% 65+	65+	Total Pop	% 65+
2006	2,870	16,590	17.3%	74,670	567,165	13.2%
2016	3,480	15,850	22.0%	97,540	631,540	15.4%
Change	+610	-740	+4.7%	+22,870	+64,375	+2.2%

Integration of seniors care facilities within residential neighbourhoods has been a long-standing principle in Vancouver. Approximately 70% of the City's supply of seniors care beds, including the existing beds at Crofton Manor, were developed between 1960 and 1990. Many of these facilities are aging and in need of renewal to bring them up to current health, safety and livability standards. Seniors (65 years and older) are a rapidly growing demographic in British Columbia and are expected to grow faster than any other age group over the next 20 years. The area within a one kilometre radius of Crofton Manor has experienced sharp growth in seniors over the past decade, despite an overall population decline in the area.

The subject site has access to nearby community facilities and local amenities. It is also served well by existing transit, with provisions for improved B-line service in the future. As such, the site can be considered a good candidate for intensification and redevelopment. As the *ARKS Community Vision* provides limited policy guidance for this site, draft planning and development principles are proposed in Appendix A as a starting point for considering redevelopment of the site. Early redevelopment ideas include a diversity of housing options and provision of services focused on the needs of seniors. The draft principles include:

- Renewal of the seniors care facility on-site while minimizing disruption to current residents and ensuring no displacement from Crofton Manor.

- Design to ensure an appropriate and sensitive transition from the site to its surrounding neighbours.
- Introduce new housing options to the neighbourhood, including substantial affordable and more diverse forms.
- Consider careful site design and access for all modes, including pedestrians, cyclists and service vehicles.
- Provide community-serving on-site benefits such as public green space and uses complimentary to the renewed seniors care facility.

3. Public Benefit and Community Amenity Contribution (CAC) Considerations

For the subject site, if a rezoning application is considered, staff anticipate applying a site-specific negotiated CAC approach. The main reasons for applying this approach are:

- The opportunity to secure appropriate community amenities to address impacts and community needs, including public open space and additional seniors-serving facilities. Early concepts have included the idea of a seniors hub, including adult day centre.
- The large size of the site (5.65 acres) and the significant opportunity for additional housing.
- The strategic location along a major arterial street with high-capacity transit service between neighbourhood shopping areas and proximity to a residential community with limited housing options.

4. Proposed Planning and Consultation Process

Staff have prepared draft planning and development principles (Appendix A) which reflect local community planning objectives related to the subject site. These draft principles were developed based on staff analysis of existing applicable policies and key issues, such as renewal of seniors facilities, provision of housing options, site access, and transitions to the surrounding neighbourhood. Public consultation on these principles would occur as part of the proposed planning and consultation process. It is intended that these principles would serve as a policy framework to guide and evaluate a rezoning application.

The *ARKS Community Vision* and long-standing City practice anticipate considerable public engagement throughout a rezoning enquiry and application process. Staff recommend that the process be iterative, allowing for incorporation of public and committee feedback into the rezoning proposal. As with all rezoning applications, a formal public hearing would be required.

Figure 4 - Public Consultation Stages



Staff recommend an enhanced public process that includes:

- Meeting with local stakeholder groups, including (but not limited to) on-site residents, immediate neighbours, the ARKS Community Vision Implementation Committee, and the City's Seniors' Advisory Committee to gain input and feedback on the draft guiding principles.
- Pre-application open houses, led by the proponent, outlining principles and showing high-level options for redevelopment of the site reflecting the draft principles in Appendix A.
- At least one staff-led open house following submission of a rezoning application.
- In-person and online public feedback forms.

This planning and consultation process would be led by City staff with involvement from the proponent. The process would be conducted concurrent with staff review of a formal rezoning enquiry and, following a report to Council on the planning process, a rezoning application.

Implications/Related Issues/Risk (if applicable)

Financial

The program budget is estimated at \$530,000 as outlined in Appendix B, which includes staffing, policy development, public engagement events, report to Council and contingency. Wall Group will contribute the necessary funds to cover the program costs, to be paid upon approval of the program by Council, in instalments as agreed with City staff.

It is proposed that payments correspond to phasing, with an initial payment for policy program work at the time of program start-up to cover the costs of project scoping and policy planning. A second instalment would be paid upon submission of a rezoning application.

Wall Group recognizes that the \$530,000 contribution may be adjusted according to actual program costs. It also understands that this contribution covers the costs of assessing the planning potential of Crofton Manor but brings no obligation or expectation of City staff or Council support for any particular outcome.

Subject to Council direction, staff will report back as part of any rezoning report on applicable developer contributions (e.g. DCLs, CACs, and Public Art), as well as proposals for on-site and/or off-site amenities and an appropriate funding strategy.

CONCLUSION

The report directs staff to conduct an enhanced planning process to explore the potential redevelopment of Crofton Manor (2803 West 41st Avenue). The proposed public consultation process would inform a proposal to provide renewed seniors housing, a potential adult day centre, affordable housing, additional public green space, local commercial services, and increased housing options to serve the local area. Staff recommend that the program be carried out as a cost-recovered process, with the program costs covered by fees from the project proponent. Subject to Council approval of these recommendations, staff will work with local community members, stakeholders and the proponent to undertake planning and consultation to inform a rezoning proposal for Council's consideration.

Crofton Manor (2803 West 41st Avenue)
DRAFT PLANNING AND DEVELOPMENT PRINCIPLES

Intent

These principles are intended to provide guidance to the applicant, community and staff in the development and review of a site-specific rezoning on this strategically located 5.65 acre site on 41st Avenue.

Site Development Guiding Principles

Housing

1. Minimize disruption to current residents on-site during the redevelopment process, including no displacement of current residents from the site.
2. Renew, replace, and, if possible, increase the number of seniors care units and beds on the site.
3. Provide a range of housing types, including affordable housing, to accommodate different income levels and household types and to expand options in the neighbourhood and create a complete community.

Urban Design

4. Explore a range of options for site design, height, density, massing and open space. The options should respond to these guiding principles as well as the directions within the *ARKS Community Vision*.
5. Ensure that urban design objectives for built form include contextual fit, transition in scale to the existing neighbourhood, and potential future redevelopment in the area.
6. Address views, visual privacy, building separation, and shadowing impacts of the proposed design on adjacent residential neighbours.
7. Provide useable on-site open space, both public and private, integrated with the landscape and site design to enhance access to green space for all users and the community.
8. Site design should include on-site circulation for multiple modes of transportation and be compatible with the existing street and path networks.
9. Protect, as much as possible, existing mature trees on site, including those at the perimeter, to aid in transitions in building scale to the surrounding neighbourhood and maintain the urban tree canopy.

Access and Movement

10. Take advantage of opportunities provided by current transit service and future B-line service to effectively integrate transit with redevelopment of the site.
11. Integrate pedestrian and cycling access to and within the site by increasing permeability and inviting public access within the site.
12. Orient vehicular access and circulation to minimize impacts on the surrounding neighbourhood.

Sustainability

13. Incorporate best practices for sustainable design into any proposal, including compliance with the *Green Buildings Policy for Rezoning*s.

14. Respond to the criteria outlined in the *Rezoning Policy for Sustainable Large Developments*.

Community Amenities

15. Consider on-site public amenities, such as an adult day centre, that build upon the proposed redevelopment and serve the broader community.
16. Provide an on-site public open space as part of any redevelopment of the site.
17. Determine any appropriate community amenity contribution through a site-specific negotiated approach.
18. Explore options for small, local-serving retail and commercial uses facing 41st Avenue.

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Crofton Manor (2803 West 41st Avenue)
Planning Program Schedule

Staff Resources (Months)

	Scoping Phase	Planning Phase	Rezoning Phase	TOTAL
Planning Team Senior Planner, Project Planner, Planning Analyst, Development Planner	2.0	6.0	7.25	15.25
Engineering Services Project Engineer, Transportation Engineer	0.25	2.5	5.0	7.75
Technical Staff Support Social Planner, Housing Planner, Park Planner, Finance Planner, Sustainability Planner, Facilities Planner	1.0	2.5	2.5	6.0
Real Estate & Facilities Management Senior Development Officer, Development Officer, Quantity Surveyor	0.0	0.0	1.75	1.75
Legal Services/Enactment Support Solicitor, Legal Assistant, Surveyor, Project Facilitator, Subdivision Officer	0.0	0.0	7.5	7.5

Program Budget (Rounded to Nearest \$1,000)

	Scoping Phase	Planning Phase	Rezoning Phase	TOTAL
Salaries and Benefits	\$34,000	\$57,000	\$274,000	\$365,000
Process Costs Open Houses, Publicity	\$1,000	\$33,000	\$6,000	\$40,000
Overheads Administration, Office Space, Supplies and Services	\$8,000	\$16,000	\$64,000	\$88,000
Contingency	\$0	\$15,000	\$22,000	\$37,000
Total by Phase	\$43,000	\$121,000	\$366,000	\$530,000

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