



## POLICY REPORT

Report Date: July 9, 2019  
Contact: Karen Hoesse  
Contact No.: 604.871.6403  
RTS No.: 13308  
VanRIMS No.: 08-2000-20  
Meeting Date: July 23, 2019

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: CD-1 Text Amendment: 4500 Oak Street  
(Children's & Women's Health Centre of British Columbia)

### **RECOMMENDATION**

- A. THAT the application by MCMP Architects, on behalf of Provincial Health Services Authority ("PHSA"), to amend the text of CD-1 (Comprehensive Development) District (126) By-law No. 5091, for 4500 Oak Street [*PID: 009-471-278; Block 1009, Except those in portions in Plans 12393, 12719 and Reference Plan 14318, District Lot 526, Group 1, New Westminster District Plan 10359*] (the "Health Centre Site"), to amend the height as shown in diagram 1 of the CD-1 in order to allow a 470 sq.m (5,060 sq.ft.) expansion of the existing fourth floor of the Children's Hospital Research Institute located on the Health Centre Site, be referred to a Public Hearing, together with:
- (i) plans prepared by MCMP Architects, received on September 17, 2018;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve the application in principle, including approval in principle of the form of development, subject to the Conditions of Approval contained in Appendix B;

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 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 and 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 assesses an application by MCMP Architects on behalf of PHSA to amend the height as shown in diagram 1 of CD-1(126) By-law No. 5091 for 4500 Oak Street (“Health Centre”) in order to allow a 470 sq.m (5,060 sq.ft.) expansion of the existing fourth floor of the Children’s Hospital Research Institute, located at 938 West 28th Avenue (the “Research Institute”).

No changes to the floor area and density provisions of the existing CD-1 are proposed.

The proposed addition is necessary to accommodate growing capacity of the Research Institute and is in alignment with the long-term goals of PHSA for the Health Centre Site. Staff have assessed the application and conclude that the proposed expansion is consistent with surrounding heights in the Health Centre Site.

Staff recommend that the application be referred to a Public Hearing with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve it, subject to the Public Hearing and conditions outlined in Appendix B.

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

Relevant Council Policies for this site include:

- *CD-1(126) By-law No. 5091(4500 Oak Street) (1977, last amended 2014)*
- *4500 Oak Street – Children’s and Women’s Health Centre of BC “Master Plan” (1999, last amended 2012) (the “Master Plan”)*
- *Riley Park/South Cambie Community Vision (2005)*
- *Cambie Corridor Plan (2011, last revised May 2018)*
- *Green Building Policy for Rezoning (2009, last amended 2017)*
- *Community Amenity Contributions – Through Rezoning (1999, last amended 2018)*

## REPORT

### Background/Context

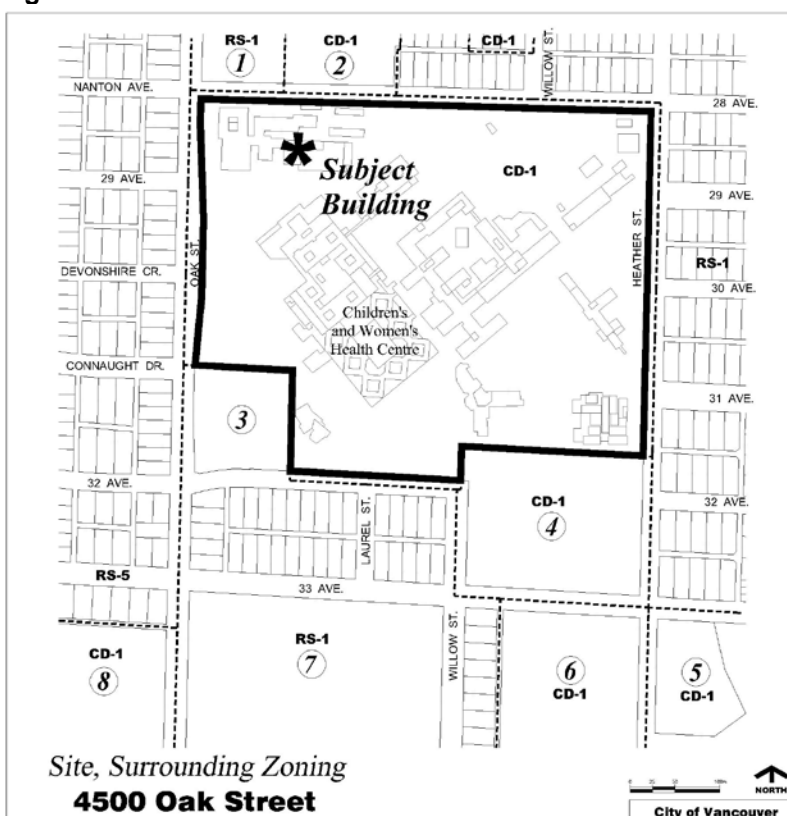
#### 1. Site and Context

The Research Institute is part of the Health Centre Site hospital campus, which is a 46-acre (18.6 hectare) site bounded by Oak Street to the west, Heather Street to the east, 28th Avenue to the north and 32nd Avenue to the south (see Figure 1). A single-family neighbourhood context surrounds the site, as well as a number of significant sites.

Significant sites in the immediate area are shown in Figure 1 and are listed below.

1. Congregation Beth Israel Synagogue;
2. GF Strong Rehabilitation Centre;
3. Canadian Blood Services Building;
4. St. Vincent's Heather Campus of Care;
5. Van Dusen Gardens;
6. Eric Hamber Secondary School; and
7. Heather Lands.

Figure 1 - Children's & Women's Health Centre Site and Context



The Research Institute, which is the subject of this application, is located in the northwest corner of the Health Centre Site and gives researchers access to the largest clinical service of its kind in Canada. The Research Institute conducts discovery, translational and clinical research to benefit the health of children and their families.

## **2. Policy Context**

The Health Centre Site's existing CD-1 By-law, enacted June 14, 1977 and including amendments up to March 11, 2014, provides for hospital uses, including a child day care facility and retail store, to a combined maximum floor space ratio (FSR) of 1.05. The most recent amendment, enacted on March 11, 2014, was to increase the floor space ratio from 0.85 to 1.05, among other things, to permit the development of a new Acute Care building and an expanded heat plant. As a result of the most recent amendment to the CD-1, consequential updates were undertaken to update the 1999 Master Plan to provide guidance for development on the site for the next 30 years.

In 1999, Council adopted the *Children's and Women's Health Centre of BC Master Plan (the "Master Plan")*. The intent of the Master Plan is to guide the growth for the whole Health Centre Site, with the intent to retain the majority of the existing buildings and to focus development at the center and northern portions of the site. As part of the rezoning, a Community Amenity Contribution (CAC) was offered by the Health Centre in the form of either a cash contribution, or in-kind amenities such as Child Day Care Facility or another amenity to the satisfaction of the City, to be delivered prior to construction of Phase 3 or 4 of the Master Plan.

In 2011, Council approved a text amendment to CD-1 (126) to amend the uses, height and setbacks to allow the development of a Family Stay and Respite Centre, to be operated as a Ronald McDonald House and classified as a Community Care Facility - Class B, and a Child Day Care Facility. Both facilities are to be located on the southern portion of the Health Centre Site.

In 2012, Council approved a text amendment to CD-1(126). The height permitted in the northern middle portion of the Health Centre Site was amended from 18.3 m (60 ft.) to 45.0 m (148 ft.) and the FSR was increased from 0.85 to 1.05 in order to accommodate the construction of an Acute Care building.

As a result of the approval of the 2012 text amendment, an updated Master Plan for the entire Health Centre Site was adopted, which provides renewed guidance for future development on this 46-acre site. The updated Master Plan aims to create an efficient and unified care "campus" that can better serve its patients that require specialized care. It outlines how the overall massing should step down from the 8-storey Acute Care Centre building to a lower 4-storey extension as it approaches street edges along 28th Avenue, with the intent to be neighbourly to the surrounding residential context.

In 2018, Council adopted the final Cambie Corridor Plan. For Queen Elizabeth neighbourhood, which the precinct is part of, the Cambie Corridor Plan calls for new mid-rise buildings along Cambie Street, and new family-oriented housing opportunities, in the form of townhouses, to be introduced in transition areas. For all the single family zoned sites surrounding the Health Centre Site, townhouses development can be considered.

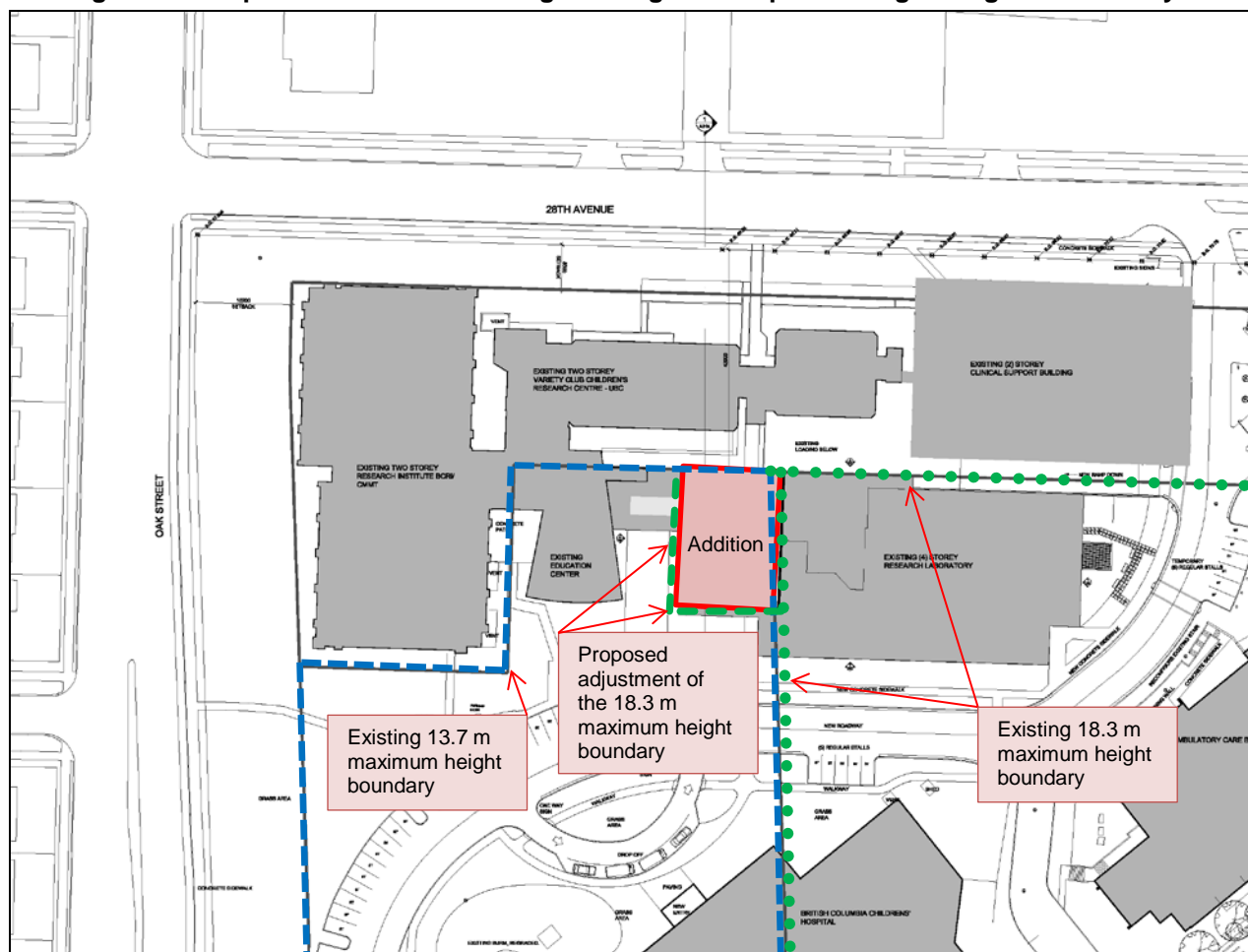
### ***Strategic Analysis***

#### **1. Proposal**

This application proposes to increase height by extending the 18.3 m (60 ft.) maximum height boundary in CD-1 (126) to accommodate a 470 sq.m (5,060 sq.ft.) expansion of the existing fourth floor of the Research Institute as seen in Figure 2. Currently, the proposed addition falls

within the 13.7 m (45 ft) maximum height boundary; the amendment would include the addition within the 18.3 m (60 ft) height boundary (Figure 2).

**Figure 2 – Proposed Site Plan Showing Existing and Proposed Height Diagram Boundary**



## 2. Form of Development

The Master Plan provides direction that buildings fronting 28th Avenue should step down from the taller forms located in the centre of the Health Centre Site to a lower 4-storey form to transition into the surrounding residential context. Expansion of the existing fourth floor of the Research Institute meets the objectives of the Master Plan, as the intent is that buildings should reduce in height as they approach the surrounding street edges.

Further, as a result of Council approving the Cambie Corridor Plan (2018), the residential context surrounding the Health Centre Site will change from its existing low-density residential character to family-oriented townhouses. This change in form improves transitions from the Health Centre Site into the surrounding neighbourhood.

The proposed amendment to CD-1 (126) is consistent with the Master Plan and represents a moderate expansion of the 18.3 m (60 ft.) maximum height boundary. There is no impact to existing views and surrounding context as it is not visible from 28th Avenue, therefore City staff

conclude that this application need not be reviewed by the Urban Design Panel. Figures 3 and 4 below show the “before and after” perspectives of this top-floor expansion.

**Figure 3 – Perspective Showing the Existing Building  
(View From Ring Road Within Health Centre)**



**Figure 4 – Perspective Showing the Proposed Addition  
(View From Ring Road Within Health Centre)**



### 3. Parking and Engineering Services

Vehicle and bicycle parking associated with the addition is to be provided in accordance with the Parking By-Law. Five new parking spaces are required – this requirement can also be met by converting a minimum of 10 existing vehicle parking spaces to carshare-only parking, or, by providing other Transportation Demand Measures (TDM) acceptable to the City.

Engineering conditions are included in Appendix B.

### 4. Environmental Sustainability and Natural Assets


**Green Buildings** – As this proposal is a small addition to an existing building, the *Green Buildings Policy for Rezoning* does not apply. However, construction of the new envelope and ventilation systems should follow the current best practice, and should follow sustainability best practices in general. This includes thermal bridging and the high energy saving potential of high-performance heat recovery and demand control ventilation that can be achieved in a research facility.

As this proposal is limited in scope and represents a minor change to a large site, the *Rezoning Policy for Sustainable Large Developments* does not apply.

**Green Sites** – The Master Plan includes a set of open space and landscape treatment guidelines for the Health Centre Site. As this addition is located on the upper floor of an existing building, there is no impact to the open space and landscape treatment.

#### **PUBLIC INPUT**

A rezoning information sign was installed on the site on October 19, 2018. Approximately 222 notifications were distributed within the neighbouring area on or about October 15, 2018. In addition, notification, application information and an online comment form were provided on the City's Rezoning Applications webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)).

Postcard notifications	 222
Electronic feedback	0

Staff received no enquiries or comments as a result of the notification.

#### **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, replacement housing (social/non-profit housing) and engineering infrastructure.



This addition will be subject to both the City-wide DCL and the City-wide Utilities DCL. Based on the proposed floor area of 470 sq.m (5,060 sq.ft.), a total DCL of approximately \$99,260 is anticipated.

DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection from DCL rate increases, provided that an application has been received prior to the rate adjustment. See the City's DCL bulletin <https://vancouver.ca/files/cov/development-cost-levies-bulletin.pdf> for further details on DCL rate protection.

**Public Art Program** - The Public Art Policy for Rezoning Development requires that rezonings involving a floor area of 9,290.0 sq. m (100,000 sq. ft.) or greater allocate a portion of their construction budgets to public art as a condition of rezoning. As the increase in floor area for this application is within the approved maximum of the existing CD-1, no public art contribution is required.

**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. CACs typically include either the provision of onsite amenities or a cash contribution toward other public benefits and they take into consideration community needs, area deficiencies and the impact of the proposed development on City services. As the increase in floor area for this application is within the approved maximum of the existing CD-1, no CAC is anticipated.

The applicant delivered a 49-space Child Care Centre for the site which fulfilled the CAC expectations of the previous rezonings in 1999 and 2012.

### **Financial Implications**

As noted in the section on Public Benefits, the site will be subject to the City-wide DCL and the City-wide Utilities DCL. Based on the rates as of September 30, 2018, total DCLs of approximately \$99,260 would be expected from this development.

As noted in the Public Benefits section, there are no CACs or public art contributions associated with this rezoning.

### **CONCLUSION**

Staff have assessed this rezoning application and concluded that the proposed form of development is an appropriate urban design response to the site and its context. The General Manager of Planning and Development Services recommends that the rezoning application be referred to a Public Hearing, together with the draft amending By-law generally as set out in Appendix A. Further, it is recommended that, subject to the Public Hearing, the application including the form of development, as shown in the plans in Appendix C, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*



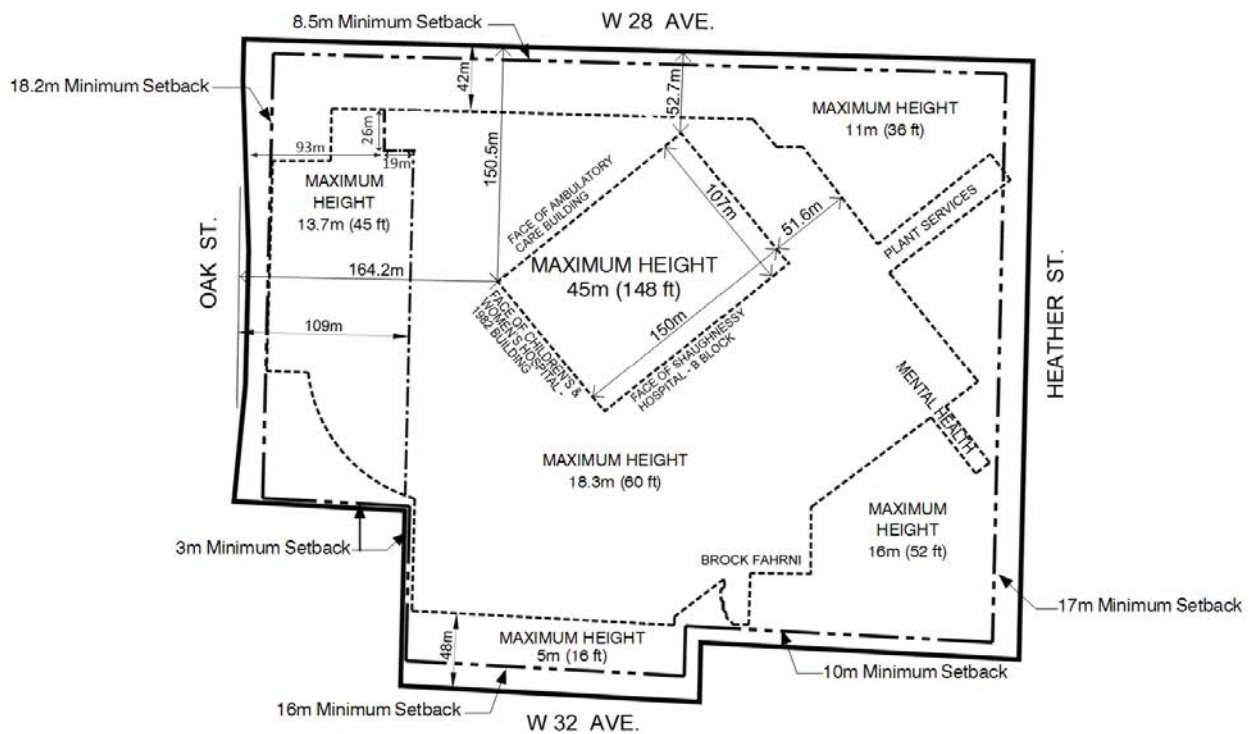
**4500 Oak Street  
PROPOSED BY-LAW PROVISIONS  
to amend CD-1 (126) By-law No. 5091**

Note: A By-law to amend CD-1 (126) By-law No. 5091 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. 5091.
2. Council strikes out section 5.1 and substitutes the following:

“5.1 Maximum building heights must conform with Diagram 1:

**Diagram 1**



\* \* \* \* \*

**4500 Oak Street  
CONDITIONS OF APPROVAL**

*Note: If the application is referred to a public hearing, these Conditions of Approval will be referenced in the Summary and Recommendations included in the hearing agenda package. Any changes to the conditions approved by Council will be contained in its decision. Applicants are advised to consult the hearing minutes for any changes or additions to these conditions.*

**PART 1: CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT**

*Note: Consideration by Council at the public hearing of the proposed form of development is in reference to plans prepared by MCMP Architects, received September 17, 2018, and provides that the Director of Planning may allow minor alterations to this form of development when considering the detailed scheme of development submitted with the development application.*

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 minimize height and the appearance of bulk and massing, as follows:
  - (i) Minimize any new roof top equipment overruns, venting or similar roof top appurtenances and group the provision of new appurtenances with existing.

**Engineering Services**

2. Provision of Transportation Demand Management (TDM) measures including a minimum of 10 designated carshare-only parking spaces located in the existing on-site pool of vehicle parking, in lieu of constructing new vehicle parking as required by the parking by-law, or in the event that such provision is not possible, provision of new vehicle parking spaces as per parking by-law.
  - (i) The designated carshare-only parking spaces are to be located in close proximity to the project site at 938 West 28th Avenue with convenient vehicle access from Oak Street and/or West 28th Avenue. Good on-site circulation to/from the designated carshare-only parking spaces is to be provided.
  - (ii) The designated carshare-only parking spaces should be clearly marked and should have signs installed clearly indicating which carshare companies are permitted to park in these designated carshare spaces.
  - (iii) A TDM agreement to secure the provision of these spaces will be required as a condition of the development permit.

Note to Applicant: 10 designated carshare-only parking spaces is preferred in order to provide parking for the large number of carshare vehicles that are destined to Children's

& Women's Hospital on a daily basis. If these car share vehicle spaces cannot be accommodated, then provision of parking spaces as per by-law is required.

## **PART 2: CONDITIONS OF BY-LAW ENACTMENT**

THAT, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services, the General Manager of Planning, Urban Design and Sustainability and the General Manager of Engineering Services (or successors in function), as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

### **Engineering Services**

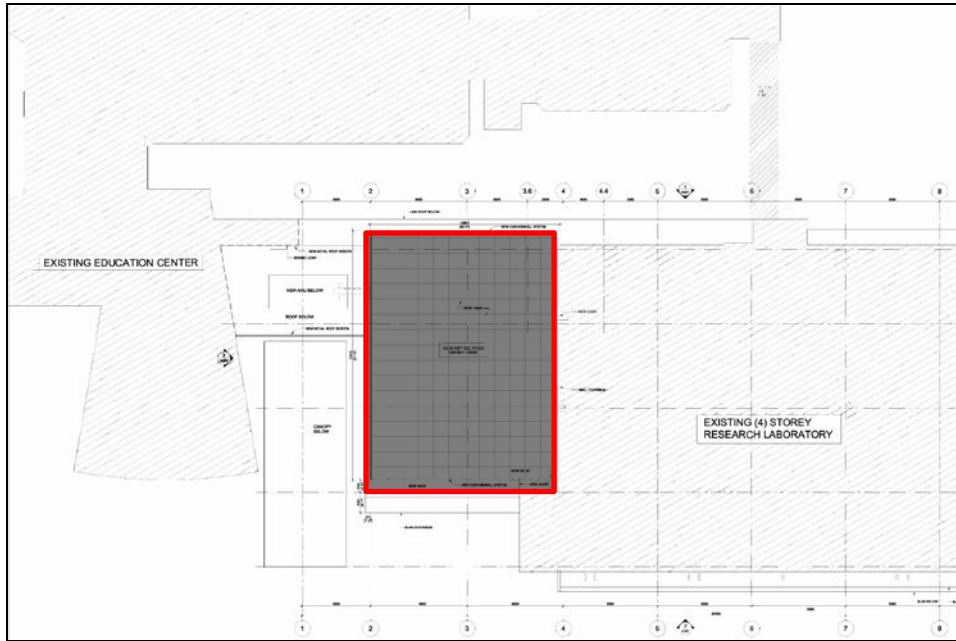
Arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the following:

1. 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 not limited to System Vista, Vista switchgear, pad mounted transformers, low profile transformer (LPT) 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.

In addition, 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.



Level 4 Floor Plan



South Elevation



South Perspective



**4500 Oak Street  
PUBLIC BENEFITS SUMMARY**

**Project Summary:**

Amendment to height diagram to permit the expansion of 470 sq. m (5,060 sq. ft.) of office space on the existing fourth floor of the Children's Hospital Research Institute.

**Public Benefit Summary:**

The project would generate a City-wide DCL payment.

	<b>Current Zoning</b>	<b>Proposed Zoning</b>
Zoning District	CD-1 (126)	Amended CD-1 (126)
FSR [site area = 186,954 sq. m (2,012,356.11 sq. ft.)]	1.05	1.05
Buildable Floor Space (sq. m.)	196,302.75 sq. m	196,302.75 sq. m
Land Use	Hospital, Child Day Care Facility, Retail Store, Community Care Facility — Class B	No change

<b>Public Benefit Statistics</b>		<b>Value if built under Current Zoning (\$)</b>	<b>Value if built under Proposed Zoning (\$)</b>
<i>Required</i>	City-wide DCL <sup>1,2</sup>	3	\$73,762
	City-wide Utilities DCL		\$25,498
	DCL (Area Specific)		n/a
	Public Art		n/a
	20% Social Housing		n/a
<i>Other Public Benefits Offered</i>	Heritage and Amenity Bonus Density	4	n/a
	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social, Community and Civic Facilities		
	Unallocated		
	Other		
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>			<b>\$99,260</b>

<sup>1</sup> City-Wide DCL revenues are allocated as follows: Replacement Housing (36%); Transportation (25%); Parks (18%); Childcare (13%); and Utilities (8%).

<sup>2</sup> DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection, see the City's [DCL Bulletin](#) for details



**4500 Oak Street**  
**APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**APPLICANT AND PROPERTY INFORMATION**

<b>Street Address</b>	4500 Oak Street
<b>Legal Description</b>	Block 1009, Except those portions in Plans 12393, 12719 and Reference Plan 14318, District Lot 526, Group 1, New Westminster District Plan 10359 PID: 009-471-278
<b>Architect</b>	MCMP Architects
<b>Property Owner</b>	Provincial Health Services Authority

**SITE STATISTICS**

<b>Site Area</b>	186,954 sq. m
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**DEVELOPMENT STATISTICS**

	<b>Permitted Under Existing Zoning</b>	<b>Proposed</b>	<b>Staff Recommendation</b>
<b>Zoning</b>	CD-1 (126)	CD-1 (126), as amended	
<b>Uses</b>	Hospital, Child Day Care Facility, Retail Store, Community Care Facility — Class B	No change	
<b>Max. Density</b>	1.05 FSR	No Change	
<b>Maximum Height</b>	for the expansion only — 13.7 m (45 ft.)	for the expansion only — 18.3 m (60 ft.)	
<b>Parking, Loading and Bicycle Spaces</b>	As per Parking By-law.	5 new parking spaces	10 carshare-only parking spaces or TDM measures