



POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: June 10, 2013  
Contact: Kent Munro  
Contact No.: 604.873.7135  
RTS No.: 10112  
VanRIMS No.: 08-2000-20  
Meeting Date: July 23, 2013

TO: Vancouver City Council  
FROM: General Manager of Planning and Development Services  
SUBJECT: CD-1 Text Amendment: 970 Union Street (Villa Cathay Community Care Facility)

**RECOMMENDATION**

- A. THAT the application, by Joe Y. Wai Architect Inc. on behalf of Villa Cathay Care Home Society to amend the text of CD-1 (505) By-law No. 10306 for 970 Union Street [*PID 007-584-415; Block 125, District Lots 181 and 2037, Plan 16060*] to increase the floor space ratio from 1.7 to 3.0 and to increase the height from 11.7 m (38 ft.) to 33.0 m (108 ft.) to permit an 11-storey addition to the existing community care facility, be referred to a Public Hearing, together with:

- (i) plans prepared by Joe Y. Wai Architect Inc., received November 9, 2012;
- (ii) draft by-law amendments, 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 amending by-law generally in accordance with Appendix A for consideration at Public Hearing.

- B. THAT, subject to enactment of the amending by-law, the Parking By-law be amended to include this CD-1 (505) and to provide parking regulations generally as set out in Appendix C;

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

- C. THAT Recommendations A and B 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 evaluates an application to amend the CD-1 By-law for the Villa Cathay Care Home, a senior care facility, located at 970 Union Street, to increase the allowable floor space ratio (FSR) from 1.7 to 3.0 and to increase the maximum permitted height from 11.7 m (38 ft.) to 33.0 m (108 ft.) to allow construction of an 11-storey addition to the existing care facility. This facility currently operates as an Institutional use and that would remain unchanged should this application be approved. The proposed expansion would also include renovation and upgrading of the existing facility to meet current standards required by the Vancouver Coastal Health Authority. If this application is approved, the total number of care beds would increase from 188 to 225.

Staff have assessed the application and conclude that the expansion would have little negative impact on the surrounding neighbourhood, while it would improve and expand health care for seniors in this community. The proposal appropriately addresses the City's Community Care Facility - Class B and Group Residence Guidelines. Staff support the proposed density and height increases, subject to the 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, along with the conditions of approval outlined in Appendix B, subject to the Public Hearing.

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

Relevant Council policies for this site include:

- Interim Rezoning Policy During the Preparation of the Downtown Eastside Local Area Planning Program (2012)
- Community Care Facility - Class B and Group Residence Guidelines (2008)
- Strathcona Local Planning Program Initiatives (1992)
- Green Building Rezoning Policy (2010)
- Community Amenity Contributions - Through Rezonings (1999).

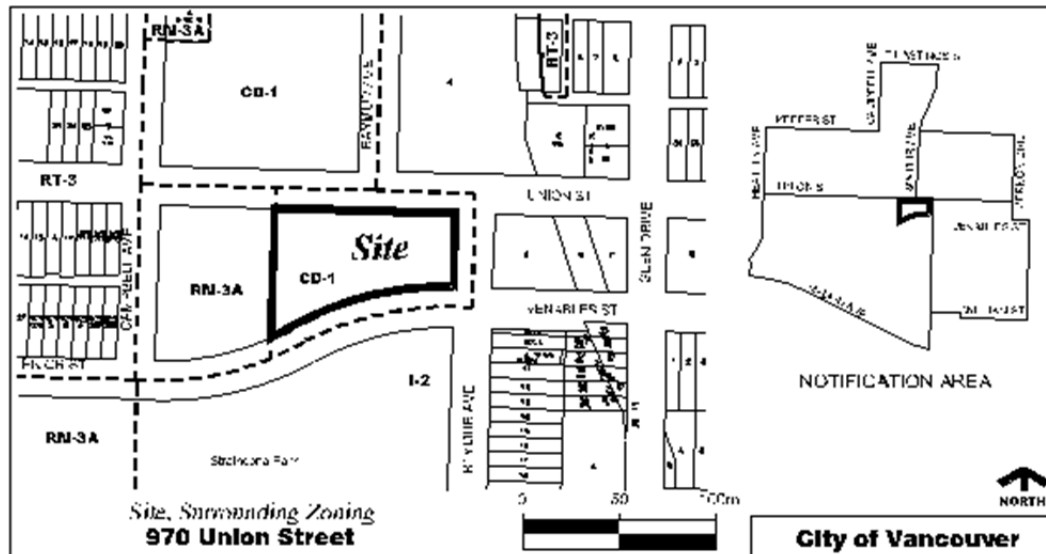
## REPORT

### Background/Context

#### 1. Site and Context

The 4,490 m<sup>2</sup> (48,331 sq. ft.) site is located at the southwest corner of Union Street and Raymur Avenue, north of Venables Street. To the northwest is Stamp's Place, a non-market multi-family housing development zoned CD-1. To the east and south is I-2 (Industrial), part of the Powell-Clark Industrial Area. Further west are the RT-3 and RM-3A residential districts of the Strathcona community. Directly south of the site is Strathcona Park. Chinatown Lions Manor, a seniors supportive and assisted living development, is next door to the west. The site is within the Downtown Eastside Local Area Plan boundaries (see Figure 1).

Figure 1 - Site, Surrounding Zoning and Notification Area



#### 2. Background

The Villa Cathay Care Home facility is owned and operated by the Villa Cathay Care Home Society under the auspices of the Vancouver Coastal Health Authority. The facility provides long-term health care to its occupants whose average age is 87.5 years, most of whom require assistance with mobility. At this particular facility, over 90 percent of the occupants receive Government Income Support (GIS). This facility has been in operation since 1977 and the current development incorporates an expansion that was built in 1991. Although the original program of the facility was to provide personal care for independently mobile seniors who required some assistance with activities, the level of care at the facility has evolved and today it provides complex health care for seniors. Occupants at the facility require daily care, supervision, and assistance with mobility due to chronic disability.

There has been an ongoing discussion between the Society (as the operator of this community care facility) and the Vancouver Coastal Health Authority, to upgrade the facility to meet current complex care program standards and requirements. In 2009, Council approved a

rezoning of the site from RM-3A to CD-1 (505) to allow for such an upgrade. However, under that proposal, the number of care beds would have decreased as double-occupancy rooms would have been converted into single-occupancy rooms. While the CD-1 By-law was enacted in 2009, no new development was undertaken following that approval.

The current rezoning application is a renewed effort to expand and upgrade the facility to meet the present requirements of the complex care program, as well as the operating needs of the facility. It is noted that the existing facility includes a multi-purpose space that is used by the facility's occupants and is accessible to local seniors from outside of the facility.

### 3. Policy Context

**Downtown Eastside (DTES) Local Area Planning Process** – The DTES is undergoing a Local Area Planning Process (LAPP). The primary purpose of the LAPP is to ensure that the future of the DTES improves the lives of those who currently live in the area, particularly low-income persons and those who are most vulnerable, thereby benefiting the city as a whole. The final plan is expected to be considered by Council before the end of 2013.

**Interim Rezoning Policy During the Preparation of the DTES LAPP** – This application is being considered under the Interim Rezoning Policy During the Preparation of the Downtown Eastside Local Area Planning Program. The purpose of this policy is to govern consideration of rezoning applications such as this received by the City during the DTES LAPP in order to address issues and concerns of the DTES communities.

The policy states that rezoning applications will be considered for projects that provide benefits for the community (particularly those focusing on the low-income citizens) by keeping, expanding, or re-using public or non-profit institutional, cultural, recreational, utility, or public authority uses. It also stipulates that any rezoning applications that proceed to Council shall include an up-to-date accounting of the status of any and all applications under active consideration in the DTES. A memo that provides such update information is forthcoming and will be included in the agenda of the Public Hearing, should this application be referred.

**Community Care Facilities - Class B and Group Residence Guidelines** – These guidelines, updated in October 2012, provide locational criteria for community care facilities to ensure that these Institutional uses are sensitively integrated into surrounding neighbourhoods.

### *Strategic Analysis*

#### 1. Proposal

The Villa Cathay facility has been providing health care at this location for the past 35 years. The application proposes to renovate the existing health care facility and to add a new 11-storey addition to be located at the eastern end of the subject site. The proposal includes:

- enlargement of the existing 137 units (188 beds) by converting double rooms to single rooms such that with new rooms in the addition, there would be a total of 200 bedroom units and a total bed count of 225;
- inclusion of wheelchair accessibility to all washrooms;
- grouping of the bedroom units near satellite dining and lounge areas;
- grouping of 15 units to form a Special Needs section;

- rearrangement and enlargement of other amenity areas such as the common room and main kitchen, assembly area and the outdoor space;
- two levels of underground parking in the proposed tower with 28 vehicle parking spaces, and;
- continued community access to the facility's expanded multi-purpose room.

## 2. Land Use

This health care facility is an Institutional use as defined in the City's Zoning and Development By-law. More specifically, this facility (which is licensed and regulated under the provincial Community Care and Assisted Living Act of British Columbia) is considered to be a Community Care Facility - Class B. A recognized need for community care facilities for seniors exists in Vancouver, and the expansion of this care facility, if approved, would serve low-income seniors, meeting their health care needs at the end of their lives.

The Vancouver Coastal Health Authority (VCHA) has no objection to this application, as the rejuvenation of existing care stock is a key priority for VCHA. The expansion of this facility will improve the quality of care provided to the facility's existing and future occupants.

## 3. Density, Height and Form of Development

The application proposes new floor area of 9,929 m<sup>2</sup> (106,878 sq. ft.). The total floor area of the facility as a result of the renovation and addition would be 13,284 m<sup>2</sup> (142,992 sq. ft.) and the density would be 3.0 FSR.

The City's applicable guidelines for such uses are the Community Care Facility - Class B and Group Residence Guidelines which provide a framework for assessing applications, taking into account the needs of facility occupants, suitability of location, and compatibility of siting and form with other adjacent uses. These guidelines outline the following considerations for the assessment of rezoning and development applications for care facilities:

- suitable locations for larger facilities include neighbourhood centres and higher intensity areas on or near arterials well served by public transit; non-arterial locations are acceptable where site conditions assist in reducing impacts on adjacent residential areas;
- 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 policies; increased height and density may be considered, however, the proposal must minimize impacts on views, overlook and shadowing;
- access to circulation and parking should minimize impacts on nearby residential uses.

**Location:** The subject site is located on an arterial route at the interface between residential and industrial uses. The land directly adjacent to the site to the north and east is zoned I-2, which permits industrial uses only and a maximum conditional height of 30.5 m (100 ft.). Located due south across Venables Street is Strathcona Park, a large City park. This location is considered to be highly suitable for the community care use.

**Siting, Form and Massing:** To the northwest, Stamp's Place is an existing non-market multi-family housing development zoned CD-1, with an assortment of well-spaced four-storey and 10-storey apartment buildings. Staff have reviewed the submitted shadow studies and

consider the shadow impact of the proposed facility to be minimal. The lower-scaled residential areas of Strathcona, zoned RT-3, are located further to the west and the east. In both cases, these areas are located at a significant distance (approximately 150m/500 ft.) from the proposed tower location and any impacts are considered negligible. Given this unique zoning and built form context, staff support a tower located at the east end of the site.

**Parking and Circulation Access:** The site is at a strategic location — fronting Union Street (a bikeway), Raymur Avenue and Venables Street, which is an arterial street. Improvement to site access and local circulation has been an important consideration in assessing this application. The additional impact on the surrounding neighbourhood generated by the increase of 37 beds, such as additional staffing and visitor traffic, is mitigated by the provision of adequate on-site parking and by the relocation of the vehicle access to Raymur Avenue, which will significantly reduce potential vehicle and bicycle conflicts along the Union Street bikeway. Further information is provided in Section 4 - Transportation and Parking.

In summary, the unique context of mixed industrial, residential and park uses makes the site a good candidate for expansion of the existing facility. The sensitive solution of locating the proposed tower at the east end of the site minimizes any impacts on neighbouring uses. The proposed parking and circulation plan further improves the current circulation patterns in the immediate area. Staff have concluded that any impacts on the surrounding neighbourhood arising from the proposed expansion have been satisfactorily mitigated, and that this application meets the intent of the Community Care Facility - Class B and Group Residence Guidelines.

This rezoning application and the proposed form of development were reviewed by the Urban Design Panel and received support (see Appendix D). Staff recommend, subject to Public Hearing, that the application be approved subject to the conditions in Appendix B, which seek additional design refinement at the development permit stage. The form of development drawings are included in Appendix E and the development statistics in Appendix H.

#### 4. Transportation and Parking

The proposed CD-1 By-law requires a minimum of one parking space for each eight beds and one Class B loading space. The proposal includes two-levels of underground parking, providing 28 vehicle parking stalls, and a Class B loading space, consistent with the required standards.

Currently located off Union Street are a porte-cochère on the west portion of the site and vehicle parking access on the east portion. Under this application, the porte-cochère will be relocated closer to the east portion of the site, in front of the new proposed tower. To minimize potential conflicts with the Union Street bikeway, a design development condition in Appendix B requires the relocation of the proposed underground parking ramp access to Raymur Avenue. This parking configuration not only reduces impacts on bikes and pedestrians along Union Street, but also allows flexibility for future roadway changes that may happen in the area.

Taking into consideration the high volumes of vehicular traffic on Venables Street, staff have also added a design development condition in Appendix B which calls for an increased setback from the Venables property line. This would achieve a greater distance between the proposed care units and the traffic lanes on Venables, while also gaining an improvement to the building's interface with the sidewalk.

## 5. Environmental Sustainability

The Green Building Rezoning Policy (2010) requires that rezoning applications 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. A condition in Appendix B requires the applicant to submit a LEED Scoresheet and provide further elaboration on the sustainability strategy for this proposal as part of the Development Permit application.

## 6. Tenant Relocation/Construction Phasing Plan

Should this proposal be approved and proceed, it will be important for existing occupants to be properly accommodated as construction occurs. The operator does not intend to relocate the existing occupants off site during construction, and does not plan to accept new admissions prior to and during construction. The applicant has proposed relocation and construction phasing plans to minimize interruption of care during redevelopment. It is the intent that those plans, which will be approved by Vancouver Coastal Health Authority as the licensing and regulatory agency, will be clearly communicated to all those potentially affected. The applicant's draft relocation and construction phasing plans are provided, for information, in Appendix F.

Should the rezoning application be approved by Council, a more detailed review by the Vancouver Coastal Health Authority would take place to ensure compliance with all provincial regulations.

### *PUBLIC INPUT*

**Public Notification** – A rezoning information sign was installed on the site on December 12, 2013. A notice about the application was mailed to 300 surrounding property owners on January 3, 2013. Notification and application information, as well as an online comment forms, were provided on the City of Vancouver Rezoning Centre webpage ([www.vancouver.ca/rezapps](http://www.vancouver.ca/rezapps)).

A community open house was held on January 17, 2013 at the Villa Cathay Care facility. City staff and the applicant team were in attendance and a total of approximately nine citizens attended the open house.

**Public Response and Comments** – As of June 4, 2013, the following responses to this rezoning application have been received:

- In response to the community open house, five feedback forms were submitted (100% in favour).
- A total of four letters and emails from individuals were submitted (approximately 25% in favour / 50% opposed / 25% unsure or unspecified).

Very little concern has been expressed about the application. Of those in support of the application, the need for additional services for seniors in order to meet the demand of an aging population was noted. The existing operator and facility were also mentioned as providing quality services for seniors in the community.

Some concerns regarding the height and scale of the proposal have been raised. One citizen has expressed the view that the proposal does not meet the Strathcona Residents Association vision for the area, noting concerns that the proposal, if approved, would set a precedent for other taller buildings in the area. Notwithstanding this comment, the Strathcona Residents Association has formally submitted its support for this project, noting the benefits gained in provision of senior care beds outweighs the concerns it has had regarding tower development in the neighborhood. As noted in Density, Height and Form of Development Section of this report, staff have concluded that the proposed height and scale would not negatively impact the surrounding area.

Other comments were that all on-site parking should be underground (currently, parking is contained in an open carport), that garbage containers should be out of sight and not sitting on Prior Street, that existing trees should be kept as much as possible, and new gardens should be planted with native-species which could provide food and shelter for birds. City staff concur with all these comments and believe that the proposal has satisfactorily addressed these issues.

### ***PUBLIC BENEFITS***

In response to City policies which address changes in land use and density, this application, if approved, can be expected to realize the following public benefits.

#### **Required Public Benefits**

**Development Cost Levies (DCL)** – DCL collected from new development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. Under the DCL By-law, a care facility is subject to DCL charges. This application proposes a total new floor area of 9,929 m<sup>2</sup> (106,878 sq. ft.). Therefore, if this application is approved, a DCL of approximately \$1,354,148 can be expected. DCLs are payable at building permit issuance and the rates are subject to Council approval of an annual inflationary adjustment which takes place on September 30th of each year.

**Public Art Program** – The Public Art Program requires new rezoned developments having a floor area of 9,290 m<sup>2</sup> (100,000 sq. ft.) or greater to commission public art or provide cash in lieu, except for those developments that meet criteria for exemption. This application is exempt from public art requirements as it has not been the City's practice to seek public art contributions from non-profit and non-market health care facilities such as this.

#### **Offered Public Benefits**

**Non-market/Low-income Senior Facility** – The proposal would result in an expanded care facility (225 care beds), 90 percent of which would accommodate seniors at the lowest income levels. The main source of funding for this expansion is VCHA. Villa Cathay Care Home Society is working with VCHA in the hope to secure additional funding to help finance the proposed construction and renovation.

**Community Amenity Contributions (CAC)** – In the context of Financing Growth Policy, the City anticipates an offer of a CAC from the owner of a rezoning site to address the impacts of rezoning. Such a CAC is typically made through the provision of either on-site amenities or a cash contribution towards other public benefits in the community. The subject site is located



in the City-wide flat rate CAC area and the appropriate CAC would be \$182,687. The applicant is offering to make the facility's multi-purpose room of approximately 310 m<sup>2</sup> accessible to seniors from the surrounding community. The availability of this space for the community is considered by staff to be an appropriate in-kind public benefit and Appendix B includes a condition that requires a legal agreement to secure this.

*Implications/Related Issues/Risk (if applicable)*

*Financial*

As noted in the Public Benefit section, there is no Public Art contribution associated with this application. An in-kind CAC in the form of a multi-purpose room available for seniors use will be secured on site. This site is subject to City-wide DCLs, and it is anticipated that Development Cost Levies of approximately \$1,354,148 will be payable at building permit issuance.

*Social*

With over 35 years of history in the Strathcona neighbourhood, Villa Cathay Care Home has a functioning, cooperative relationship with local residents from outside of the facility, especially seniors. The multi-purpose room is currently used by a community senior's group for Tai Chi, dance and meditation. Community access to the multi-purpose room is expected to continue with the expanded facility and will be secured through a legal agreement.

**CONCLUSION**

The proposed text amendment to expand the Villa Cathay Care facility with the addition of a new 11-storey building generally meets Council approved policies and guidelines and is supported by staff. The application, if approved, will result in the upgrading of the facility to current standards and the community will benefit from the improvements to health care for Vancouver's aging population.

The General Manager of Planning and Development Services recommends that the rezoning application be referred to a Public Hearing, together with a draft CD-1 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 E, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*

970 Union Street  
DRAFT AMENDMENTS TO CD-1 (505) BY-LAW NO. 10306

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

- Strike section 3.2 and replace it with the following:

“3.2 The floor space ratio must not exceed 3.0.”

- Strike section 4 and replace it with the following:

“Building height must not exceed 33 m measured from base surface.”

- In section 5, strike sub-section 5(c) and replace it with the following:

“(c) 3.00 m from the east property line; and”

*[The above amendments increase the permitted density and height, and decrease the easterly side yard setback in order to allow the construction of the new addition.]*

- Delete section 7.

*[The above amendment removes the “Parking and Bicycle Spaces” section. Following current practice, the off-street parking, loading and bicycle spaces for this CD-1 will be governed by the Parking By-law. See Appendix C.]*

\* \* \* \* \*

970 Union Street  
DRAFT CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to changes 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 Joe Y. Wai Architect Inc., and stamped "Received City Planning Department, November 9, 2012" provided that the General Manager of Planning and Development Services 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 General Manager of Planning and Development Services, who shall have particular regard to the following:

**Urban Design**

- 1. Clarification of exterior finishes and materials on the elevation drawings.

Note to Applicant: Finishes should be consistent in quality with the existing building and nearby development.

- 2. An increase in the rear yard setback for the tower element from the Venables Street property line to a minimum distance of 3.6 m, and an enhanced landscaping treatment in the resulting front yard to improve walkability on the Venables Street sidewalk.
- 3. Relocation of the parking ramp entrance to be accessed directly off Raymur Avenue.

**Sustainability**

- 4. 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

5. Design development to retain healthy trees not impacted by construction.

Note to Applicant: Trees to be noted on a legal survey and to be assessed in an arborist report for retention/protection viability. Consideration should be given to relocation possibility of any site trees. For trees that cannot be retained or relocated, replacement with a specimen of equal or greater quality as originally approved will be required.

6. Design development to expand programming to include opportunities for shared and/or therapeutic gardening in the common outdoor open spaces.

Note to Applicant: Shared gardening areas should be designed to adhere to Council's Urban Agriculture Guidelines for the Private Realm and should provide maximum solar exposure, universal accessibility and provided with amenities such as, raised beds, water for irrigation, potting bench, tool storage and composting.

7. Provision of a comprehensive and detailed Arborist Report by an ISA-certified arborist to assess all site trees for viability of retention. Report to include risk assessment and methods for the safe retention of as many existing trees as possible. The report must also contain methods of safe protection of trees on City property and any adjacent properties.

Note to Applicant: The report must include specific details about the method of protecting the trees listed as being retained. Also included should be a dimensioned plan of the tree protection barriers, in context of the Site Plan.

8. Provision of a Construction Management Plan confirming safe tree retention.

Note to Applicant: The plan should consider excavation and building materials storage, construction access and vehicle maneuvering during the construction process. For more details refer to Section 7, Protection of Trees By-law.

9. Provision of a Tree Management Plan clearly showing all trees to be retained, removed and replaced, in coordination with the Arborist Report.

10. Provision of a complete Landscape Plan. The Landscape Plan should illustrate proposed plant materials (with common and botanical names, plant sizes and quantities), paving, walls, railings, light fixtures, site grading and details of other proposed landscape features. Landscape Plan to clearly distinguish existing vs. proposed elements. Plant material should be listed in a Plant List that is clearly keyed to the Landscape Plan. The Landscape Plan should be a minimum 1:100 or 1/8" scale.

11. Section details at a minimum scale of 1/4"=1'-0" scale to illustrate proposed landscape elements including planters on structures, benches, fences, gates, arbors and trellises, and other features. Planter section details must confirm depth of proposed planting on structures.
12. A high-efficiency automatic irrigation system to be provided on all planted rooftops.
13. A Landscape Lighting Plan to be provided for security purposes.

Note to applicant: Lighting details can be added to the landscape drawings. All existing light poles should be shown.

14. 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 the building's open space and public realm.

### Engineering

15. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services.

Note to applicant: The following items are required to meet provisions of the parking by-law and the parking and loading design supplement:

- (a) Provision of an improved site plan showing the north curb line of Union Street and the north leg of Raymur Avenue.

Note to Applicant: The plan should include the location of all curb ramps, trees and all street furniture. Depending on this additional information, the location of the porte-cochere crossings may need to be adjusted to be clear of pedestrians crossing Union Street.

- (b) Deletion of the proposed Raymur Avenue loading access.
- (c) Provision of Class B loading and all required maneuvering to be provided on site.

Note to Applicant: Loading from the porte-cochère would achieve this.

- (d) Provision of an improved plan showing the design elevations on both sides of the ramp at all breakpoints and within the parking and loading areas to be able to calculate slopes and cross falls. Provide elevations on sections drawings.

Note to applicant: The slope must not exceed 10% for the first 20' from the property line.

- (e) Provision of a section drawing showing elevations, vertical clearances, and security gates for the main ramp.

Note to Applicant: Disability parking spaces require 7.5' (2.3 m) of vertical clearance and Class B loading requires 12.5' (3.8 m) of vertical clearance.

- (f) Provision of an improved plan showing the maneuvering for the largest vehicle accessing the Class B loading space.
- (g) Clarify garbage pick-up operations. Please provide written confirmation that a waste hauler can access and pick up from the location shown. Note; pick up operations should not rely on bins being stored on the street or lane for pick up, bins are to be returned to storage areas immediately after emptying.

### Social Development

- 16. Provision of a copy of the signed Tenant Relocation Plan as required and approved by Vancouver Coastal Health Authority.

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

#### Engineering

- 1. Provision of a 7 m x 1 m statutory right of way on Prior Street/Venables Street at the approximate location of the existing bus shelter to enable this bus stop to be made wheelchair accessible.
- 2. Provision of a Services Agreement to detail the on- and off-site works and services necessary or incidental to the servicing of the site (collectively called "the services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
  - (a) Provision of upgraded street lighting to LED standards along Union Street, adjacent to the subject site.

- (b) Provision of concrete sidewalk a minimum of 1.8 m wide, grass boulevard a minimum 1.2 m wide, concrete curb and gutter, concrete sidewalk and asphalt pavement to centerline on Raymur Avenue adjacent the site.
  - (c) Provision of a corner bulge at the corner of Raymur Avenue and Union Street adjacent the site should the street design allow for its installation. (A review of the road geometric at this corner is required to determine if space is available for a bulge installation.)
  - (d) Provision of street trees adjacent the site where space permits.
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.
4. 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.

#### Community Amenity Contribution (CAC)

5. In recognition of the community's use of the facility's multi-purpose room, make arrangements to the satisfaction of the Director of Social Development and the Director of Legal Services to secure continued public access to the multi-purpose room.

#### 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.
- (c) 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.

\* \* \* \* \*



970 Union Street  
DRAFT CONSEQUENTIAL AMENDMENTS

DRAFT AMENDMENT TO THE PARKING BY-LAW NO. 6059

In Schedule C, Council adds:

Address	By-law No.	CD-1 No.	Parking requirements
970 Union Street	( )	( )	Parking, loading and bicycle spaces in accordance with by-law requirements on <i>(date of enactment of CD-1 by-law)</i> except that:  Provision of a Class B loading space; Provision of a parking space for each eight (8) beds in the facility; and Provision of 1 bicycle space for each one hundred (100) beds in the facility.

\* \* \* \* \*

970 Union Street  
ADDITIONAL INFORMATION/COMMENTARY OF REVIEW BODIES

1. URBAN DESIGN PANEL (UDP)

The Urban Design Panel (UDP) reviewed this rezoning application on February 13, 2013 and supported (7-0) the proposed density, height and form of development.

- **Introduction:** Yan Zeng, Rezoning Planner, introduced the proposal for a rezoning to amend the CD-1 zoning of the site to allow expansion of the existing senior care facility that has been in existence on the site since the 1970's. Ms. Zeng noted that the site was rezoned from RM-3A to CD-1 in 2009 for an upgrade and expansion. Although the by-law was enacted the actual work was never carried out. The current rezoning is again for an upgrade and expansion. Ms. Zeng indicated that the rezoning is supported by city-wide policies as well as the DTES Housing Plan which encourages the provision of senior housing including care facilities. Ms. Zeng added that the Green Buildings Policy for Rezonings requires the project to be LEED™ Gold. Recognizing the project involves an existing building, Ms. Zeng stressed that the principle of advancing sustainability goals through rezoning still applies to the site and requires the project to demonstrate LEED™ Gold or equivalent or alternative sustainability measures that are suitable to this project.

Paul Cheng, Development Planner, further described the proposal and mentioned that the context has mostly I-2 zoning around the site which is an industrial zone that does not permit residential use. The I-2 zone permits a maximum building height of 100 feet. This site has unique adjacencies that lend itself to the possible consideration of extra height. The proposal is for an 11-storey building that will not shadow the public park to the south. Mr. Cheng noted that the setback on Venables Street is not very large. As well, the corner of Venables Street and Raymur Avenue is one of the main accesses to Strathcona Park.

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

1. Given the particular context and adjacencies involving a park, industrially-zoned land, and social housing projects of 3-12 storeys, are there any concerns with respect to the impacts of shadow, overlook and privacy to nearby properties or the public realm?
2. Taking into consideration that the Raymur and Venables Streets intersection acts as a major access to Strathcona Park from the neighbourhood to the north, is the proposed building setback off Venables Street appropriate for the 11-storey tower component?

Ms. Zeng and Mr. Cheng took questions from the Panel.

- **Applicant's Introductory Comments:** Joe Wai, Architect, further described the proposal. He noted that the footprint is the same as was envisioned in 2009. However, there is an increase in size as the existing units have become inadequate to meet the needs of the residents. They have increased the building height to 11-storeys and the number of rooms has increased to 225 in order to make the proposal more efficient. The rationale is that they won't have to phase the reconstruction and the residents would stay in the existing building during construction. As well it is a LEED™ Gold project.

Qi Wan, Architect, described the landscape plans noting the cultural element planned on the building. A walking circle is planned for the residents exercise.

The applicant team took questions from the Panel.

- **Panel's Consensus on Key Aspects Needing Improvement:**
  - Design development to improve the tower's expression;
  - Design development to improve the Venables Street setback;
  - Design development to improve the loading and garbage area.
- **Related Commentary:** The Panel supported the proposal.

Although the Panel supported the height and density, they thought the building was too close to Venables Street and was too blocky in its expression. One Panel member thought this could be remedied by increasing the yard slightly, while several other Panel members suggested adding some floors and trimming down the tower floorplate for a better fit. Also, they thought the relationship between the tower and the west low-rise could be improved. They were especially concerned with the rationale regarding the loading and the garbage on the Venables and Raymur Streets corner. They thought this was an unfortunate situation on such an important corner, and encouraged the applicant to find other planning options.

The Panel noted that it was a cost sensitive project but felt there still needed to be some work done on the vocabulary of the building to make it more cohesive. Several Panel members suggested there be a clearer relationship between the tower and the existing building.

The Panel did not have any concerns regarding the park access or shadow and impact of overlook. One Panel member thought that sound attenuation in the courtyard would be important. Some Panel members thought the transition from the sidewalk to the picket fence to the landscaping needed to provide interest to pedestrians. As well it was noted that there was a lack of landscaping on the west side of the site. Some Panel members suggested providing more direct access to the yards from the ground floor units.

One Panel member suggested getting the building solar ready for solar panels on the roof as a way to reduce long term operating costs. Also, it was suggested to consider adding triple glazing especially on the Venables Street side in order to make the units more comfortable and with better noise attenuation.

- **Applicant's Response:** Mr. Wai said he found the comments constructive. He noted that the project was complicated to put together as it is a two phase project. They have to accommodate the residents during construction as well. He added that they will take a look again at the Venables and Raymur Streets corner. He thanked the Panel for their comments and said they would like to have a little room on the height.

## 2. DOWNTOWN EASTSIDE LOCAL AREA PLANNING PROGRAM COMMITTEE (LAPP)

The Downtown Eastside LAPP Committee is consists of representatives from a wide range of community groups in the Downtown Eastside. The Terms of Reference for the LAPP states that the Committee will provide input to the Planning and Housing staff as early as feasible in the

enquiry and application process for development permits, rezoning proposal, Heritage Revitalization Agreements (HRAs) and new incentive programs for market development in the DTES, with a particular focus on the net impact of any such proposal on social housing and the relationship of market development units to existing and proposed housing units.

Applicants of rezoning proposals being considered by the City may be asked to discuss their proposals with the LAPP Committee and to undertake additional community consultation during the enquiry and rezoning process. The purpose is for applicants to show how their application aligns with the principles of the Local Area Planning Process, with particular attention to the provision of suitable community benefits that improve the lives of low income residents in the DTES.

The applicant team and staff team presented this rezoning proposal to LAPP on January 9, 2013. There was a general level of support, with many LAPP members commenting the proposed expansion was timely and welcomed in the community. Some members also raised questions regarding specific aspects of the proposal, such as:

- Tenant Relocation Plan
- treatment along Venables Street
- accessible sidewalks around the facility

These concerns were discussed in the body of this report. In staff's view, they have been satisfactorily addressed by the application.

970 Union Street  
FORM OF DEVELOPMENT

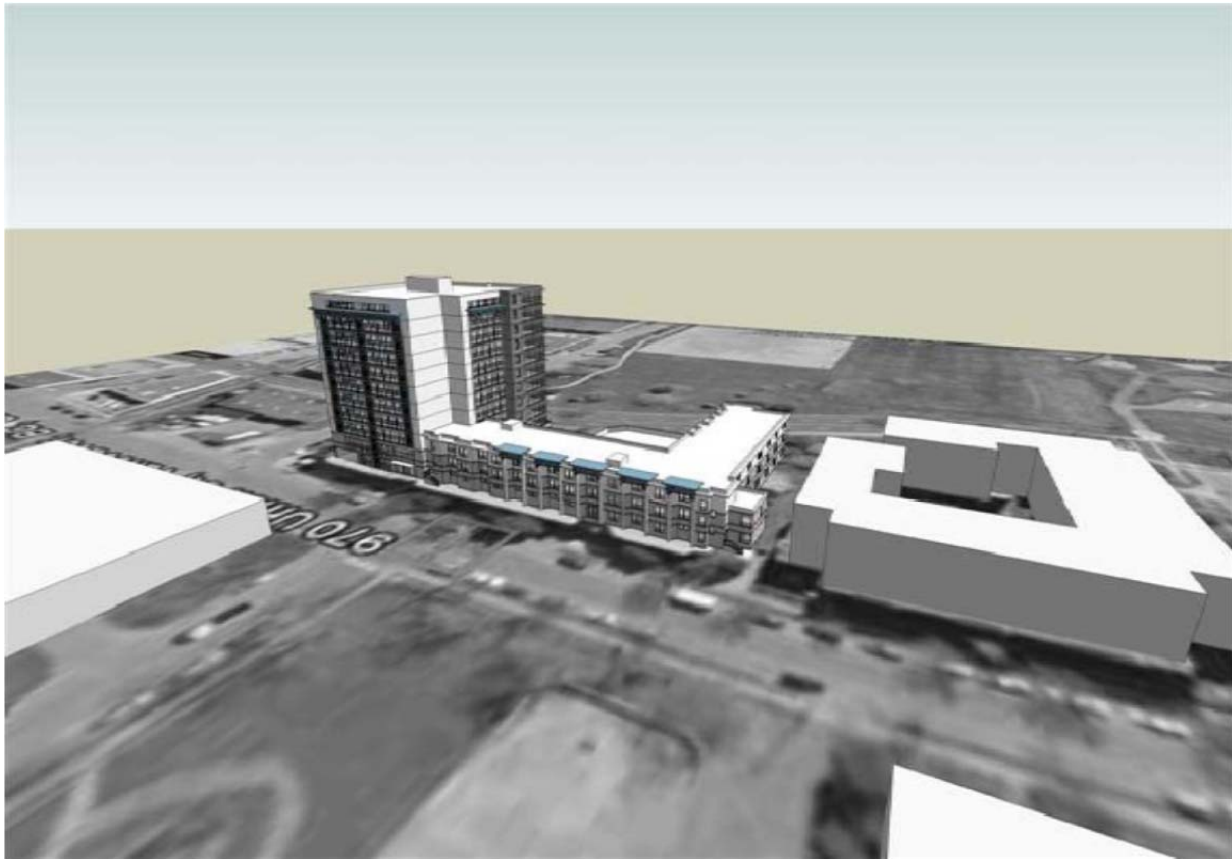


Figure 1: Building Form (as seen from Union Street)

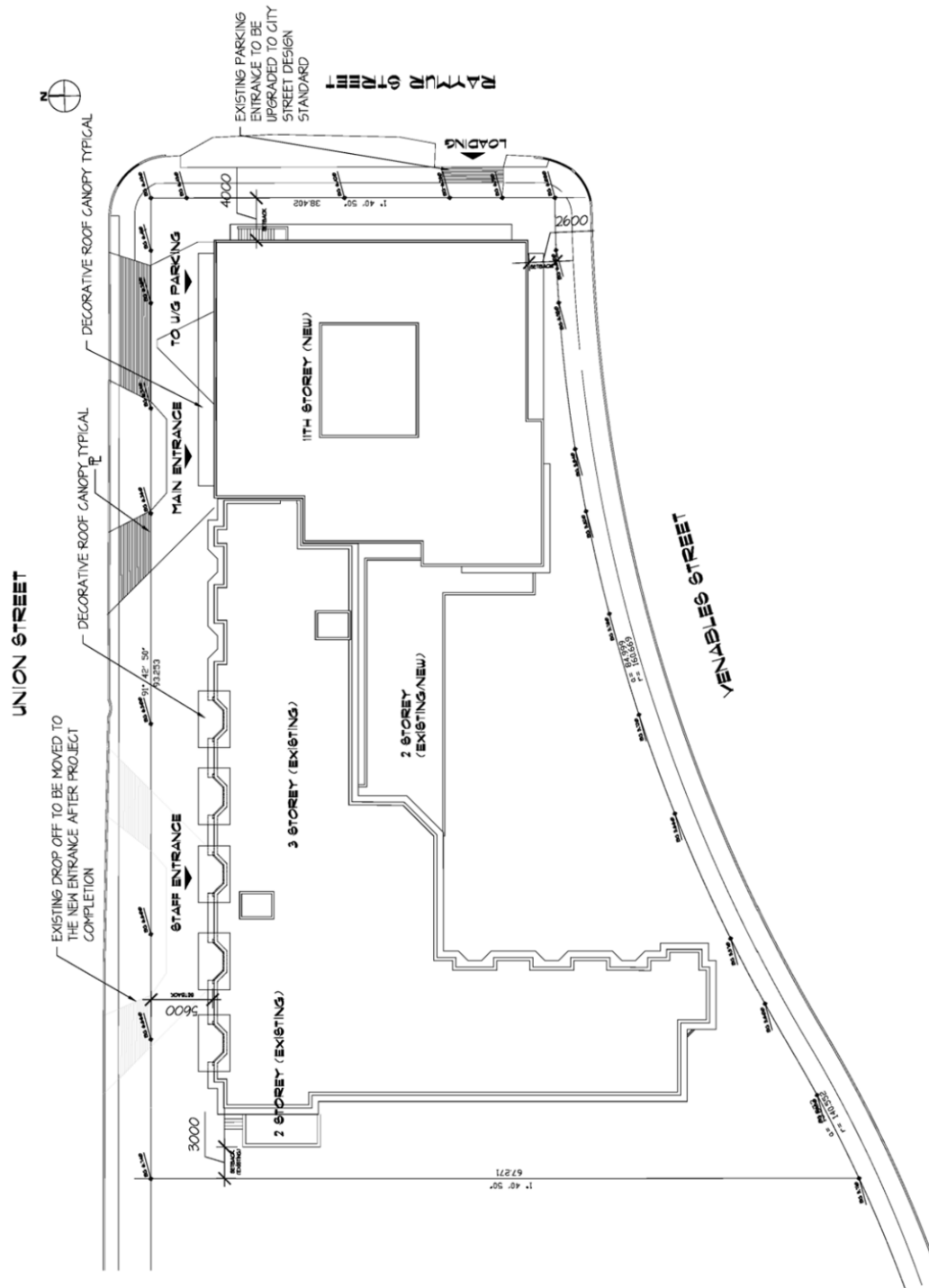


Figure 2: Site Plan

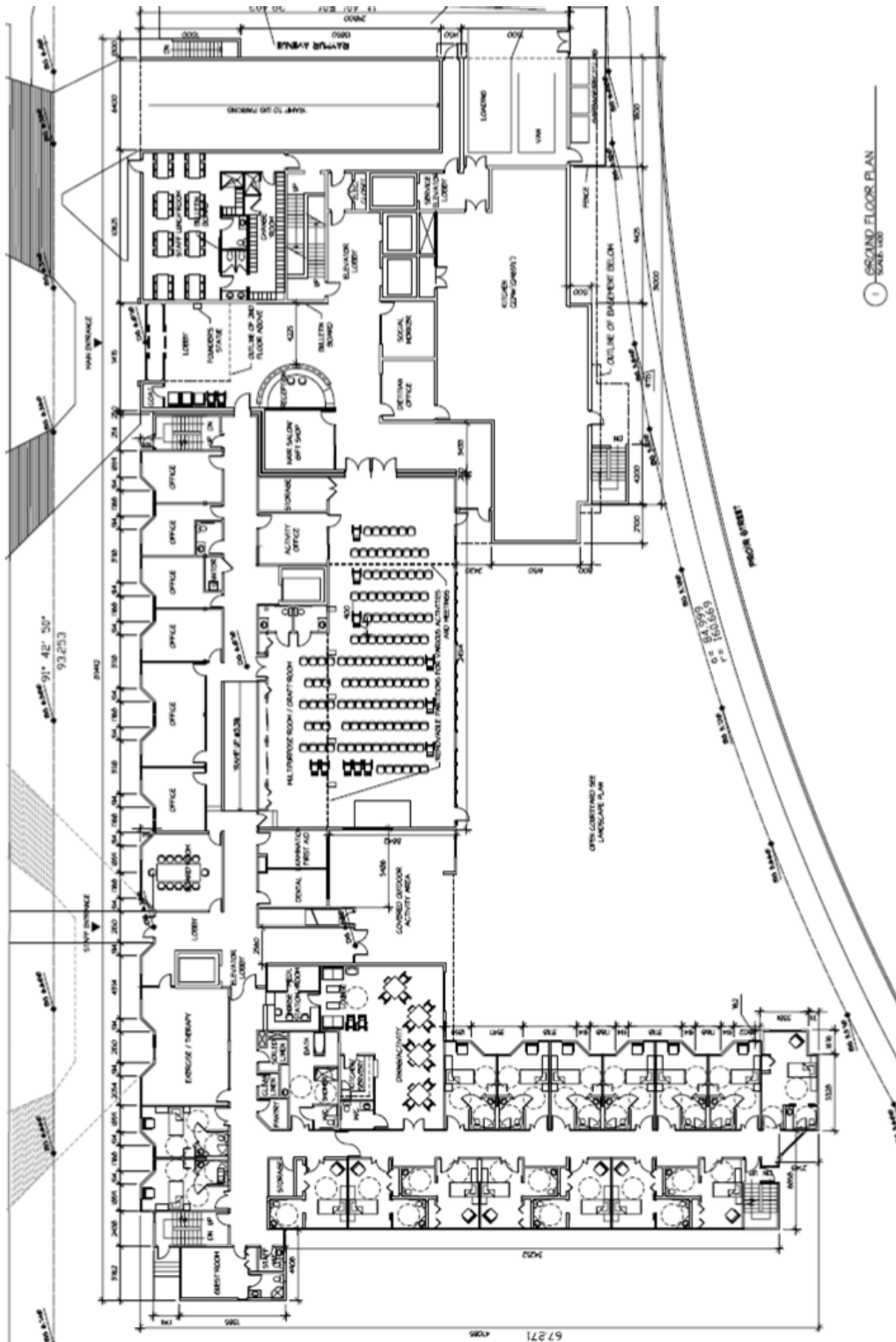


Figure 3: Ground Floor Plan

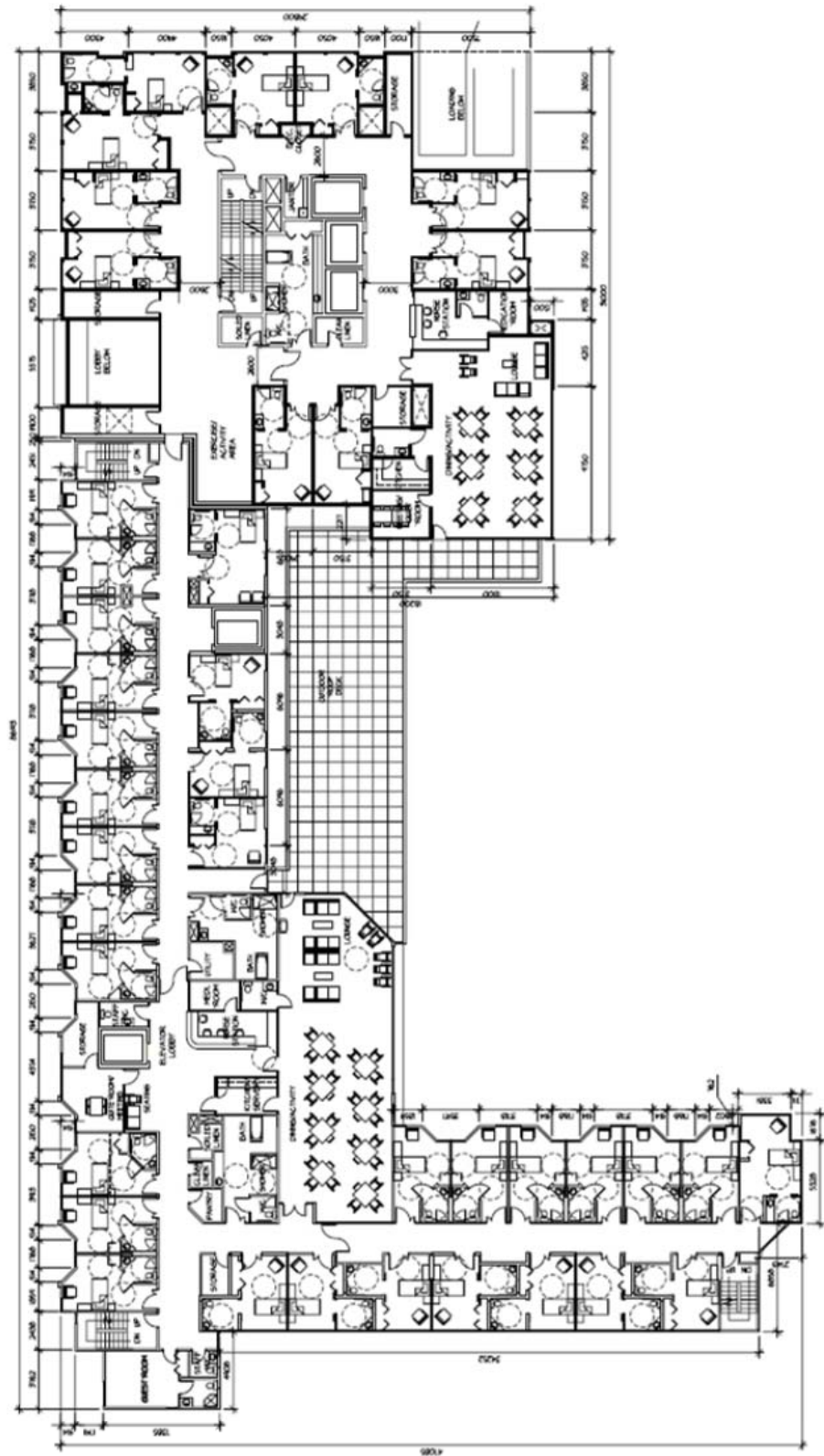


Figure 4: Second Floor Plan



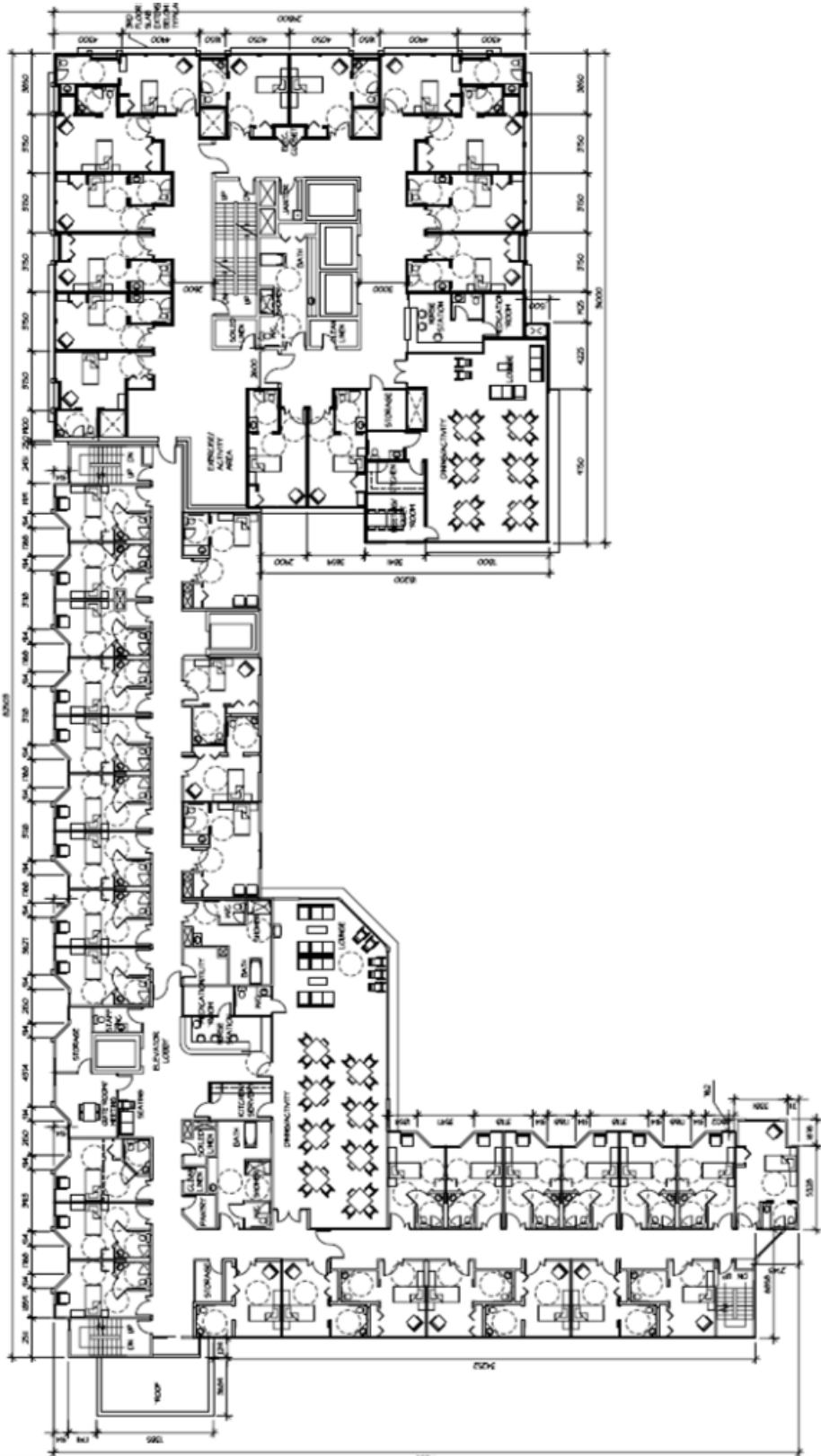


Figure 5: Third Floor Plan

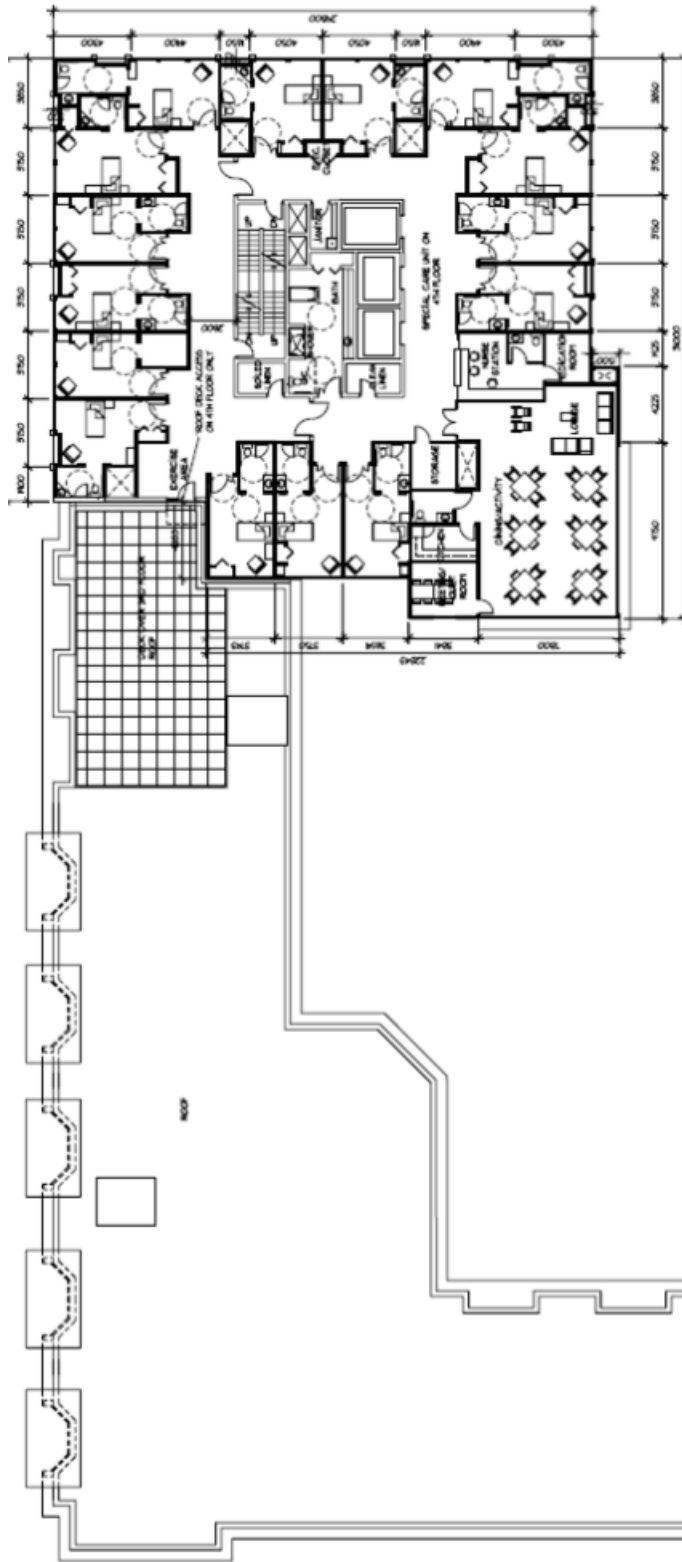
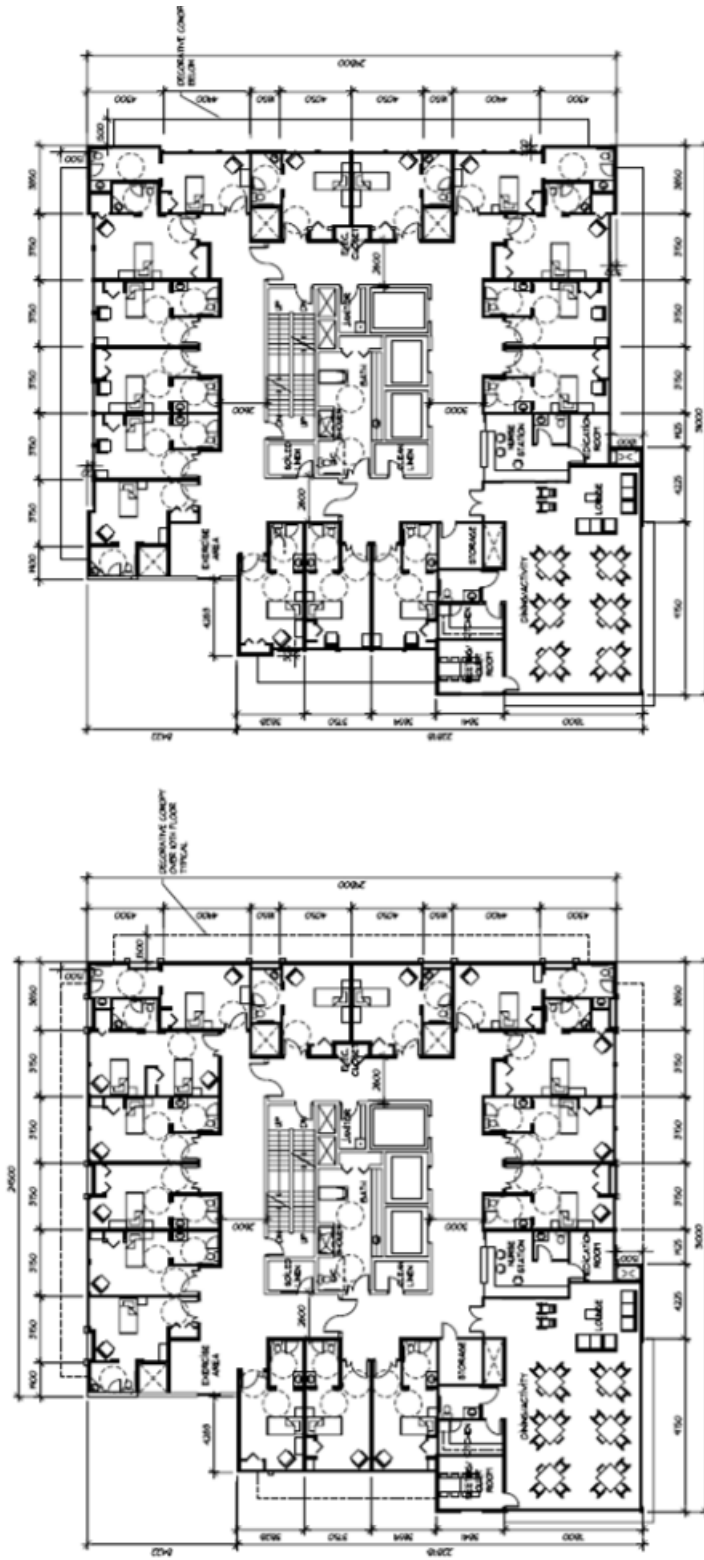


Figure 6: 4th and 5th Floor Plan



2 11TH FLOOR PLAN  
SCALE 1/8" = 1'-0"

1 6TH TO 10TH FLOOR PLAN  
SCALE 1/8" = 1'-0"

Figure 7: 6th to 10th, and 11th Floor Plans

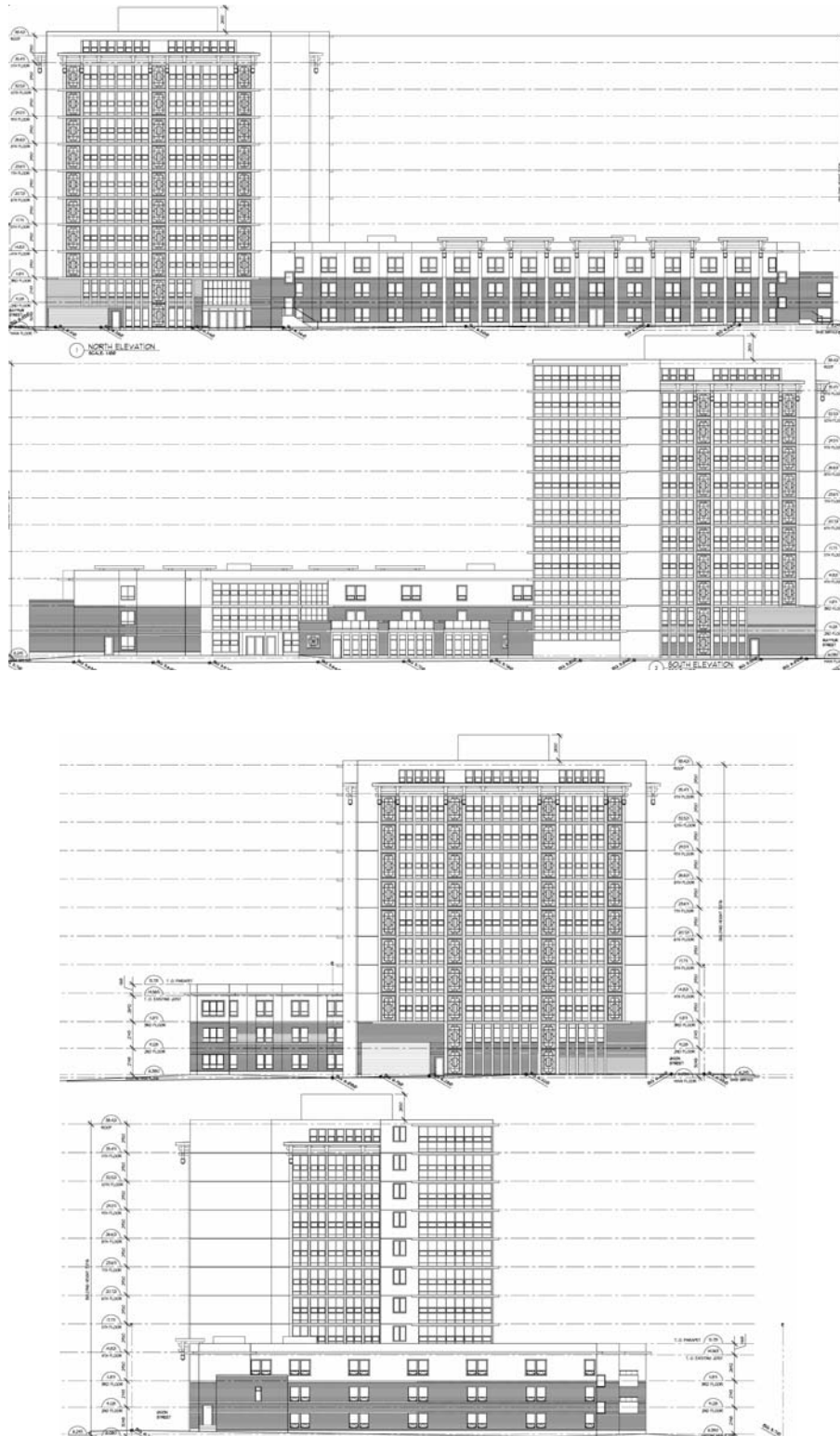


Figure 8: Building Elevations



Figure 9: Landscape Plan

970 Union Street  
PROPOSED OPERATION/CONSTRUCTION PHASING PLAN

(Note: This is a draft revised as of June 4, 2013. It is proposed by Villa Cathay but has not received final approval from Vancouver Coastal Health Authority. It is included in this report for information only.)

PHASE I: Building New East Wing

1. Construction:
  - Demolition of East Wing
  - Seal off the connection to West/North Wing with temporary walls and doors
  - Build 11 storey new East Wing
2. Disturbed Use:
  - Staff parking and loading bay
  - Dietician's office and staff lounge
  - 19 single rooms in East Wing on L2 and L3, total of 38 beds.
  - Small portion of dining room
  - Partial courtyard/garden
3. Available Beds during Construction: 150 beds
  - 150 old/west wing
  - Some office use currently in rooms may be vacant during construction, if all 150 beds are in need during construction.
4. Temporary Measures:
  - To be discussed with construction manager and Care Home senior staffs
5. Completion after this Phase:
  - 149 new beds
  - New dining/ activity rooms for all floors
  - New care stations on each floor
  - New kitchen and dietician's office
  - New staff lounge
  - New staff parking

PHASE II: Renovate West/North Wing

1. Construction:
  - Modification of room layouts, structural upgrade of existing 3 storey wood frame building
  - Extension of dining/activity room
  - Renovate/upgrade existing dining room to multipurpose room
  - Modify ground floor room layout for new administration offices
  - Exterior building upgrade

2. Disturbed Use:
  - 150 old beds
  - Existing dining hall and old kitchen
  - All administration offices
  - Laundry room in the basement
3. Available Beds during Construction: 149 beds
  - 149 new beds in East Wing.
4. Temporary measures:
  - Laundry services
  - Temporary office in Staff Lounge
  - Detail to be discussed with construction manager and Care Home senior staffs
5. Completion after this phase:
  - 76 new beds in West/North wing
  - New activity/ dining room for residents on each floor
  - New multipurpose room on Ground floor
  - New administration offices
  - New roof patio and landscaped courtyard

Final completion of project:  $76 + 149 = 225$  Bed

970 Union Street  
PUBLIC BENEFITS SUMMARY

Project Summary:

Expansion and upgrading of an existing community care facility to increase the number of care beds from 188 to 225.

Public Benefit Summary:

Provision of institutional health care to seniors and service to the community and a DCL contribution.

	Current Zoning	Proposed Zoning
Zoning District	CD-1	CD-1
FSR (site area = 4,490 m <sup>2</sup> / 48,331 sq. ft.)	1.7	3.0
Buildable Floor Space (sq. ft.)	82,162	142,992
Land Use	Community Care Facility - Class B	Community Care Facility - Class B

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide) (\$12.67/sq. ft.)		\$1,354,148
	DCL (Area Specific)		
	Public Art (\$1.81/sq. ft.)		
	20% Social Housing		
Offered (Community Amenity Contribution)	Heritage		
	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>		<b>0</b>	<b>\$1,354,148</b>

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

If approved, this application would result in a net increase of 37 care beds available to low-income seniors and access to the facility's multi-purpose room will be secured for community use.



**970 Union Street  
APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION**

**APPLICANT AND PROPERTY INFORMATION**

Street Address	970 Union Street
Legal Description	PID 007-584-415, Block 125, District Lots 181 & 2037, Plan 16060, NWD
Applicant	Joe Y. Wai Architect Inc.
Architect	Joe Y. Wai Architect Inc.
Property Owner	Villa Cathay Care Home Society

**SITE STATISTICS**

	GROSS	DEDICATIONS	NET
SITE AREA	4 490 m <sup>2</sup>	N/A	4 490 m <sup>2</sup>

**DEVELOPMENT STATISTICS**

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	EXISTING DEVELOPMENT	PROPOSED DEVELOPMENT	RECOMMENDED DEV'T (if different)
ZONING	CD-1 (505)	CD-1 (505)	CD-1 (505) as amended	
USES	Community Care Facility - Class B	Community Care Facility - Class B	Community Care Facility - Class B	
DWELLING UNITS	n/a	137 rooms 188 beds	225 rooms 225 beds	
MAX. FLOOR SPACE RATIO	1.70 FSR	1.23 FSR	3.00 FSR	
MAXIMUM HEIGHT	11.7 m (38.4 ft.)	10.7 m (35.1 ft.)	33 m (108 ft.)	
MAX. NO. OF STOREYS	4	3	11	
PARKING SPACES	28 parking spaces	23 parking spaces	28 parking spaces	
LOADING	1 Class B	1 Class B	1 Class B	
BICYCLE SPACES	23 bicycle spaces	N/A	23 bicycle spaces	
FRONT YARD (NORTH) SETBACK	5.50 m (18.0 ft.)	6.00 m (19.7 ft.)	5.50 m (18.0 ft.)	
SIDE YARD (EAST) SETBACK	6.00 m (19.7 ft.)	6.00 m (19.7 ft.)	4.00 m (13.1 ft.)	3.00m (9.8 ft.)
SIDE YARD (WEST) SETBACK	3.00 m (9.8 ft.)	3.00 m (9.8 ft.)	3.00 m (9.8 ft.)	
REAR YARD (SOUTH) SETBACK	2.60 m (8.5 ft.)	2.60 m (8.5 ft.)	2.60 m (8.5 ft.)	3.60m (11.8 ft.) for new addition