



## REFERRAL REPORT

Report Date: November 26, 2019  
Contact: Karen Hoes  
Contact No.: 604.871.6403  
RTS No.: 13514  
VanRIMS No.: 08-2000-20  
Meeting Date: December 10, 2019

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: CD-1 (719) Text Amendment: 188 East 6th Avenue (formerly 2221-2223 Main Street)

### **RECOMMENDATION**

- A. THAT the application by Catalyst Community Development Society, on behalf of the City of Vancouver, to amend the text of CD-1 (Comprehensive Development) District (719) By-law No. 12304 for 188 East 6th Avenue [*PID 030-594-456 and PID 030-594-464, Lot 1 and Lot 2 Block 37 District Lot 200A Group 1 New Westminster District Plan EPP82953*], to increase the floor space ratio (FSR) in sub-area 1 from 3.30 to 3.43 and to increase the maximum building height in sub-area 1 from 30.80 m (101.0 ft.) to 30.94 m (101.5 ft.) to permit the addition of a social service centre and a structural change to the roof slab, be referred to a Public Hearing, together with:
- (i) plans prepared by Rositch Hemphill Architects, received August 20, 2019;
  - (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 CD-1 By-law generally in accordance with Appendix A for consideration at the Public Hearing.

## REPORT SUMMARY

This report assesses an application to amend the floor area and height sections of the CD-1 (Comprehensive Development) District (719) By-law No. 12304 for 188 East 6th Avenue. The site is owned by the City of Vancouver and was rezoned in October 2017 to provide social housing units and a dedicated park space. This text amendment proposes the conversion of a portion of the ground floor commercial space to a social service centre in sub-area 1. Social service centre is a permitted use in the existing CD-1 by-law. To accommodate the required floor area for the social service centre an additional 4,428 sq. ft. (411 sq. m) is proposed, bringing the floor space ratio (FSR) for sub-area 1 to 3.43. The proposed 0.14 m (0.5 ft.) additional building height in sub-area 1 is for a structural change to the roof slab. Neither of the changes perceivably impact the form of development approved for the site.

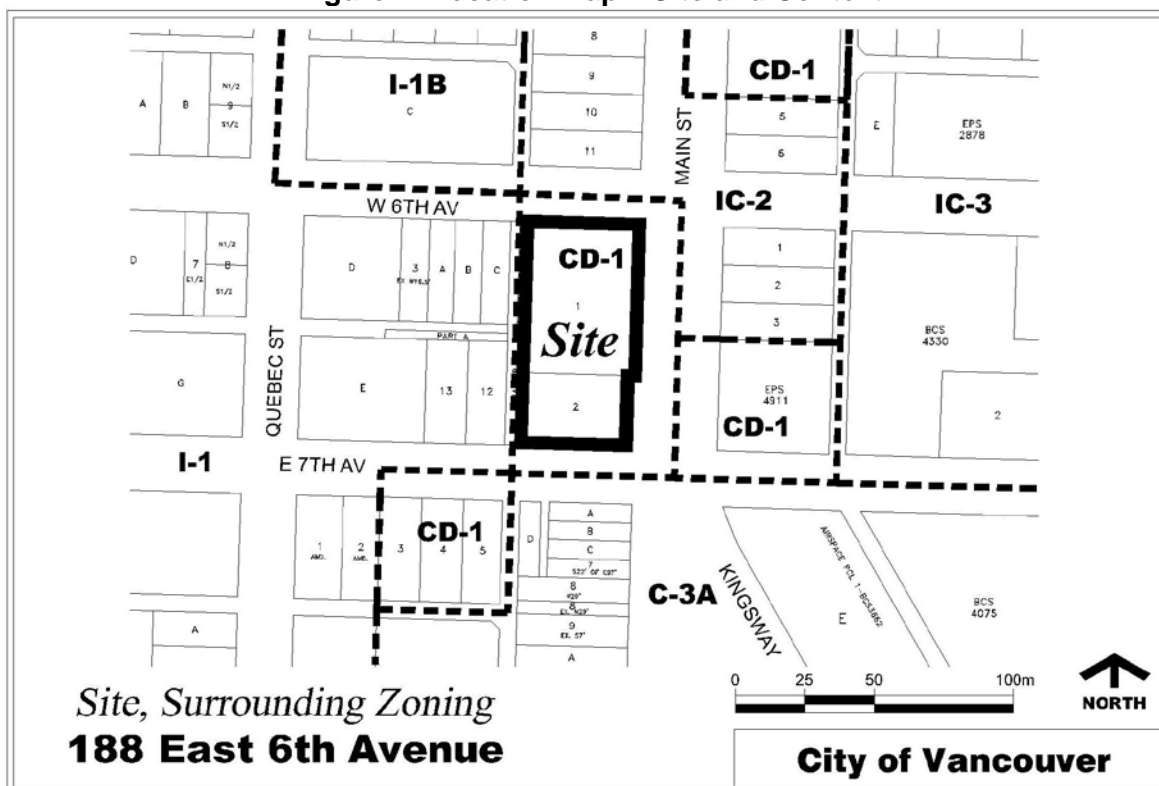
## COUNCIL AUTHORITY/PREVIOUS DECISIONS

- CD-1 (719) By-law No. 12304 for 2221-2223 Main Street (188 East 6th Avenue), enacted October 30, 2018.
- Mount Pleasant Community Plan (2010) and Implementation Policy (2013).
- Broadway Plan Interim Rezoning Policy (2018)

## REPORT

### 1. Site and Context

Figure 1: Location Map – Site and Context



The subject site is a full block on the west side of Main Street between 6th Avenue and 7th Avenue (see Figure 1), within the Lower Main sub-area of the Mount Pleasant community (see Figure 2). It is a prominent site located in the heart of the community, at the end-view terminus of Kingsway. The full site is currently under construction. The CD-1 By-law contains two sub-areas. Sub-area 1 will contain a 10-storey mixed use building with 145 units of social housing and commercial uses at grade. Sub-area 2 will be dedicated park space.

The surrounding context across Main Street includes a nine-storey mixed use building to the east, the 10-storey Mount Pleasant Community Centre and market rental housing complex to the southeast, and a six-storey mixed-use building to the northeast. Main Street also contains one- and two-storey commercial and industrial buildings, anticipated to redevelop in accordance with the Mount Pleasant Community Plan. To the west of the site, north of East 6th Avenue is a full block that was rezoned I-1B in October 2018 (as part of the Facilitating Growth in Vancouver's Innovation Economy - Mount Pleasant Industrial Area – Amendments to the Zoning and Development By-law), which permits a maximum FSR of 6.0 and a maximum building height of 38 m (125 ft.)

The site is well served by frequent transit, with bus routes on Main Street, Broadway and Kingsway, and the future Mount Pleasant Skytrain station at Broadway and Main Street.

## 2. Policy Context

**CD-1 (719) By-law No. 12304** – Approved in October 2017, the comprehensive development district permits the development of a public park and 10-storey mixed use building with 145 social housing units and commercial uses at grade.

**Mount Pleasant Community Plan and Implementation** – Future land use on the subject site was guided by the Mount Pleasant Community Plan and its accompanying Mount Pleasant Community Plan Implementation (collectively referred to herein as the “community plan”) (see Figure 2). The Lower Main area (between 2nd to 7th Avenues) is anticipated to transition into a pedestrian-oriented, mixed-use corridor that will connect Mount Pleasant with the Southeast False Creek and Downtown areas to the north.

**Figure 2: Mount Pleasant Sub-areas**



**Broadway Plan Interim Rezoning Policy** – The subject site is within the study area of the Broadway Plan, currently underway. The policy for considering rezoning applications during planning allows for applications which are in process to continue to be considered. This application qualifies under this provision.

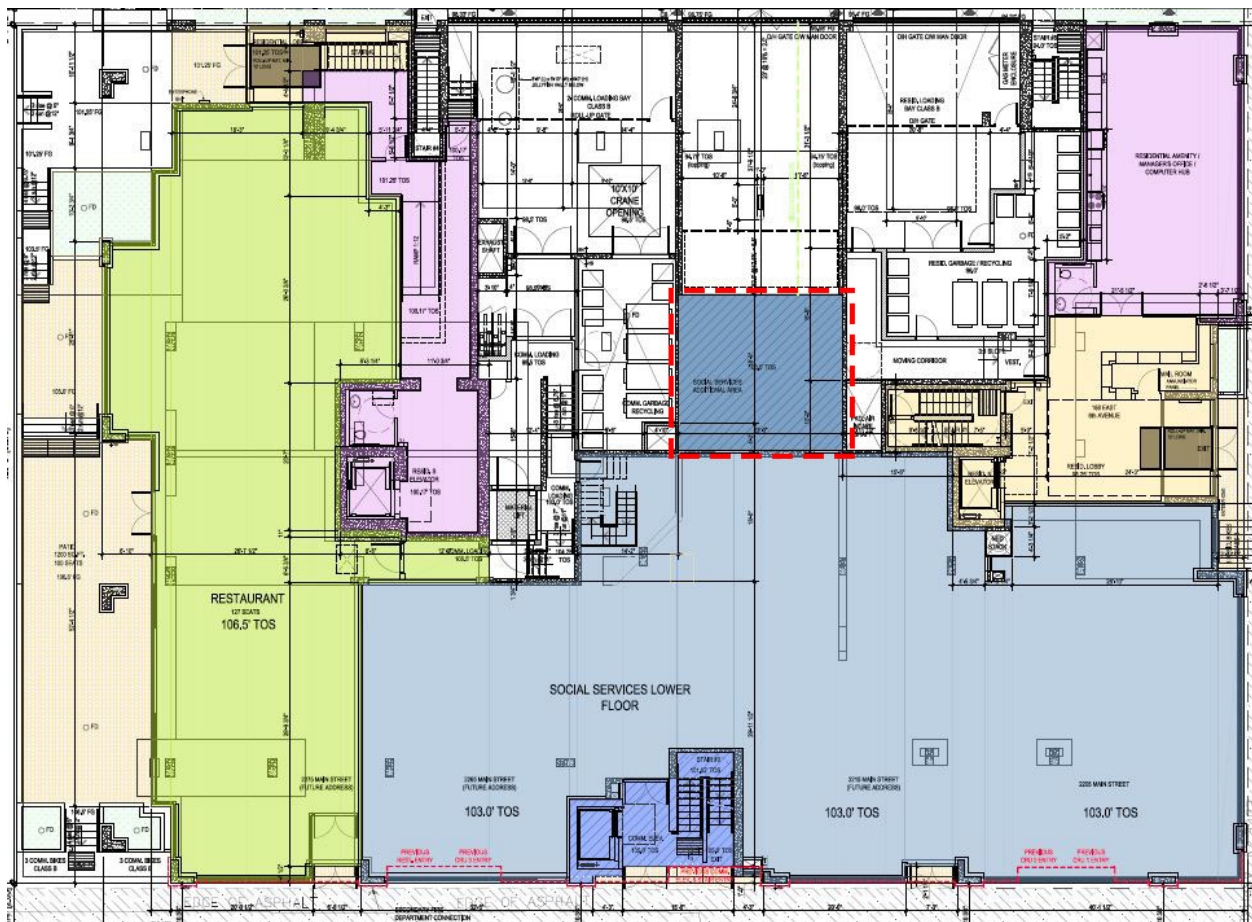
## STRATEGIC ANALYSIS

### 1. Proposal

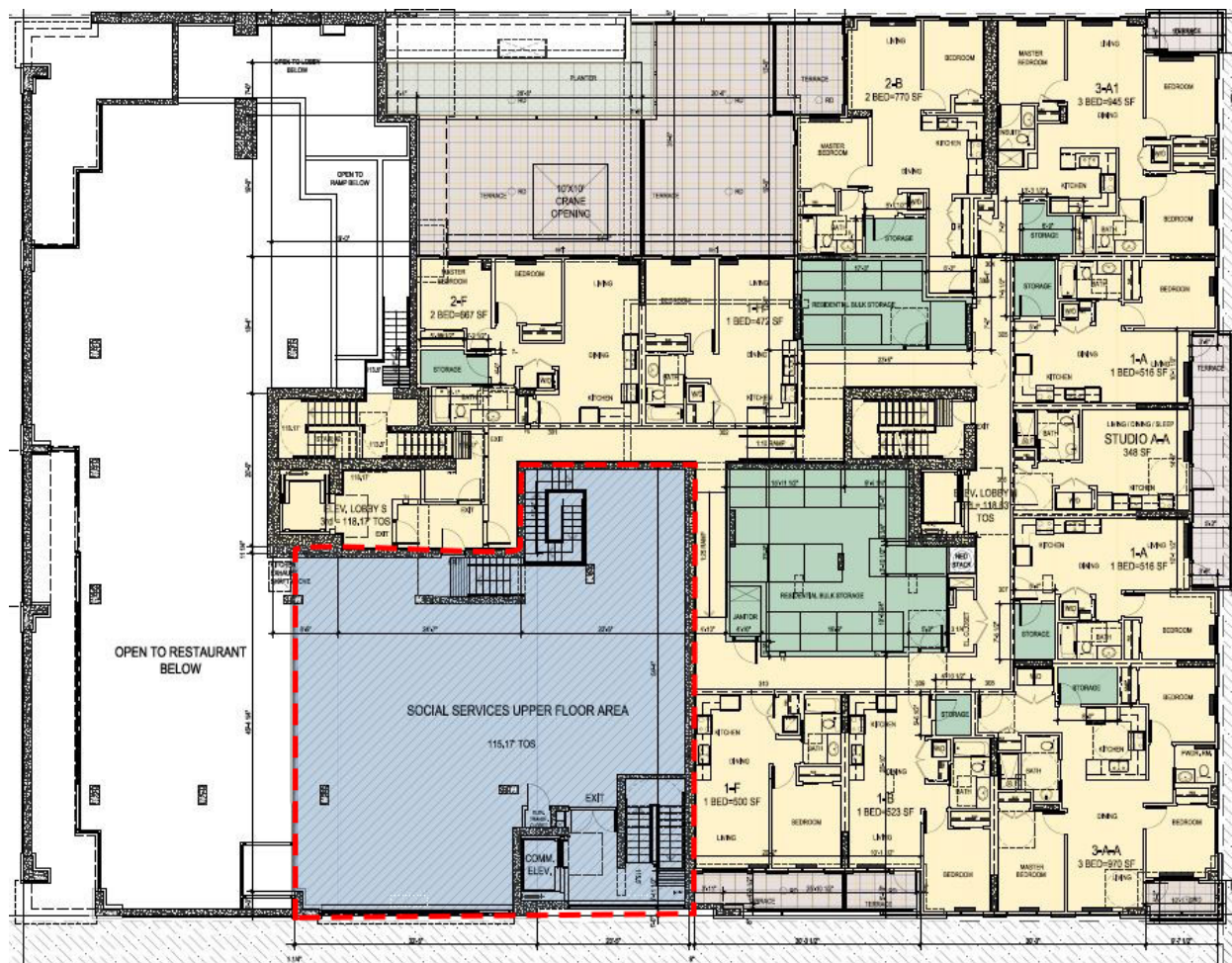
This application proposes to amend the text of CD-1 (719) By-law No. 12304 to increase the maximum permitted floor space ratio (FSR) and maximum permitted building height in sub-area 1 to enable the conversion of a portion of the commercial space to a social service centre, and to make a structural change to the roof slab.

The 9,541 sq. ft. (886 sq. m) social service centre will be located in floor space previously designated for commercial use, plus additional floor space located on the first floor above the parking ramp and in a new mezzanine between the 1st and 3rd floors. The additional 4,428 sq. ft. (411 sq. m) floor space proposed for the social service centre is highlighted in red dash on Figures 3 and 4 (also refer to drawings in Appendix C).

**Figure 3: Proposed Revised 1st Floor**





**Figure 4: Proposed Mezzanine Shown on 3rd Floor Plan**

If approved, the Mid Main Community Health Clinic, currently located at 3998 Main Street, will relocate to this site occupying the full social service centre space. The existing building and facilities at 3998 Main Street are at the end of their lifespan and the new site will provide larger and updated facilities with improved access to public transit (see transportation and parking). The relocation expands much needed services while continuing to provide services to existing patients.

As part of this CD-1 amendment 3,491 sq. ft. (324 sq. m) of commercial space will be retained and used as a restaurant.

## 2. Land Use

The proposal converts commercial space to a social service centre. Social service centre is a permitted institutional use in CD-1 (719) By-law No. 12304, and is defined in section 2 of the Zoning and Development By-law as

*“The use of premises by a non-profit society: (a) providing information, referral, counselling, advocacy or health care services; or (b) dispensing aid in the nature of food or clothing; or (c) providing drop in or activity space, but does not include premises used for residential purposes or detoxification centre.”*

Mid Main Community Health Clinic is one of two not-for-profit Community Health Clinics registered with the Canadian Association of Community Health Centres (CACHC). There are nine Vancouver Coastal Health (VCH) Community Health Centres for a combined total of 11 centres in Vancouver (see Figure 5).

**Figure 5: Map of Vancouver Community Health Centres (CACHC and VCH)**



Mid Main Community Health Centre is a non-profit society that opened in 1988, and provides both medical and dental services. There are 20,000 active patients on the dental registry and 9,000 active patients on the medical registry, both with a waitlist. In the last 12 months the Mid Main Community Health Centre has provided care for approximately 10,000 patients.

### **3. Density, Height and Form of Development** (refer to drawings in Appendix C and project statistics in Appendix E)

Staff have reviewed the design and have concluded that the additional floor space can be accommodated within the existing building with minimal revisions to the building's exterior. The change in entrance locations necessitates a change in the ground floor elevation marginally increasing the height of the exterior wall between the sidewalk and windows on East 6th Avenue. To improve the on-street appearance staff have added a condition that requires clear and unobstructed glazing.

The additional height proposed enables a thicker roof slab that allows for the weight of plantings and a play area included in the original approved rezoning. Staff have concluded the additional 0.14 m in height does not significantly change the visible height from the street or the building's shadowing.

#### **4. Transportation and Parking**

The proposed text amendment increases the parking requirements, due to the additional density and change of use to a social service centre. However parking spaces provided in the original rezoning exceeded what was required and sufficiently cover the additional spaces required for this amendment. The change of use to social service centre from commercial also reduces the minimum loading and bicycle parking space requirements.

Main Street is a key transit arterial, with frequent buses that will connect Mid Main clients to the new premises. The subject site is also well served by transit with frequent bus service on Kingsway and Broadway (including the 99 B-Line bus service), as well as a future Skytrain station at Main Street and Broadway due to be located approximately 300 m from the site.

#### ***PUBLIC INPUT***

Information about the application with a link to the original rezoning approval, and an online comment form, was provided on the City of Vancouver Rezoning Centre webpage [www.vancouver.ca/rezapps](http://www.vancouver.ca/rezapps). There has been no public feedback in response to the rezoning application.

#### ***PUBLIC BENEFITS***

##### **Required Public Benefits**

**Development Cost Levies (DCLs)** - Development Cost Levies collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure.

DCLs were paid on the originally proposed commercial floor area at building permit issuance, the social housing component was exempt from DCLs.

This additional floor area proposed is subject to City-wide DCLs and City-wide Utilities DCLs on the proposed additional 411 sq. m (4,428 sq. ft.) of floor area. Based on the commercial rates in effect as of September 30, 2019, total DCLs of approximately \$91,394 would be anticipated from the additional floor area. The current proposal is to use the contemplated retail space as a Social Service Centre, which instead has a nominal \$10 charges per building permit for City-wide DCLs and City-wide Utilities DCLs.

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](#) for details on DCL rate protection.

## **Offered Public Benefits**

**Community Amenity Contributions (CACs)** - 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. Such a CAC is typically made through the provision of either on-site amenities or a cash contribution towards other public benefits and they take into consideration community needs, area deficiencies and the impact of the proposed development on City services.

For this site, 145 units of the social housing were achieved as part of the original rezoning from IC-2 to CD-1. Although this application proposes modest changes to the approved height and density to the rezoning approved in October 2017, it is for the inclusion of a community health centre that will be an important resource for the community and Vancouver. No further contribution towards public benefits is anticipated.

See Appendix D for a summary of the public benefits for this proposed CD-1 amendment.

## **FINANCIAL IMPLICATIONS**

Based on rates in effect as of September 30, 2019 it is anticipated that the project will pay approximately \$91,394 of DCLs if developed as commercial floor area. The proposed Social Service Centre use would instead have \$20 in nominal DCL charges.

No additional CAC or public art contribution is applicable.

## **CONCLUSION**

Staff assessment of this text amendment has concluded that the proposed addition of a community health centre is compatible with the original CD-1 By-law and the objectives of the Mount Pleasant Community Plan. If approved, this application would allow for the relocation of a community health clinic to a larger and updated space within the community.

The General Manager of Planning, Urban Design and Sustainability recommends that the rezoning application be referred to a Public Hearing, together with a draft CD-1 text amendment by-law generally as set out in Appendix A, and 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 application fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*



**188 East 6th Avenue**  
**PROPOSED TEXT AMENDMENT TO**  
**CD-1 (719) By-law No. 12304**

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

1. This By-law amends the indicated provisions of By-law 12304.
2. In the Section 5.3 table, Council strikes out “10,696” and “3.3” and substitutes “11,107” and “3.43”.
3. In Section 5.4, Council strikes out “10,696 m<sup>2</sup>” and substitutes “11,107 m<sup>2</sup>”.
4. In Section 5.5, Council strikes out “3.3” and substitutes “3.43”.
5. In Section 6, Council strikes out “30.8 m” and substitutes “30.94 m”.

188 East 6th Avenue  
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 Rositch Hemphill Architects, stamped received August 20, 2019, 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 ensure pedestrian interest occurs at the public realm interface.

**Note to Applicant:** Maintaining high level of storefront transparency along the park, East 6<sup>th</sup> Avenue and Main Street is required. Fritted glass at lower and higher portions of the storefront is not supported. Add note in drawings as follows: *Storefront glazing is to remain clear and unobstructed, including no opaque or translucent films mounted at the inside face of glazing.*

2. Design development to improve the building façade composition on Main Street.

**Note to Applicant:** This can be achieved by deleting the extended portion of the balcony on unit 2-D or alternatively, all the balconies above should be extended to match proposed width of unit 2-D.

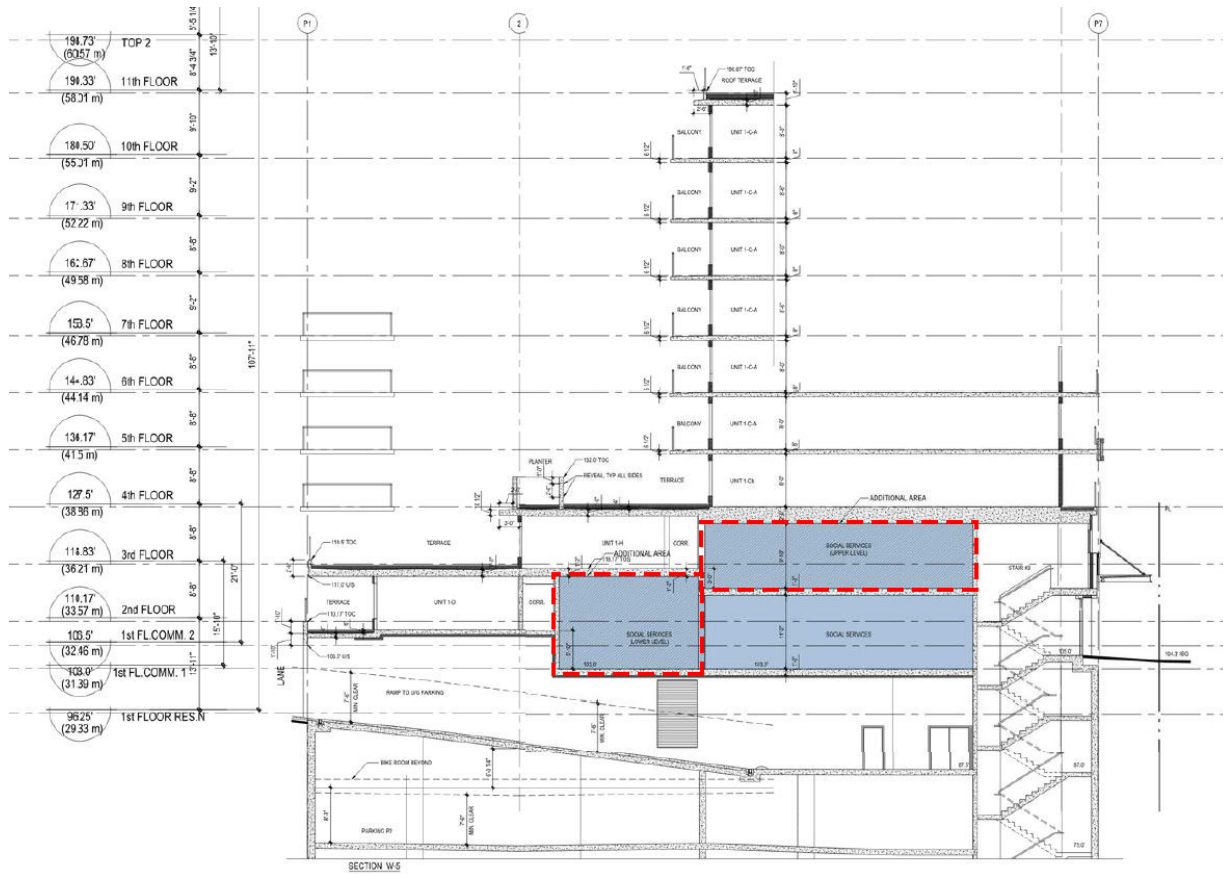
3. Provision of consolidated drawing package, including the following information;

- (a) Level 3 plan showing rear planter;
- (b) South elevation and cross sections; and
- (c) Large cross section detail at 1:10 indicating full materiality at elevator overrun at terrace.

**Note to Applicant:** Glass guardrail should be transparent and consistent in treatment with other portions of balcony. Exterior wall of elevator shaft facing Main Street and balcony is to have high-quality visual treatment.

**Note to Applicant:** Drawings are to be consistent with approved development permit where no changes are proposed.

# 188 East 6th Avenue FORM OF DEVELOPMENT



**West to East Cross Section Showing Additional Floor Area (in Red)**



**East Elevation (Main Street) Showing Additional Height and Changes to Entrance Locations**

**188 East 6th Avenue  
PUBLIC BENEFITS SUMMARY**

**Project Summary:**

Increase in floor area and height to accommodate a proposed social service centre social housing development currently under construction

**Public Benefit Summary:**

The project is already providing 145 units of social housing. The additional floor area would generate a DCL payment, although the payment would be nominal if the additional space is developed as a Social Service Centre.

	Current Zoning	Proposed Zoning
Zoning District	CD-1 (719)	Amended CD-1 (719)
FSR (site area = 3,241 sq. m (34,886 sq. ft.))	3.30	3.43
Buildable Floor Space (sq. ft.)	115,131 sq. ft.	119,559 sq. ft.
Land Use	Mixed Use	Mixed Use

**Summary of development contributions expected under proposed zoning**

City-wide DCL <sup>1</sup>	\$67,926
City-wide Utilities DCL <sup>1</sup>	\$23,468
<b>TOTAL</b>	<b>\$91,394</b>

**Other Benefits** (non-quantified components):

<sup>1</sup> Based on the commercial rates in effect as at September 30, 2019, Social Service Centre use would instead have a nominal \$10 per building permit for both the City-wide DCL and City-Wide Utilities 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.



**188 East 6th Avenue**  
**APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**PROPERTY INFORMATION**

Address	Property Identifier (PID)	Legal Description
188 East 6th Avenue	030-594-456 and 030-594-464	Lot 1 and Lot 2 Block 37 District Lot 200A Group 1 New Westminster District Plan EPP82953

**APPLICANT INFORMATION**

Architect	Rositch Hemphill Architects
Developer	Catalyst Community Development Society
Property Owner	City of Vancouver

**DEVELOPMENT STATISTICS**

	Permitted Under Existing Zoning	Proposed
<b>Zoning</b>	CD-1 (719)	Amended CD-1 (719)
<b>Uses</b>	Cultural and Recreational Uses, Dwelling Uses, Institutional Uses (including Social Service Centre), Manufacturing Uses, Office Uses, Retail Uses, Service Uses, Utility and Communication Uses	No change
<b>Max. Density</b>	3.30 FSR	3.43 FSR
<b>Floor Area</b>	10,696 sq. m (115,131 sq. ft.)	11,107 sq. m (119,559 sq. ft.)
<b>Maximum Height</b>	30.80 m (101.0 ft.)	30.94 m (101.5 ft.)
<b>Parking, Loading and Bicycle Spaces</b>	As per Parking By-law	No change

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