

DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS

Present:

J. Greer (Chair), Development Services
J. Olinek, Development Planning
C. Chant, Engineering Services

Also Present:

C. Stanford, Urban Design & Development Planning
P. Fouladianpour, Development Services
E. Tsang-Trinaistich, Development Services

APPLICANT:

Mark Whitehead
MCM Partnership
Oceanic Plaza
1066 West Hastings Street, Suite 1900
Vancouver, BC
V6E 3X1

PROPERTY OWNER:

Royal Centre (KREC) Inc.
330 Bay Street,
Toronto, ON
M5H 2S8

EXECUTIVE SUMMARY

● **Proposal:** To add to and alter the existing office building, Royal Bank of Canada (RBC) Tower, and development of a 5-storey office building on the site, all over 3 levels of existing underground parking. The development includes: an addition of restaurant and retail uses at the base of the RBC tower building, and alterations to the retail mall below-grade.

See Appendix A Standard Conditions
 Appendix B Standard Notes and Conditions of Development Permit
 Appendix C Building Review Branch Comments
 Appendix D Plans and Elevations
 Appendix E Applicant's Design Rationale

● **Issues:**

1. Refine Corner Expression of the Royal Bank of Canada (RBC) Pavilion at Burrard / Georgia Junction;
2. Refine façade and material treatment of the RBC Pavilion;
3. Acknowledge Georgia Street's ceremonial role; and,
4. Further study on future pedestrian movement along this portion of Georgia and Burrard.

● **Urban Design Panel:** Recommendation for Resubmission

DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DP-2019-00249 submitted, the plans and information forming a part thereof, thereby permitting additions/ alterations to the existing office building, Royal Bank of Canada (RBC) Tower, and development of a new 5-storey office building on the site, all over 3 levels of existing underground parking. The development includes: an addition of restaurant and retail uses at the base of the RBC tower building, and alterations to the retail mall below-grade.

1.0 Prior to the issuance of the development permit, revised drawings and information shall be submitted to the satisfaction of the Director of Planning, clearly indicating:

1.1 design development of the RBC Pavilion to better address its position at the important Burrard-Georgia junction by refining the pavilion's corner expression and overall materiality. The following should be considered:

- i. resolve the two canopies interface and ensure no conflict between the canopy and new street trees;
- ii. more prominently use the bank's recessed corner entry to contribute to its identity;
- iii. explore lighter materials (in colour and weight) for the base; and,
- iv. angling the glass panels at the four corners so the textured surface is more apparent;

Note to Applicant: This condition should be read in conjunction with the Urban Design Panel's recommendations and related commentary. The intent is to avoid an undifferentiated glass box and maintain a strong two-storey datum line while complementing the prominent buildings in the vicinity.

1.2 design development to ensure ease of pedestrian movement along Burrard and Georgia Streets, especially at the area around the bank entry and the bus-stop by providing a study of expected pedestrian volume and patterns at the site and its vicinity;

Note to Applicant: This condition addresses the Urban Design Panel's recommendation to conduct pedestrian movement studies to ensure the proposed sidewalk width is sufficient.

1.3 design development to acknowledge Georgia Street's ceremonial role by exploring how trees on both the public and private realms can enhance the pedestrian experience;

Note to Applicant: This condition addresses the Urban Design Panel's recommendation to explore how street-trees can work together with the canopy to improve the pedestrian experience. To be read in conjunction with upfront Condition 1.1 and Standard Urban Design Condition A.1.1.

1.4 design development to maximize daylight provision and visual porosity between the Pavilion's interiors and the sidewalk by:

- i. locating partition-walls and heavy furniture away from the windows on the ground-floor; and,

- ii. avoiding using opaque film on the windows;

Note to Applicant: Subsequent development applications for occupancy should note on plans and elevations that the windows are left unobscured.

2.0 That the conditions set out in Appendix A be met prior to the issuance of the Development Permit.

3.0 That the Notes to Applicant and Conditions of the Development Permit set out in Appendix B be approved by the Board.

• Technical Analysis:

Technical Review For:		1055 W. Georgia St.		Zone:		DD				
Permitted/Required				Proposed						
Site Area ¹	N/A ft ²			86,324.00 ft ²						
Setbacks ²	N/A ft.			N/A ft.						
Height ³	450 ft.			434 ft.						
FSR ⁴	Existing			8.77						
	Added			0.73						
	Total: 11.00			Total: 9.50						
Floor Area ⁵	<i>Permitted</i>			<i>Proposed</i>						
	949,564 ft ²									
	<i>Existing</i>									
	Parking	4,831		Parking	4,831					
	Retail	143,827		Retail	145,996					
	Tower	522,851		Tower	533,217					
	Pavilion	43,195		Pavilion	94,054					
	Hotel Conf. Centre	42,356		Hotel Conf. Centre	42,356					
	Total: 757,060 ft ²			Total: 820,454 ft ²						
Parking ⁶	All non-residential uses			Standard						
	Standard	max. 663		Accessible	13					
	Accessible	min. 31		EV Charging	8					
				Car Share	8					
		Total Standard (max.): <u>694</u>			Total: <u>657</u>					
Loading ⁷	Class	A	B	C	Class	A	B	C		
	Office	8	5	0	Office	6	0	0		
	Retail	0	7	2	Retail	0	0	0		
	Hotel	3	4	0	Hotel	3	0	0		
	Total:	11	16	2	Total:	9	0	0		
Bicycle ⁸	Use	Class A		Class B		Class A		Class B		
	Office	338		12		Existing	50		30	
	Retail	42		12		New	73		0	
	Rest.									
	Hotel	22		6						
	Total:	<u>402</u>		<u>30</u>		Total:	<u>123</u>		<u>30</u>	
	Locker:	10%	40		Lockers	Horizontal	Vertical			
	Vertical:	30%	121		48	71	4			
	Clothing Lockers:	563				Clothing Lockers:	116			

¹ **Note on Site Area:** Site area is based on the survey provided by the applicant and is the combined total of two parcels: Lot 1 Plan 14002 & E ½ Lot 13 Plan 92. The applicant had indicated through prior correspondence with the City that they will be consolidating the two parcels as part of this Development Permit Application. The site contains the existing RBC tower, existing RBC pavilion plus underground retail mall and existing Hyatt Hotel banquet facilities. The Hyatt Hotel tower is located adjacent to the site on a separate parcel. Refer to Standard Engineering Condition A.2.1.

² **Note on Yards/Setbacks:** The Downtown Official Development Plan By-law does not require yards and/or setbacks for this site. For this application, Engineering Services is requiring a provision of a building setback and a surface Statutory Right of Way (SRW) for public pedestrian use of an expanded sidewalk at the corner of W. Georgia St. and Burrard St. adjacent the site. This corner cut will measure 18 ft. (5.5 m) along the property line adjacent to W. Georgia St. and 18 ft. along the property line adjacent to Burrard St. from the intersection of these two property lines. Refer to Standard Engineering Condition A.2.2.

³ **Note on Height:** As per The Downtown Official Development Plan By-law, this site is located in 'Area 9', which is subject to a maximum building height of 450 ft. (137.2 m). This application does not propose any change in height to the existing tower on the site, currently at 434 ft. based on applicant drawings. The demolition and construction of the new pavilion office building at 97.28 ft. is within the maximum height limit, measured to the top of the rooftop canopy/cornice at the northeast corner of the building.

Notes on ⁴ FSR and ⁵ Floor Area: The total density for all permitted uses in 'Area A' must not exceed a floor space ratio (FSR) of 11.0. There are no additional limitations based on specific uses. According to the applicant, the new total FSR on this site will be 9.5 or 820,399 ft². This figure takes into account the reduction of floor area as part of the pavilion demolition as well as additional floor area generated by the replacement pavilion building and additions/alterations at the tower base. The final FSR figure will be adjusted based on the conditions in this report.

The applicant has not included the area under the canopy at grade as part of total floor area. This exclusion was supported by the Director of Planning on May 9, 2019. The outdoor area at the second level of the tower for the new outdoor restaurant deck is also covered by this canopy and has not been included in floor area. Compliance with Section 3 of the Downtown Official Development Plan By-law for this area has been requested through Standard Development Review Branch Condition A.1.3.

The applicant has included a total 4,831 ft² of existing floor area located at levels P1, P2 and P3 of the underground parkade, but all floor area located on these levels can be excluded. Confirmation has been requested through Standard Development Review Branch Condition A.1.6 to identify this included floor area. In addition, confirmation has been requested through Standard Development Review Branch Condition A.1.9 to verify there are no proposed changes of use to any of the existing tenanted spaces in the retail mall levels as part of this application.

⁶ **Note on Parking:** The parking requirements for this site are based on Sections 4.3 (Required and Permitted Accessory Parking Spaces Downtown) and 4.8.4 (Required Accessible Parking Spaces) of the current Parking By-law. The proposed development will result in a net 22 space decrease in vehicle parking spaces, but the loss of parking is less than 10% of what was originally required for the site (820 parking spaces).

The net increase in floor area permits an additional maximum 53 parking spaces, resulting in 5 new required parking spaces with electric vehicle charging as per Section 4.14 of the Parking By-law – 6 new EV spaces are proposed.

The net increase in total floor area requires an additional 4 accessible parking spaces. The total number of accessible parking spaces is being increased from 6 to 13 spaces. Parking figures include shared parking requirements with the adjacent Hyatt Hotel. The applicant has also identified 8 car share spaces on parking level P1, but it is unclear based on the project data if these spaces are new or existing. For the

purposes of this report, they are treated as existing. Clarification has been requested through Standard Development Review Branch Condition A.1.8.

⁷ **Note on Loading:** The applicant is not proposing an increase to the existing loading provided on site, which is shared between the tower, pavilion and hotel. The additional floor area requires 3 new Class A loading spaces and 1 new Class B loading space. The Director of Planning supports no increase to site loading spaces.

⁸ **Note on Bicycle:** Required bicycle parking has been calculated based on Section(s) 6.2.4.1 (Office Uses) and 6.2.5 (Retail & Service) of the Parking By-law. The net increase in floor area results in an added demand of 32 Class A spaces. The applicant is proposing to add 73 new Class A bicycle spaces. The applicant is meeting the Class B bicycle space requirement, but it is unclear where these spaces are located; applicant to confirm the location and number of bicycle lockers, space configuration, and existing/proposed end of trip facilities. Clarification has been requested through Standard Development Review Branch Condition A.1.7.

• **Legal Description**

Lot: E ½ of lot 13 and lot 1
 Block: 3
 District Lot: 185
 Plan: 92 & 14002

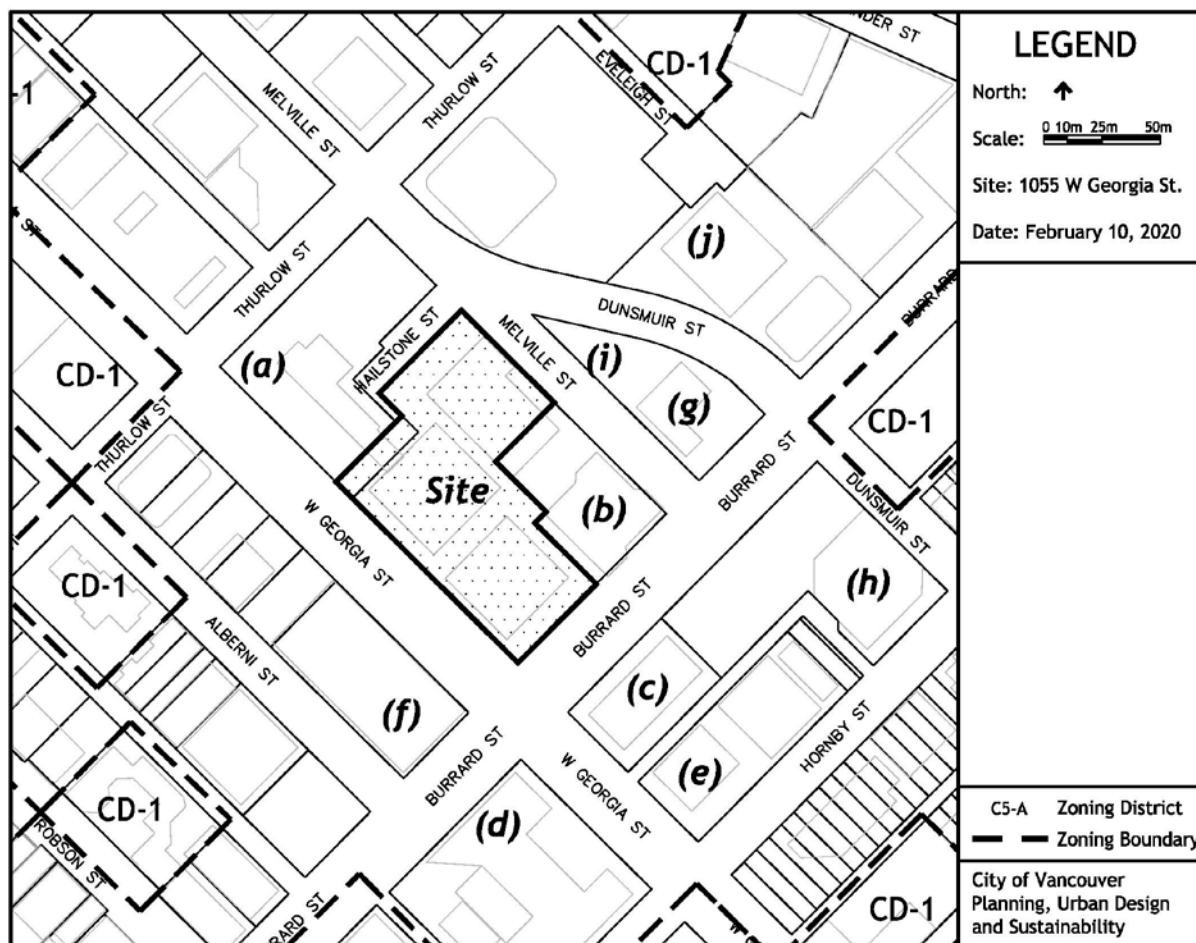
• **History of Application:**

19 04 01 Complete DP submitted
 19 07 10 Urban Design Panel
 20 02 05 Development Permit Staff Committee

• **Site:** The site is located at the north corner of W. Georgia Street and Burrard Street. The site is adjacent to buildings of historical significance: Christ Church, Fairmont Hotel Vancouver, Cathedral Place, the Arthur Erickson-designed MacMillan-Bloedel Building, and Bentall Towers.

• **Context:** Significant adjacent development includes:

- (a) MacMillan Bloedel Building - 1075 W. Georgia St;
- (b) Hyatt Regency Vancouver – 655 Burrard St;
- (c) Christ Church Cathedral (Heritage Site) – 690 Burrard St;
- (d) Fairmont Hotel Vancouver (Heritage Site) – 900 W. Georgia St;
- (e) Cathedral Place Building – 925 W. Georgia St;
- (f) The Burrard Building – 1030 W. Georgia St;
- (g) Burrard Skytrain Station;
- (h) Park Place – 666 Burrard St;
- (i) Art Phillips Park – 625 Burrard St;
- (j) Bentall Towers



• **Background:**

This proposal for a new Royal Bank of Canada (RBC) Pavilion, new canopy, and addition to the base of the tower generally meets the applicable guidelines and by-laws listed below. However, with it being at a prominent downtown corner – junction of two major arterials, Burrard and Georgia – City Staff recommends some additional attention for further refinement.

The proposal was presented at Urban Design Panel, on July 10, 2019, in which the panel recommended a resubmission. The particular recommendations from the panel are listed below in the “Urban Design Panel Section” of this report. A key recommendation is for more resolution for the Burrard-Georgia corner of the RBC Pavilion, especially at how the two canopies (one on Burrard and one on Georgia) can better interface with each other, and enhance this corner expression. Other recommendations included further highlighting Georgia’s ceremonial role through street-trees and plantings, further pedestrian movement studies, and general refinement of the materials used.

While a resubmission is recommended, City Staff are of the opinion that the abovementioned issues can be achieved without returning to the Urban Design Panel for a second review, and can be addressed through the development permit’s conditions for approval.

• **Applicable By-laws and Guidelines:**

- Downtown Official Development Plan, Sub-Area A (Last Amended 2018)
- Downtown (Except Downtown South) Design Guidelines (Last Amended 1993)
- DD (Except Downtown South) Character Area Descriptions (Last Amended 2003)
- Central Area Pedestrian Weather Protection Guidelines (Except Downtown South)

• **Response to Applicable By-laws and Guidelines:**

Downtown Official Development Plan, Sub-Area A

The *Downtown Official Development Plan* limits a density of 11 FSR and height of 137.2 m (~450 ft.). The land use permitted includes Office-Commercial and retail. This application’s proposed total floor-area of 76,218 sq-m (~ 820,400 sq-ft) amounting to 9.50 FSR, height of 56.28m (~184.63 ft.) for the new RBC Pavilion, and proposed commercial retail and offices are within these given parameters. The *Downtown Official Development Plan* does not specify continuous retail frontage for Sub-Area A; however this application is providing at-grade retail and general public realm activation through the addition of new commercial retail units at the base of the RBC Tower, and a publicly-accessible plaza.

The proposal meets the intended zoned density, general form and height, and uses of the *Downtown Official Development Plan*.

Downtown (Except Downtown South) Design Guidelines

The *Downtown (Except Downtown South) Design Guidelines*, in Section 6, recommends new buildings to be attentive to its vicinity, especially if it is of historic significance. Scale, materials, details, textures, colours, landscaping, transparency and rhythm of openings should complement. This proposal is at a corner with buildings of historical significance: Christ Church, Fairmont Hotel Vancouver, Cathedral Place, the Arthur Erickson-designed MacMillan-Bloedel Building, and Bentall Towers. Additionally, the *Guidelines’* Section 2 recommends semi-public spaces to be well integrated with the public realm like pedestrian routes.

The proposal, especially the new RBC Pavilion, generally meets the *Guidelines* by being at a scale that does not overwhelm its more historical neighbours. Its two-storey base and canopy also reference to the two-storey cornice lines present at the Fairmont Hotel Vancouver.

However, City Staff seek further refinement to the RBC Pavilion and canopy design to better respond to these guidelines. Particularly, and considering the Urban Design Panel's recommendation, further care should be given to how the Pavilion's corner condition at Burrard and Georgia can be better resolved. The details of this refinement are outlined in Recommended Condition 1.1 to improve the RBC Pavilion's corner expression and materiality. Recommended Conditions 1.2 and 1.3 recommend improvements of the public and semi-public areas around the building, its public interface. Lastly, Recommended Condition 1.4 recommends maintaining transparency between the building interior and the exterior public sidewalk to improve pedestrian experience.

DD (Except Downtown South) Character Area Descriptions, Character Area F

DD (Except Downtown South) Character Area Description gives a description of the various sub-areas in the Downtown Core. The subject-site is located at an area where *Character Area F* ("Golden Triangle" area) and *Character Area G (Georgia Street)* intersect. Similar to the *Downtown Design Guidelines* mentioned above, this document recommends new developments contribute to define Georgia's street-edge, provide visual interests for pedestrians, and improve the public realm treatment through significant tree-planting, weather protection, and attention to sidewalk design. Additionally, this area is identified as the prestigious centre of downtown, which should be celebrated by the buildings forming a strong street enclosure. It also mentioned that views to the Northshore Mountains when standing on Georgia are important to maintain.

Generally, the proposal meets the recommendations listed in the *DD Character Area Descriptions* for Area F. The proposed new RBC Pavilion as a five-storey structure works together with the lower scale Christ Church across Burrard to produce a more subtle quieter frame for the corner permitting more generous views toward the Northshore Mountains, and does not compete with the surrounding taller towers. The canopy covers the existing residual space between the RBC Royal Tower and the new Pavilion to form a plaza that is accessible to the public. Moreover, canopy also has leaf-patterned glass panels which can cast interesting patterns on the plaza to further animate the space through moving light/shadow.

However, it is recommended further exploration of how street-trees can be used to enhance Georgia Street's ceremonial role. This is reflected in Recommended Condition 1.3. Other refinements, such as to the RBC Pavilion's corner condition and canopy resolution is sought in Recommended Condition 1.1 to achieve an expression to better frame this key junction.

Central Area Pedestrian Weather Protection Guidelines (Except Downtown South)

Central Area Pedestrian Weather Protection Guidelines give direction on how weather protection can enhance the city's livability. Providing continuous shelter along shopfronts is a key component. Additional attention should be given to waiting areas in front of buildings where people can congregate; these include areas like bus-stops, transit-entries, etc. Where there are sloping sidewalks, the canopies are to be stepped or terraced to follow the topography.

This proposal generally meets the Guidelines' recommendations; the canopy provided is continuous, sheltering all entries and shopfronts. The canopy also has a break and is overlapped at the Burrard-Georgia corner to accommodate the sloping grades along Burrard.

Further refinements are sought to the canopy design in order to better address the corner condition at Burrard-Georgia. This is be outlined in Recommended Conditions 1.1 and 1.3, which recommend further highlighting Georgia's ceremonial role through the use of planting and trees, may also influence further iterations of the canopy design depending on how the trees and planting are resolved.

• **Conclusion:**

The proposal for the new RBC Pavilion, new canopy, and additional to the base of the tower, do generally meet the intent and recommendations outlined in the policies and guidelines listed above. The height and general massing is appropriate for the site. The RBC Pavilion being a lower-scale building adds to the corner while still allowing for the other more significant buildings to take precedence. Further refinements will be sought as this prominent corner of the downtown core where there are significant buildings (some with historic importance) and is in the vicinity of a major transit node. Staff support the application, subject to the conditions as noted.

URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on July 10, 2019, and provided the following comments:

EVALUATION: Resubmission Recommended (5/3)

Introduction: Development Planner, Patrick Chan, started with some of the key policies relevant to the site and its vicinity. Namely, the *Downtown Official Development Plan* itself, the *DD-Zone Character Area Descriptions*, and the *Downtown (except Downtown South) Design Guidelines*. Collectively, these documents stress the importance of pedestrian well-being visual interests in the façade treatment, adequate weather protection, and minimal shadows on sidewalks between 11:30 to 14:30.

The policies also emphasize how new and renovated structures should be appropriate in scale and rhythm to the surrounding area. This pertains to how the volumes and negative spaces, as well as retail frontage widths, relate to the streetscape. For corner sites, such as this, the task would be to continue a dialogue with the surrounding, while putting forth an expression that can anchor this key corner; it is a question of how to create new visual interests from the existing fabric and context.

Following this policy context, Chan introduced the project. Three major moves define this project:

1. A new RBC Pavilion with roof-top amenity garden that goes from an existing two-storey to five-storey structure. The top half is expressed as a glass-box on top of a more solidly-framed base with pronounced limestone-clad column-pilasters.
2. A two-storey CRU and restaurant addition to the RBC Tower's base. This addition will also serve as the new entry to the underground mall and the Skytrain entry.
3. A continuous canopy that ties the RBC Pavilion to the main RBC Tower. This canopy also shields the void space between the RBC Tower and the RBC Pavilion, turning it from a residue interstitial space to an activated space where people can use, sit and dwell. The canopy is composed of glass panels with leaf patterns, which creates a play of shadow and light in the space below. Formally, this canopy acts as an organizing line connecting all the elements together.

Advice from the Panel is sought on the following:

Expression and Context:

1. Is the pavilion's articulated-form, material-choice and overall composition (e.g. the "glass box" with angled windows) adding visual interest while anchoring this prominent corner on Georgia and Burrard?
2. Is the Pavilion establishing continuity with the existing fabric (e.g. the main RBC tower as well as the buildings on the other corners)?

Public Realm:

3. Is the covered plaza connected well to the sidewalk to form an expanded public realm?
4. Is the covered plaza expressed clearly as a public accessible space for respite?
5. Is the area between the Hyatt and RBC Buildings reading as a continuation of the covered plaza space? Or more a service area?

Wayfinding:

6. Is the new Skytrain and Lower-mall entry legible to aid wayfinding?

The planning team then took questions from the panel.

Applicant's Introductory Comments:

The applicant began by pointing out that the project will focus on engagement from the street level and providing a unified canopy for weather protection. The new building will be on top of the existing column grid and the existing underground parkade. The property line has been expanded to provide street level engagement by having retail space and improved public realm.

The corner has overlapping textured glass canopy to provide a defined corner. There will be a recess entry to the bank branch. The base expressions are in limestone to define the retail space. The site will also include a restaurant and a café space. With the soften materials used, it will create a flow of connections between the street and building. The middle lobby will be accessible for the public. There is a roof deck to provide amenities space for everyday activities.

The applicant team then took questions from the panel.

Panel's Consensus on Key Aspects Needing Improvement: Having reviewed the project it was moved by Ms. Parsons and seconded by Ms. Besharat and was the decision of the Urban Design Panel:

THAT the Panel **RESUBMISSION RECOMMENDED** of the project with the following recommendation to be reviewed by City Staff:

- Further detail and planning of bus stop area along Georgia Street to confirm that pedestrian movement will be adequate.
- Further design of the Burrard and Georgia Street corner expression.
- Design development to strengthen visual façade expression of the Burrard/Georgia corner building.
- Acknowledge the ceremonial aspect of Georgia Street through the size of the trees and public realm.

Related Commentary:

Panel members supported the public usability of the central plaza.

Panel members supported the implementation of the restaurant and café in the building.

Many panel members supported the rooftop amenities.

Panel members showed concerns for the use of limestones.

Panel members recommended a pedestrian study in the area.

Panel members showed concern for the height and layering of the canopy.

Many panel members recommended larger trees.

Many panel members showed concern for the size of the sidewalk.

Many panel members showed concern regarding the materiality used for the project.

Some panel members noted the canopy drainage will need to be further developed.

Some panel members suggested providing additional seating to improve public realm.

Applicant's Response: The applicant team thanked the panel for their comments.

Staff Response: Through consultation with senior staff, it was felt that the points raised by the Urban Design Panel were ones that can be addressed via condition of approvals for the development permit, rather than returning to the Urban Design Panel for re-review. The four recommendations were to: first, refine the RBC Pavilion's corner expression on the Burrard-Georgia intersection; second, rethink the use of materials; third, acknowledge the ceremonial aspect of Georgia Street through trees and public realm

design; and fourth, to demonstrate further study of the bus-stop area and general pedestrian flow volumes to ensure there is enough space for pedestrian movement. These recommendations will not result in drastic change in massing, height, and overall design direction.

To address these recommendations, the applicant has since the July 2019 UDP produced a “test-fit” design that will be shown at the Development Permit Board as a comparison of what has changed. With this test-fit, the key changes will be the corner expression of the RBC Pavilion and resolution of how the canopies on Burrard and Georgia will interface. In this test-fit, the two canopies meet on the same horizontal plane. To address concerns about adequate weather-protection, the entrances will have shallower but more subtle canopies directly above them. This test-fit also addressed the pavilion’s material condition reducing the overall amount of limestone used and limiting limestone to form pilasters that are slightly angled outwards towards at the top. (The limestone was retained as a reference to the adjacent older buildings.) The angled-glass windows above are then better aligned with the limestone pilasters. The angled glass and pilasters together form “lines” that bring the glass-box down to grade, hence tying the top and bottom halves together in a subtle way.

ENGINEERING SERVICES

The recommendations of Engineering Services are contained in the prior-to conditions noted in Appendix A attached to this report.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The recommendations for CPTED measures are contained in the prior-to conditions noted in Appendix A attached to this report.

LANDSCAPE

The recommendations for Landscape Planning are contained in the prior-to conditions noted in Appendix A attached to this report.

ENVIRONMENTAL PROTECTION BRANCH

The recommendations for Environmental Protection are contained in the prior-to conditions noted in Appendix A attached to this report.

BUILDING REVIEW BRANCH

The recommendations for Building Review Branch are contained in the conditions attached to this report.

This Development Application submission has not been fully reviewed for compliance with the Building By-law. The applicant is responsible for ensuring that the design of the building meets the Building By-law requirements. The options available to assure Building By-law compliance at an early stage of development should be considered by the applicant in consultation with Building Review Branch staff.

To ensure that the project does not conflict in any substantial manner with the Building By-law, the designer should know and take into account, at the Development Application stage, the Building By-law requirements which may affect the building design and internal layout. These would generally include: spatial separation, fire separation, exiting, access for physically disabled persons, type of construction materials used, fire-fighting access and energy utilization requirements.

Further comments regarding Building By-law requirements are contained in Appendix C attached to this report.

NOTIFICATION

Two site signs were placed on site, one facing W. Georgia Street and one facing Burrard Street. On July 2, 2019, 1716 notification postcards were mailed to neighbouring property owners advising them of the application, and offering additional information on the City's website. The postcard and development application materials were posted online at Vancouver.ca/devapps.

Due to the request for test-fit from staff after UDP, the applicant requested additional time to prepare materials and gain approval from property owners. On August 6, 2019, a notification postcard was mailed-out to inform the public of DPB cancellation and that the meeting date was being rescheduled. On September 18, 2019, a notification postcard was mailed-out to inform the public of DPB cancellation. Lastly, on December 13, 2019, a notification postcard was mailed-out to inform the public of the rescheduled DPB meeting date to March 2, 2020 and updated website.

Notification Responses

There was one response to the notification that was in opposition.

Comments received in opposition expressed concern for the following:

- Materials chosen are not of high enough quality for the prominent corner; and
- Architecturally, the design should incorporate elements of Hotel Vancouver and Christ Church Cathedral.

Staff Response: It is important to note the corner is not occupied by just the Hotel Vancouver and Christ Church Cathedral; there are many other buildings of significance in the area such as the Erickson-designed MacMillan-Bloedel. Hence, the proposed design should respond to a variety of external factors, and not just the historical buildings like Hotel Vancouver and Christ Church Cathedral.

The overall form of the RBC Pavilion is taken from the existing square building; its window treatment (e.g. size, solid wall-glazing ratio, etc) taken from the surrounding office-buildings. Its two-storey base draws from the two-storey cornice line present at the Hotel Vancouver; moreover, the base's limestone clad is similar to the ones used in the vicinity's historical buildings. The reference to history is thus subtle without giving over to overt historicism and copy. City Staff consider this response adequate in responding to the urban design provisions outlined in the *DD (Except Downtown South) Character Area Descriptions*. Reference Recommended Condition 1.1.

DEVELOPMENT PERMIT STAFF COMMITTEE COMMENTS:

The Staff Committee has considered the approval sought by this application and concluded that with respect to the Zoning and Development By-law and Official Development Plan it requires decisions by both the Development Permit Board and the Director of Planning.

With respect to the decision by the Development Permit Board, the application requires the Development Permit Board to exercise discretionary authority as delegated to the Board by Council.

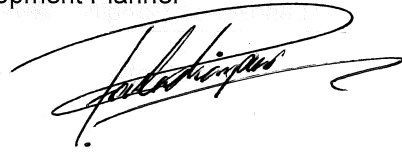
With respect to the Parking By-law, the Staff Committee has considered the approval sought by this application and concluded that it seeks a relaxation of three Class A and one Class B loading spaces. The Staff Committee supports the relaxations proposed.

Staff Committee recommends approval based on the conditions contained in the report.

J. Greer
Chair, Development Permit Staff Committee



C. Stanford
Development Planner



P. Fouladianpour
Project Coordinator

Project Facilitator: Erica Tsang-Trinaistich

DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATIONS

The following is a list of conditions that must also be met prior to issuance of the Development Permit.

A.1 Standard Conditions

Urban Design

A.1.1 design development to the private and public realm interface to address the following requirements:

- i. provision of demountable continuous weather protection along both frontages that is integrated with the building design;
- ii. mitigate any conflicts between the canopy and new street trees. Refer to Standard Landscape Condition A.1.19; and,
- iii. confirm the viability for tree planting under the canopy;

Note to Applicant: The light/ shade condition and soil volume should be able to support the growth, health and longevity of the proposed trees.

A.1.2 design development to locate, integrate and fully screen any emergency generator, exhaust or intake ventilation, electrical substation and gas meters in a manner that minimizes their visual and acoustic impacts on the building's open space and the Public Realm;

Development Review

A.1.3 an acoustical consultant's report shall be submitted which assesses noise impacts on the site and recommends noise mitigation measures in order to achieve noise criteria;

A.1.4 written confirmation shall be submitted by the applicant that:

- i. the acoustical measures will be incorporated into the final design and construction, based on the consultant's recommendations;
- ii. adequate and effective acoustic separation will be provided between the commercial and residential portions of the building; and
- iii. mechanical (ventilators, generators, compactors and exhaust systems) will be designed and located to minimize the noise impact on the neighbourhood and to comply with Noise By-law #6555;

A.1.5 demonstrate compliance with Section 3 (Density) of the Downtown Official Development Plan By-law;

Note to Applicant: Additional floor area is created beneath the canopy located at the new restaurant outdoor deck and beneath the canopy located at the pavilion rooftop stair and elevator vestibule. Revised full size FSR overlay drawings are required and Project Information to be updated accordingly.

A.1.6 provision of revised architectural drawings to reflect the following:

- i. clarify use and identify on drawings the included floor area (net 4,831 ft²) located on parking levels P1-P3;
 - ii. confirm whether mechanical equipment at pavilion roof level are in an open to above or enclosed area – the latter would result in additional floor area;
 - iii. update Project Information sheet (A 002) with revised figures to show:
 - a. the area calculation and FSR summary of proposed changes;
Note to Applicant: Verify that additional floor area is being added to upper retail area and not lower as labeled. Recalculate the gained floor area for the office tower at the ground floor/plaza level under PH1.
 - b. the FSR summary for entire site; and
Note to Applicant: Correct floor area numbers and differentiate uses between office tower and restaurant at ground floor/plaza and level 2/mezzanine levels.
 - c. parking summary for the entire site.
Note to Applicant: Ensure statistics provided match figures provided within drawing set. Verify the total number of standard, small and accessible spaces on each parking level.
 - iv. delete all references to the proposed signage, or provide notation on plans confirming that: “all signage is shown for reference only and is not approved under this Development Permit. Signage is regulated by the Sign By-law and requires separate approvals. The owner[s] assumes responsibility to achieve compliance with the Sign By-law and obtain the required sign permits”; and
 - v. annotate floor plans to indicate all areas that are not affected by and/or outside the scope of this development permit application (Hyatt Hotel, convention centre, etc.).
- A.1.7 compliance with Section 6 (Off-street Bicycle Space Regulations) of the Parking By-law, in relation to:
- i. total number and location of Class B bicycle spaces on site;
 - ii. number of horizontal and vertical Class A bicycle spaces;
 - iii. number of Class A bicycle lockers provided;
 - iv. total number of clothing lockers, water closets, wash basins and showers provided; and
 - v. required number of electrical outlets for Class A bicycle spaces.
Note to Applicant: Revise the Project Information statistics and drawings to clearly indicate the preceding.
- A.1.8 written confirmation to clarify whether the car share spaces located on parking level P1 are new or existing;
- A.1.9 written confirmation that there are no proposed changes of use to any of the existing tenanted spaces in the retail mall levels as part of this application;
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A.1.10 written acknowledgement that additional development permit application fees will be required prior to permit issuance;

Note to Applicant: Additional fees will be calculated based on the final total new floor area accepted at Prior-to response stage and are subject to Section 6(a) of Appendix E – Zoning and Development Fee By-law

Landscape

A.1.11 design development to the plaza as follows:

- i. strategically locate the planters and seating elements to frame pockets of flexible open space and to allow for other programming opportunities besides outdoor dining;
- ii. enhance the hotel entry facing W Georgia St by re-arranging planting, seating and lighting features;
- iii. consider views when locating seating elements;

A.1.12 consideration to improve the RBC buildings' edge-condition with adjacent developments such as the Hyatt Hotel by:

- i. adding some seating and planting in in-between space; and,
- ii. continuing the stone-pavers used for the plaza into that space;

Note to Applicant: Care should be taken that planting does not create opportunities for unexpected mischief. To be read in conjunction with Recommended Condition 1.1 and Standard Urban Design Condition A.1.1.

A.1.13 design development to the private and public realm interface to avoid conflicts between the canopy and new street trees. Refer to Standard Engineering Condition A.1.16;

A.1.14 design development to confirm the viability for tree planting under the canopy;

Note to Applicant: The light / shade condition and soil volume should be able to support the growth, health and longevity of the proposed trees.

A.1.15 incorporation of edible plants in the planting plan;

Note to Applicant: Edible plants can be used as ornamentals as part of the landscape design.

A.1.16 provision of architectural and landscape features intended to create bird friendly design;

Note to Applicant: Bird friendly plants should be included on the plant palette, enabling bird habitat conservation and bird habitat promotion. Refer to the Bird Friendly Design Guidelines for examples of landscape features that may be applicable, and provide a design rationale for the features noted. For more information, see the guidelines at: <https://guidelines.vancouver.ca/B021.pdf>.)

A.1.17 provision of a lighting plan. Refer to Standard CPTED Condition A.1.21ii;

A.1.18 provision of a high-efficiency automatic irrigation system for all planted areas;

Note to Applicant: Provide an irrigation plan or notations to confirm.

- A.1.19 coordination of new proposed street trees with Engineering Services and the Park Board, confirming quantities, species, sizes and locations, and addition of the following note on the plans:

“Final location, quantity, tree species to the satisfaction of the General Manager of Engineering. Contact Eileen Curran Engineering Services (Streets Design Branch) at 604-871-6131 to confirm planting location. New tree must be of good standard, minimum 6 cm calliper and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet long and 18 inches deep. Planting depth of root ball must be below sidewalk grade. New street trees to be confirmed prior to issuance of the building permit. Call Cabot Lyford at Park Board at 311 for tree species selection and planting requirements. Park Board to inspect and approve after tree planting completion.”

Note to Applicant: The applicant must contact Engineering Services and Park Board prior to final DP submission and ensure this information is included on the Plant Schedule;

- A.1.20 provision of confirmed trenching locations for utility connections, avoiding conflict with tree root zones and addition of the following note:

“Trenching for utility connections to be coordinated with Engineering Department to ensure safe root zones of retained trees.

Crime Prevention Through Environmental Design (CPTED)

- A.1.21 Design development to incorporate CPTED principles by considering the following:

- i. provide natural surveillance throughout all publicly and easily accessible locations such as the underground carpark, elevator/entry lobbies, fire-stair exit points, as well as the areas between the subject building and its neighbours such as the Hyatt Hotel and MacMillan Bloedel Building;
- ii. include pedestrian-scaled lighting to improve safety and security around the building. Refer to Standard Landscape Condition A.1.17;
- iii. provide 24/7 lighting and walls painted white at the underground carpark;
- iv. avoid deep alcoves and concealed spaces especially along at the sides and rear of the site; and,
- v. reduce opportunities for graffiti around the building, use graffiti deterrent paint, and lighten colour of blank facades along base.

A.2 Standard Engineering Conditions

- A.2.1 arrangements are to be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the consolidation of Lot 1, Plan 14002, and the East ½ of Lot 13, Plan 92, Both of Block 3, District Lot 185 to create a single parcel.
- A.2.2 provision of a surface Statutory Right of Way (SRW) for public pedestrian purposes at the corner of W. Georgia Street and Burrard Street adjacent the site. This corner cut will measure 5.5m
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along the property line adjacent W. Georgia Street and 5.5m along the property line adjacent Burrard Street from the intersection of these two property lines.

Note to Applicant: The SRW will be free of any encumbrance at grade such as structure, vents, stairs, planter walls, and door swing.

- A.2.3 delete the stairs proposed in the corner cut SRW. This SRW is intended to provide an expanded sidewalk for public use by people of all abilities and the presence of stairs will restrict some people's ability to use that portion of sidewalk.
- A.2.4 provision of a separate application for all public property improvements is required, please submit a copy of an updated Landscape Plan that reflects the following off-site improvements sought for this application;
- i. provision of a new front boulevard and sidewalk adjacent the site that follows the City's "Ceremonial Street – Commercial" Streetscape Design Detail. Note the exposed aggregate banding should be replaced with coloured concrete.
 - ii. provision of a new curb ramp on the corner of W. Georgia Street and Burrard Street adjacent the site.
 - iii. delete the first 3 proposed street trees along W. Georgia Street (closest to Burrard Street). These proposed trees are in a bus zone and may interfere with transit operations.
 - iv. provision of upgraded street lighting (roadway and sidewalk) adjacent to the site to current COV standards and IESNA recommendations.
 - v. provision of new or replacement duct banks adjacent the development site that meet current City standards. Duct banks are to consist of electrical and communication ducts sized to meet City needs in a configuration acceptable by the General Manager of Engineering Services and in conformance with applicable electrical codes and regulations. A detailed design will be required prior to the start of any associated street work. Note: as-constructed documentation will be required that includes photographic and measured evidence of the installed number of conduits, their final locations and depths.
 - vi. replace 3 existing bus shelters with 4 benches and 3 standalone advertising panels under proposed canopy.

Note to Applicant: Benches are to be placed within 9m of bus stop ID poles. For clarity, each bus stop ID pole is to have 2 benches within 9m. The applicant is to pay all costs associated with removal of bus shelter and installation of benches and advertising panels by City's street furniture contractor including foundations and electrical connections as applicable. Benches and advertising panels will be supplied and installed by the City's street furniture contractor.

- A.2.5 provision of additional notation to the Landscape Plans as follows:
- i. "All existing street furniture in street right of way shall be protected during construction. Final location of proposed street furniture shall be confirmed with Street Furniture Coordinator. All removal, relocation or installation of street furniture shall be by the City's street furniture contractor, and coordinated with City of Vancouver Street Furniture Coordinator. Notification is required a minimum of 8 weeks prior to construction."
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Note to Applicant: All costs associated with removal, relocation and installation of existing and new street furniture, including storage and re-location to or from a different site, shall be the responsibility of the developer.

- ii. "This plan is NOT FOR CONSTRUCTION and is to be submitted for review to Engineering Services a minimum of 8 weeks prior to the start of any construction proposed for public property. No work on public property may begin until such plans receive "For Construction" approval and related permits are issued. Please contact Engineering, Development Services and/or your Engineering, Building Site Inspector for details."

A.2.6 provision of automatic door openers on all doors providing access to Class A bicycle storage.

A.2.7 provision of design elevations at the property line adjacent all new entrances.

A.2.8 clarify garbage storage and pick-up space. Please show containers and totes on plans for recycling and garbage needs and refer to the Engineering garbage and recycling storage facility design supplement for recommended dimensions and quantities of bins.

Note to Applicant: 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.

A.2.9 a canopy application is required. Canopies must be fully demountable and drained to the buildings internal drainage system. Canopies are defined as a rigid roof like structure supported entirely from a building and where the canopy deck is constructed of wired or laminated safety glass or metal not less than 0.56 mm in thickness (Vancouver Building By-law Section 1A.9.8).

A.2.10 the General Manager of Engineering Services will require all utility services to be underground for this "conditional" development. 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 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.

The applicant is to provide confirmation that all required electrical plant is provided for on-site. There is to 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.

It is presumed with your consultation so far with B.C. Hydro that an area has been defined within the development footprint to accommodate such electrical plant. Please confirm that this space has been allocated and agreement between both parties has been met.

A.2.11 provision of any gas service to connect directly to the building without any portion of the service connection above grade within the road right of way.

A.3 Standard Licenses & Inspections (Environmental Protection Branch) Conditions:

A.3.1 The property owner shall, 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.

A.3.2 Enter into a remediation agreement for the remediation of the site and any contaminants which have migrated there on terms and conditions satisfactory to the Manager of Environmental Protection 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 development, until a Certificate of Compliance or an “Instrument of Approval” satisfactory to the City for the on-site contamination, issued by the Ministry of Environment and Climate Change Strategy, has been provided to the City.

B.1 Standard Notes to Applicant

- B.1.1 Written confirmation to be submitted when the Development Permit notification site sign has been removed.
- B.1.2 The applicant is advised to note the comments of the Building Review Branch in meeting minutes, dated June 25, 2019, prepared by CFT Engineering Inc. Further, confirmation that these comments have been acknowledged and understood, is required to be submitted in writing as part of the “prior-to” response.
- B.1.3 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before **September 2, 2020**, this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.
- B.1.4 This approval is subject to any change in the Official Development Plan and the Zoning and Development Bylaw or other regulations affecting the development that occurs before the permit is issuable. No permit that contravenes the bylaw or regulations can be issued.
- B.1.5 Revised drawings will not be accepted unless they fulfill all conditions noted above. Further, written explanation describing point-by-point how conditions have been met, must accompany revised drawings. An appointment should be made with the Project Facilitator when the revised drawings are ready for submission.
- B.1.6 A new development application will be required for any significant changes other than those required by the above-noted conditions.

B.2 Conditions of Development Permit:

- B.2.1 Provision of any gas service to connect directly to the building without any portion of the service connection above grade within the road right of way.
 - B.2.2 The owner or representative is advised to contact Engineering to acquire the project’s permissible street use. Prepare a mitigation plan to minimize street use during excavation and construction (i.e. consideration to the building design or sourcing adjacent private property to construct from) and be aware that a minimum 60 days lead time for any major crane erection/removal or slab pour that requires additional street use beyond the already identified project street use permissions. No tower crane permitted on street.
 - B.2.1 All approved off-street vehicle parking, loading and unloading spaces, and bicycle parking spaces shall be provided in accordance with the relevant requirements of the Parking By-law prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
 - B.2.2 All landscaping and treatment of the open portions of the site shall be completed in accordance with the approved drawings prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
 - B.2.3 Any phasing of the development, other than that specifically approved, that results in an interruption of continuous construction to completion of the development, will require application to amend the development to determine the interim treatment of the incomplete portions of the site to ensure that the phased development functions are as set out in the approved plans, all to the satisfaction of the Director of Planning.
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- B.2.4 The issuance of this permit does not warrant compliance with the relevant provisions of the Provincial Health and Community Care and Assisted Living Acts. The owner is responsible for obtaining any approvals required under the Health Acts. For more information on required approvals and how to obtain these, please contact Vancouver Coastal Health at 604-675-3800 or visit their offices located on the 12th floor of 601 West Broadway. Should compliance with the health Acts necessitate changes to this permit and/or approved plans, the owner is responsible for obtaining approval for the changes prior to commencement of any work under this permit. Additional fees may be required to change the plans.
- B.2.5 The owner or representative is advised to contact Engineering to acquire the project's permissible street use. Prepare a mitigation plan to minimize street use during excavation and construction (i.e. consideration to the building design or sourcing adjacent private property to construct from) and be aware that a minimum 60 days lead time for any major crane erection/removal or slab pour that requires additional street use beyond the already identified project street use permissions. No tower crane permitted on street.
- B.2.6 This site is affected by a Development Cost Levy By-law and levies will be required to be paid prior to issuance of Building Permits. For more information regarding TransLink's DCC requirements and waivers, please see their website at <https://www.translink.ca/About-Us/Taxes/Development-Cost-Charges.aspx>.
- B.2.7 Requires a Certificate of Compliance or Final Negative Determination from the Ministry of Environment prior to issuance of the occupancy permit.
- B.2.8 Waste Discharge Permit may be required for any dewatering on the site.
- B.2.9 A qualified environmental consultant must be available to identify, characterize and appropriately manage any environmental media of suspect quality which may be encountered during any subsurface work.
- B.2.10 In the event, contamination of any environmental media are encountered, a Notice of Commencement of Independent Remediation must be submitted to the Ministry of Environment and Climate Change Strategy and a copy to the City of Vancouver.
- i. Upon completion of remediation, a Notification of Completion of Independent Remediation must be submitted to the Ministry of Environment and Climate Change Strategy, and a copy to the City of Vancouver.
 - ii. Dewatering activities during remediation may require a Waste Discharge Permit.
 - iii. Submit a copy of the completion of remediation report signed by an Approved Professional stating the lands have been remediated to the applicable land use prior to occupancy permit issuance.
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C.1 Building Review Branch Comments

Provision of existing conditions report that identifies feasible upgrades to be submitted to Building Review Branch at BP Stage. The project is classified as a major vertical addition with applicable upgrades of F4, S4, N4, A4, and E5.

Note to Applicant: Reference meeting minutes, dated June 25, 2019 and prepared by CFT Engineering Inc, City staff stated that it would not be acceptable to separate the additions from the existing building using the approach described in Vancouver Building By-law Article 11.2.1.5 to allow them to be considered as self-contained additions; and thereby, limit their effect on the required upgrading for the remainder of the complex. A report summarizing existing conditions and identifying feasible upgrades is required to be submitted to CoV Building Review Branch. Please contact Erv Hilderbrandt at 604-871-6562 for details.