



**CITY OF VANCOUVER
POLICY REPORT
URBAN STRUCTURE**

Date: October 12, 2006
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VanRIMS No.: 11-3600-03
Meeting Date: October 19, 2006

TO: Vancouver City Council

FROM: Director of Planning in consultation with the General Manager of Engineering Services

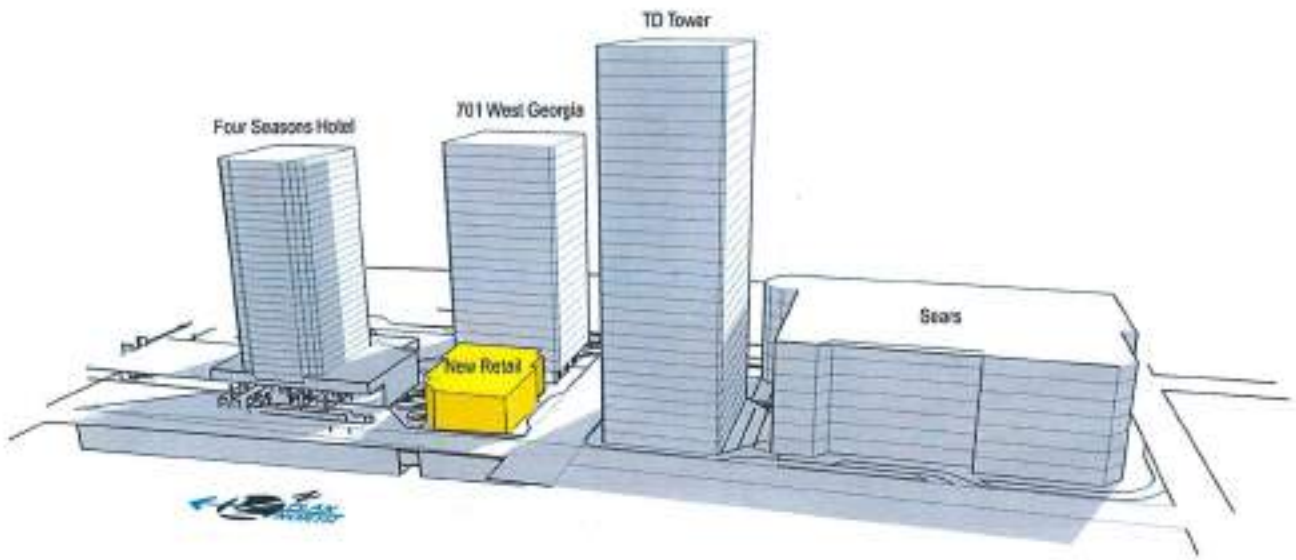
SUBJECT: **CD-1 Rezoning of 701 Granville Street, 701 West Georgia Street, 777 Dunsmuir Street and 700 West Pender Street (Pacific Centre)**

RECOMMENDATION

- A. THAT the application by Cadillac-Fairview Corp. Ltd. to rezone the site at 701 Granville Street (BLK 52, PLN 210, DL 541 Except PLN 16405 XPL LMP45482), 701 West Georgia Street (BLK 42, PLN 210, DL 541 Except PLN 18901 EP13277), 777 Dunsmuir Street (Lot C, Block 32, DL 541, PL 21253 Except PL 18505X, 1850MX), and 700 West Pender Street (Lot E, Block 32, DL 541, PLN LMP40957) from DD (Downtown District) to CD-1 (Comprehensive Development District), to increase the maximum floor space ratio to 9.47, be referred to a Public Hearing, together with:
- (i) draft CD-1 By-law provisions, generally as presented in Appendix A; and
 - (ii) the recommendation of the Director of Planning to approve the application, subject to approval of conditions contained in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-laws for consideration at the public hearing, including a consequential amendment to the Downtown Official Development Plan to remove the site from all map figures;

- B. THAT, if this application is referred to a public hearing, the applicant be advised to undertake prior public consultation regarding the in-plaza entrance to the Canada Line rapid transit station which is proposed as a public amenity to replace the public atrium being removed at 777 Dunsmuir Street;



BLOCK 42 BIRD'S EYE VIEW



SITE PLAN

- C. THAT, if the application is referred to a public hearing, the applicant be advised to make application to amend the Sign By-law, to establish regulations for this CD-1 in accordance with Schedule E (assigned Schedule "B" (DD));
- FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law for consideration at the public hearing;
- D. THAT, subject to approval of the rezoning at a public hearing, the Noise Control By-law be amended to include this CD-1 in Schedule A;
- FURTHER THAT the Director of Legal Services be instructed to bring forward the enactment to the Noise Control By-law at the time of enactment of the CD-1 By-law; and
- E. THAT Recommendations A to D 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.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the foregoing recommendations A to E.

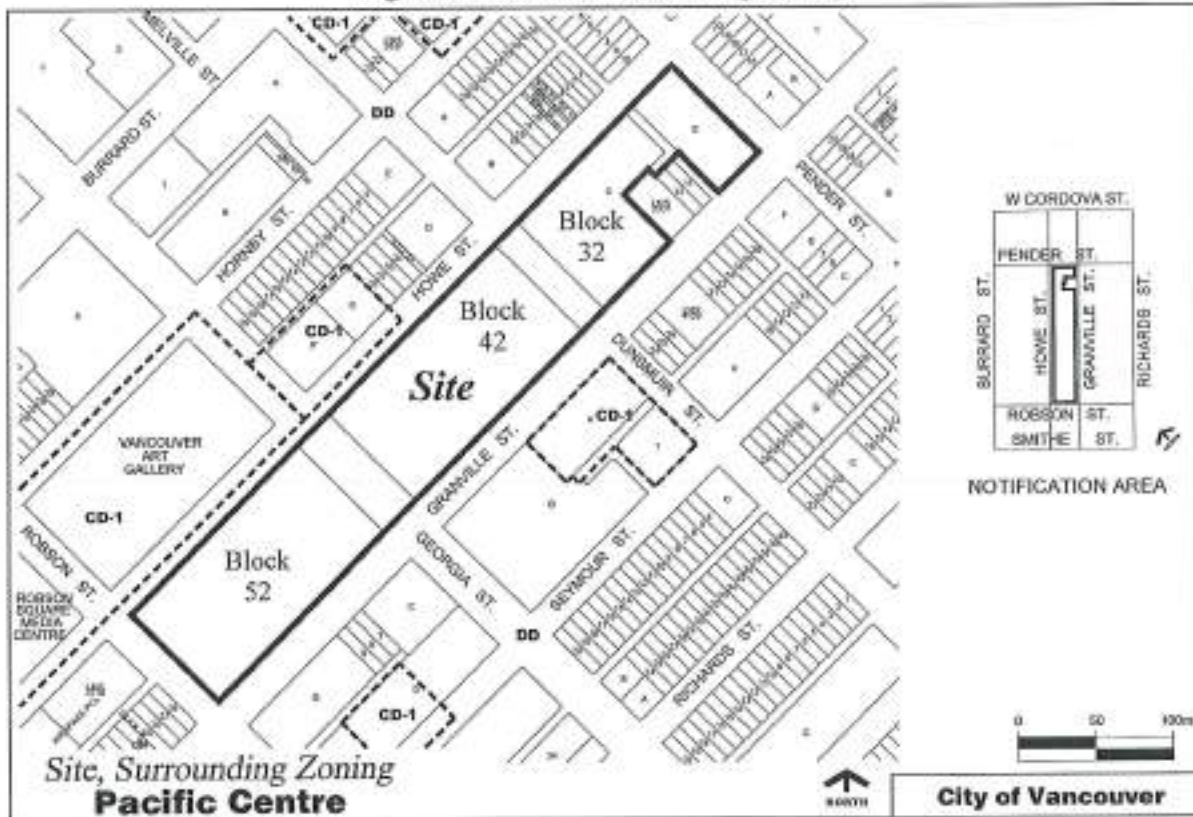
COUNCIL POLICY

- Downtown Official Development Plan (DODP)
- Central Area Plan: Goals and Land Use Policy
- Central Business District Policies
- Downtown (Except Downtown South) Design Guidelines
- DD (Except Downtown South), C-5, C-6, HA-1 and HA-2 Character Area Descriptions (see Character Area G - Georgia Street)
- Central Area Weather Protection Guidelines
- West Georgia Street Tree And Sidewalk Design Guidelines
- Financing Growth (Community Amenity Contribution) Policy
- City Transportation Plan (1997)
- Downtown Transportation Plan (2002)
- Vancouver Rapid Transit Strategy (2002)
- RAV Rapid Transit Project (2003)
- Granville Street Redesign Concept (2006)

ratio (FSR) of 9.273 on site area of 33 268.7 m² (358,113 sq. ft.). See Appendix D (page 1 of 5) for a sketch plan of existing development on the site.

Pacific Centre I, on Blocks 42 and 52, is in sub-area 'A' of the Downtown District where the FSR maximum is 9.0, and building height is limited to 137.2 m (450 ft.). Pacific Centre II and Pender Place are in sub-area 'B' where the FSR maximum is 7.0, and building height is limited to 91.44 m (300 ft.).

Figure 1 - Site and Surrounding Zoning



2. **Recent Development:** On September 12, 2005, the Development Permit Board approved a development application (DE409483) to infill the then existing atrium public amenity space of Pacific Centre II so as to provide a larger single-tenant retail space (for Holt Renfrew, now located on Block 42) and a new corridor system. (Note: This increased the floor space ratio from 7.0 to 7.21 and involved a transfer of approximately 1 300 m² (14,000 sq. ft.) of heritage density to the site.) This redevelopment is now well advanced, with completion expected in the spring of 2007.

The original DE approval of Pacific Centre II development on Block 32 involved the exclusion of 556 m² (5,985 sq. ft.) from the calculation of FSR area for the provision of a public atrium. Early in 2005, the property owners described the atrium space as always having been problematic in its functioning as a public space, being hidden well inside the building, and being difficult to program for events. Staff agreed and sought Council's endorsement of the

- reducing the parking provision from 2,140 spaces to 2,000, and
- providing for an entrance to the Canada Line rapid transit station in the plaza in the north-east portion of Block 52, including below grade access from the retail mall.

It has taken some time to realize the opportunity for an 'in-plaza' Canada Line station entrance at this important location which is integrated with adjoining development rather than an 'in-street' station entrance which is confined and constrained within the existing street right-of-way adjoining the Sears store. There is now agreement in principle between Cadillac-Fairview and Canada Line Rapid Transit Inc. to pursue an in-plaza station entrance. Cadillac-Fairview will accept responsibility for significant costs associated with the in-plaza option which are beyond Canada Line's budget, if additional retail space can be developed at Pacific Centre and if the accommodation of an in-plaza station entrance relieves Cadillac-Fairview of the obligation to replace the public atrium in Block 32 with another public amenity.

The construction of this proposed Canada Line station entrance will require some modifications to existing below-grade retail floor area to accommodate below-grade pedestrian access between the station and Pacific Centre Mall. This will involve a net reduction of 188 m² (2,024 sq. ft.) in retail floor area.

The applicant does not at this time propose to undertake the contemplated additional development in the immediate, foreseeable future. However, it is possible that circumstances may change sufficiently that the proposed retail development might be designed and undertaken in conjunction with the development of the station entrance.

DISCUSSION

1. Canada Line Station Entrance at Georgia and Granville

Construction has begun this summer on the underground station box for the Canada Line rapid transit station at Georgia and Granville Street (to be named 'Vancouver City Centre').

The routing of the Canada Line through the downtown is an all-tunnel alignment under Granville and Davie Streets, starting at Waterfront Station at Granville and Cordova Streets, with two other stations on the peninsula: one at Robson/Granville and another, serving Yaletown, at Davie/Mainland. The main design challenge for all the Vancouver Canada Line stations is to provide station entrances that integrate seamlessly into existing or new development. The goal is to make it easy for passengers to identify the entrance in a busy streetscape of buildings, storefronts, signs and traffic without overshadowing these other elements. Since all but one of the Vancouver stations are underground, another challenge is to provide appropriate station identity so that passengers can easily see where they are and where they want to go.

The design for the Robson/Granville station has the tracks and platform located under Granville Street between Robson and Georgia Streets. The plans for this station initially included a station entry which was located midblock along Granville Street within the street right of way adjoining the Sears Store. (Note: More background information about City Council decisions regarding the Richmond-Airport-Vancouver rapid transit line and its stations is provided in Appendix C.)

Figure 2 - Canada Line Rapid Transit Station Entrance: Street Level

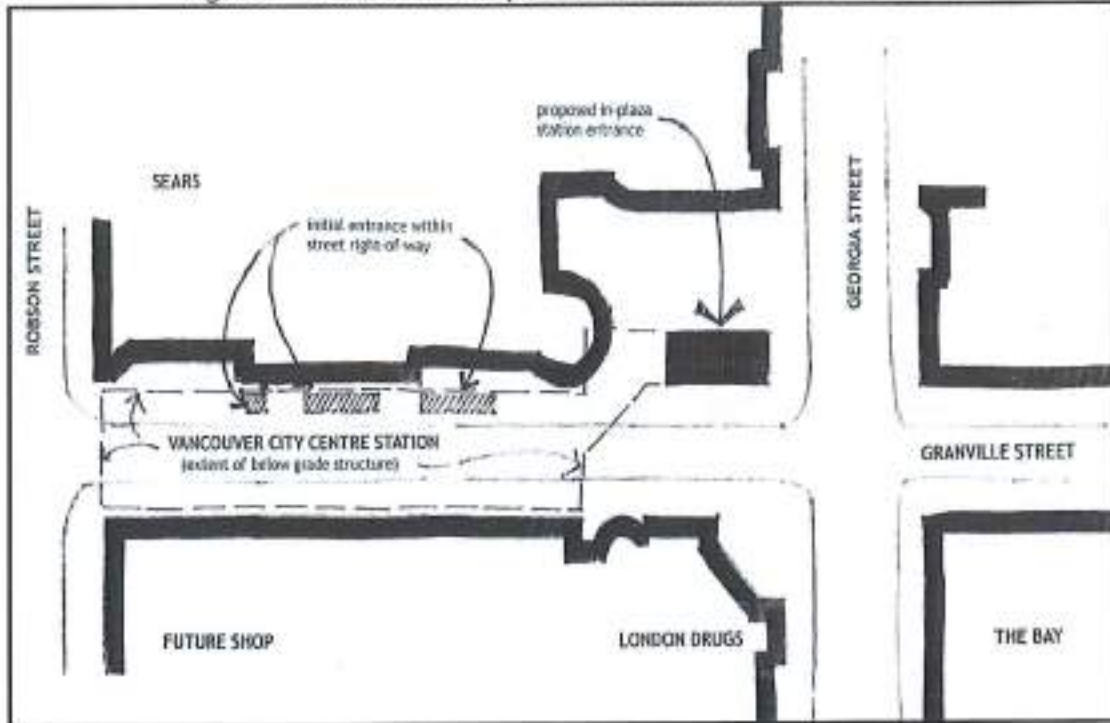
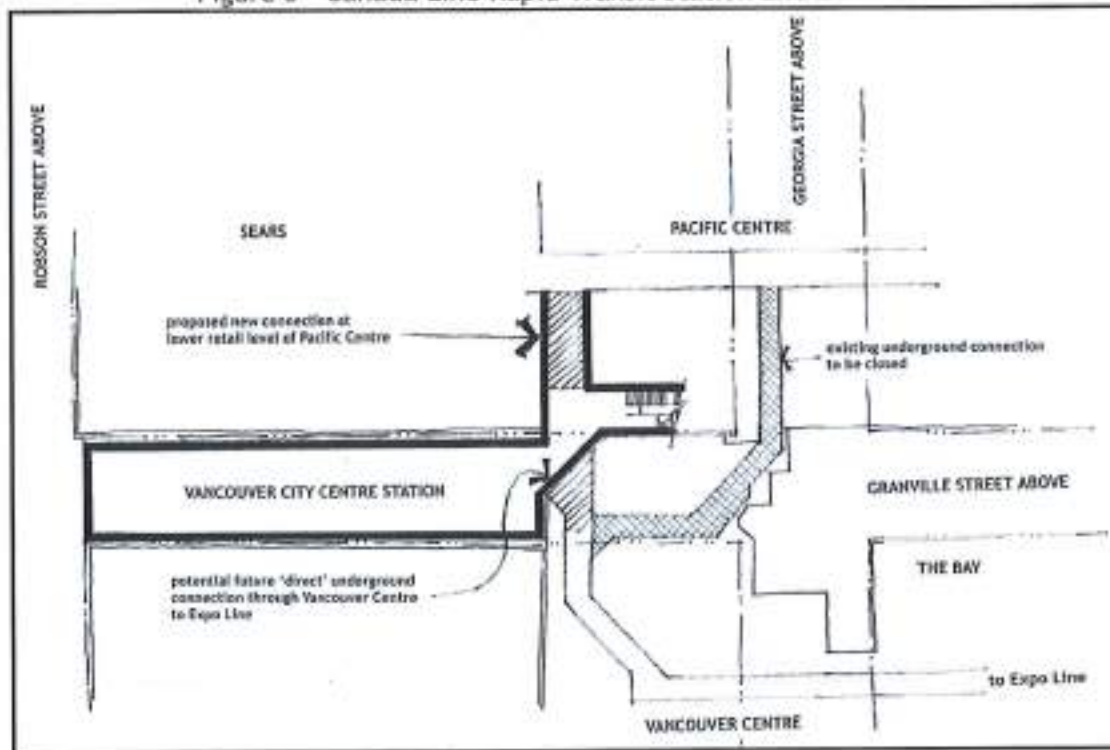


Figure 3 - Canada Line Rapid Transit Station Entrance: Mall Level



Renfrew from Block 42 to Block 32 which is presently underway. This is due to current circumstances in the retail market, particularly given the specialty retail occupants which are contemplated at this prominent location.

In this circumstance, staff propose that preparation, review and approval of a form of development for the proposed new retail space within the existing plazas on Blocks 42 and 52 be deferred until development (DE) application stage. At that future time, City Council approval would be requested prior to development permit issuance. In the meantime however, to ensure that an appropriate form of development is forthcoming at this important location, staff recommend conditions of rezoning approval which include design development conditions to be addressed by future development application(s) for any development on the Block 42 and Block 52 plaza areas (see Appendix B).

Several design development conditions are recommended to ensure that retail development within the existing plazas enhances the prominence of the north-east corner of Block 52 and south-west corner of Block 42 with exemplary architecture commensurate with this significant location, provides pedestrian interest and amenity, and is well integrated with the Canada Line station and surrounding context.

Two other significant conditions are recommended for this proposed new development. First, it is recommended that every opportunity be explored for the provision of public amenity space, indoor and/or outdoor, in close proximity to the in-plaza rapid transit station entrance. Second, staff recommend the replacement of the information kiosk in the plaza at the south-west corner of the Georgia/Granville intersection with something more functional that would also operate as a ticket booth for venues/events in the city. The proposed manned ticketing operation, which would also provide information services to the public, would need to be enclosed, heated and accessible to the street.

4. Parking and Loading

Pacific Centre (including Pender Place) provides 2,140 parking spaces (1,546 of these in Blocks 42 and 52, owned by the City and operated by EasyPark). Under present Parking By-law requirements, an estimated 2,800 spaces would be required for the existing development, about 660 more than is presently available. The By-law also has requirements for bicycle parking, few of which are met in Pacific Centre which predates the adoption of such requirements.

The application requests a reduction of 140 parking spaces, and also that no additional parking and loading spaces be provided for the additional retail floor space which is proposed. Staff propose to assess this request more closely at the time that development application for proposed additional retail development is submitted and reviewed. Four factors will be significant in that assessment. First, later this fall Engineering Services staff will initiate a survey and analysis of the travel behaviour of downtown office employees. This study will clarify parking demand in the downtown, and there is a strong possibility that parking needs may have fallen in recent years.

Second, bicycle parking provision in Pacific Centre is a significant concern. The desirability and growing trend towards bicycle usage recommends the development of 'bikades' in the downtown area, to complement the network of bicycle routes and address the limited supply

right-of-way. Cadillac-Fairview's total costs to accommodate an in-plaza station have been estimated at \$7.5 million.

The City of Vancouver has previously budgeted a contribution of \$1,000,000 to achieve improved pedestrian access from Granville Mall to the City-operated parkade, through the installation of a stand-alone elevator from street level to the P2 level below the Sears store. There is an assumption that any surplus funds remaining from the \$1 million could be applied generally to the cost of the station. In recent negotiations, the City has committed a further \$1 million and other considerations to lessen the burden on Canada Line Rapid Transit Inc.

Faced with the prospect of an in-street Canada Line station entrance which would crowd the public realm on the 700-block of Granville Street and provide only one station entrance, with access from street grade only, staff believe that the alternative described in this report is a significant public amenity which is sufficient to offset the loss of the atrium space which was provided in Block 32. It can be noted that it is possible there will be opportunity to provide some public amenity space, indoor and/or outdoor, in the context of the future development at Pacific Centre. At that time, as noted earlier, the City may seek a replacement for the information/ticketing kiosk now situated at the north-east corner of the plaza.

PUBLIC INPUT

Public notification of the initial rezoning application submitted in late February this year was not undertaken pending clarification as to the precise nature and amount of additional density and development proposed, and whether an off-street, in-plaza rapid transit station entrance would be achieved and how it would be integrated with existing and/or new development. In the months since the application was submitted, City staff have pursued the opportunity to achieve an in-plaza Canada Line station entrance. In these circumstances, and until there was more clarity about the proposal, it was judged appropriate to delay notification and public consultation about the proposed rezoning.

Notwithstanding the foregoing, there has been public consultation regarding the Canada Line rapid transit station entrance at Granville/Georgia. Beginning in June of 2005, the Preliminary Design Consultation for the Canada Line stations was initiated. A series of open houses were held for the nine Vancouver stations with Waterfront, Vancouver Centre and Yaletown-Roundhouse presented together on June 20th at the Vancouver Public Library. These open houses were focussed on the prototypes proposed for each station, their location and their integration within neighbourhood. Consultation on the specific elements of the station design included items such as entrance locations and the extent to which the station design reflected the local neighbourhood.

Following the Preliminary Design Consultation, the Detailed Design Consultation phase of station design was begun in January this year. The downtown stations were presented together, at two separate open houses (March 7th and May 1st). The purpose of these sessions was to gather feedback from the public about the system and the station specific design details. It also offered an opportunity to consult and seek advice from the Urban Design Panel prior to presenting the station designs to the Development Permit Board.

Pacific Centre
DRAFT CD-1 BY-LAW PROVISIONS

A draft CD-1 By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting, to the satisfaction of the Director of Legal Services.

1. Land Uses

Subject to Council approval of the form of development and to conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:

- (a) Cultural and Recreational Uses,
- (b) Public Authority Uses, including rapid transit station entrance
- (c) Institutional Uses,
- (d) Office Uses,
- (e) Retail Uses,
- (f) Service Uses, and
- (g) Accessory Use customarily ancillary to any of the uses listed above.

2. Floor Space Ratio

The maximum floor space ratio must not exceed 9.47. The site area for purposes of FSR calculation is 33 268.7 m² (358,113 sq. ft.).

The exclusions in the Downtown Official Development Plan from computation of floor space ratio (sections 3.6 and 3.7) will apply, and in addition the entrance to the Canada Line rapid transit station, both the building above grade and the floor area below grade, measured to the extreme outer limits of enclosed space designed for this purpose, will be excluded from floor space ratio calculation.

3. Height

The building height must not exceed 137.16 m (450 ft.), except that it will be limited to 91.44 m (300 ft.) for the portions of site located in Block 32, District Lot 541.

4. Parking, Loading and Bicycle Parking

Any development or use of the site requires the provision, development and maintenance of off-street parking, loading, bicycle and passenger spaces in accordance with the applicable provisions of the Parking By-law, including those for relaxation, exemptions and mixed-use reduction.

* * * *

- iii) design development at the south-east corner of Block 52 and south-west corner of Block 42 should achieve architectural excellence, appropriate to this significant city location and consistent with the intent of the Downtown Official Development Plan and related guidelines;
- iv) design development should seek to retain some open space and provide some interior public space, and provide these in a way which is integrated seamlessly with the adjoining public realm;

Note to Applicant: The public realm should encourage public interaction and gathering, lending significance to these corner sites and be well integrated with the surrounding streets and sidewalks. Provision of detailed drawings is required of proposed landscaping, including paving materials, planting, street furniture, and lighting.

- v) design development should explore opportunity to replace the existing kiosk on the Block 52 plaza with a more functional, community-serving information facility that would also operate as ticket booth for venues/events in the city.

Note to applicant: The replacement kiosk should be a manned ticketing operation which also provides information/ pamphlets etc. for the public. The facility would need to be enclosed and heated, with a ticket/wicket window accessible to the street.

- vi) In the preparation of a development application, the public should be consulted about proposed land use and design concepts, through workshops and open houses.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

- vii) design development to take into consideration the principles of CPTED (Crime Prevention Through Environmental Design) having particular regard to reducing opportunities for theft in the underground parking areas and mischief such as graffiti and alcove areas.

AGREEMENTS

- (c) THAT, prior to enactment of the CD-1 By-law, the registered owner shall, at no cost to the City and on terms and conditions satisfactory to the Director of Legal Services in consultation with the General Manager of Engineering Services, make arrangements for the applicant to carry out the following:
 - (i) provide copies of a charge summary and analysis of the titles to Blocks 32, 42 and 52 in accordance with guidelines specified by the Director of Legal Services;
 - (ii) provide a written analysis, prepared by a qualified professional engineer or professional engineers satisfactory to the General Manager of Engineering Services, of all existing City utility services currently servicing Blocks 32, 42

ADDITIONAL INFORMATION Canada Line Rapid Transit

The City Transportation Plan (1997) supported a minimum of two new rapid transit lines within Vancouver, including one between downtown Vancouver and Richmond. The Downtown Transportation Plan (2002) supported a rapid transit line Station using tunnel rail technology between the downtown and Richmond (and possibly the Airport) to achieve City and Regional objectives with stations in Downtown South, the central business district (centred at Burrard and Dunsmuir) and the transportation hub at Waterfront.

As part of the Vancouver Transit Strategy adopted on April 23, 2002, Council indicated its support for a regional transit subway system linking Vancouver, Richmond and Vancouver International Airport generally along the Cambie Corridor to serve important institutional (e.g., hospitals, Langara College, City Hall), employment (e.g., Central Broadway), and retail destinations (e.g., Oakridge, Central Broadway). Council also directed that a subway under Cambie not encroach on the surface of the Cambie Heritage Boulevard median. On January 14, 2003, Council reaffirmed its support for a rapid transit line from Richmond City Centre and the Vancouver International Airport to Downtown Vancouver in order to improve service in the corridor and increase regional transit ridership.

A policy report, "Richmond/Airport-Vancouver Rapid Transit Project", dated April 4, 2003, from the General Manager of Engineering Services and the Director of City Plans in consultation with the Director of Current Planning, presented several recommendations to form the basis for Council's advice to TransLink regarding the design, construction, partial financing, and operation of a Richmond/Airport-Vancouver rapid transit line. The recommendations sought to ensure that the City's interests are reflected in the design of the system and so that a rapid transit project would be a significant asset to the transportation network while meeting the needs of the communities it would serve. The City has an overarching interest in ensuring that any impacts on the communities it will serve and pass through are minimized, and that the benefits to these communities, and the city and region as a whole, are maximized.

A Special Meeting of Council was scheduled on May 13, 2003, in order to hear from members of the public wishing to speak on the staff recommendations. This meeting was subsequently reconvened on May 14 and 15, 2003, and at its conclusion Council approved several recommendations, including the following which are germane to this report:

- F. THAT the RAV Project meet the highest standards in station and system design, for example, crime prevention through environmental design (CPTED), neighbourhood fit and public art, as outlined in Appendix A.

- J. THAT the stations on the line be designed for maximum integration into the city's transit, pedestrian and cycling networks, as well as to complement and enhance the communities they will serve. Where underground stations are provided, efforts should be made in order that pedestrians should not have to cross major streets at grade to make frequently used connections. Opportunities to integrate stations into adjacent developments should be pursued. Specific conditions for stations include: ...

- the BC Place and GM Place sports stadium;
- Performing arts venues such as the Orpheum, Queen Elizabeth Theatre and Playhouse, and the Centre for the Performing Arts;
- Specialized shopping districts; and
- Public and private post-secondary educational institutions, such as the downtown campuses of SFU, BCIT, UBC and VCC, and numerous ESL schools.

City Transit Priorities

The City's transportation policies, as expressed in CityPlan, the Vancouver Transportation Plan, the Vancouver Transit Strategy and the Downtown Transportation Plan include a Richmond-Vancouver rapid transit line.

RAV would contribute to achieving the City's land use goals by providing improved access to the downtown and Central Broadway. Downtown Vancouver had 143,000 jobs in 2001 and this could increase to 175,000 by 2021. Without RAV, increasing congestion would make the downtown a less attractive place to do business. The Downtown Transportation Plan projects that, without RAV, the number of vehicles entering downtown would increase by 2.2% and this would cause a 15% increase in vehicle delay. As well, transit speeds in the downtown would decrease by about 10%. Employment in Central Broadway (Main to Arbutus) could grow from 60,000 to 90,000 jobs over the same 2001-2021 period. RAV and the completed Millennium Line would be mutually supportive in providing Central Broadway with a high level of transit service. See Appendix B for more details.

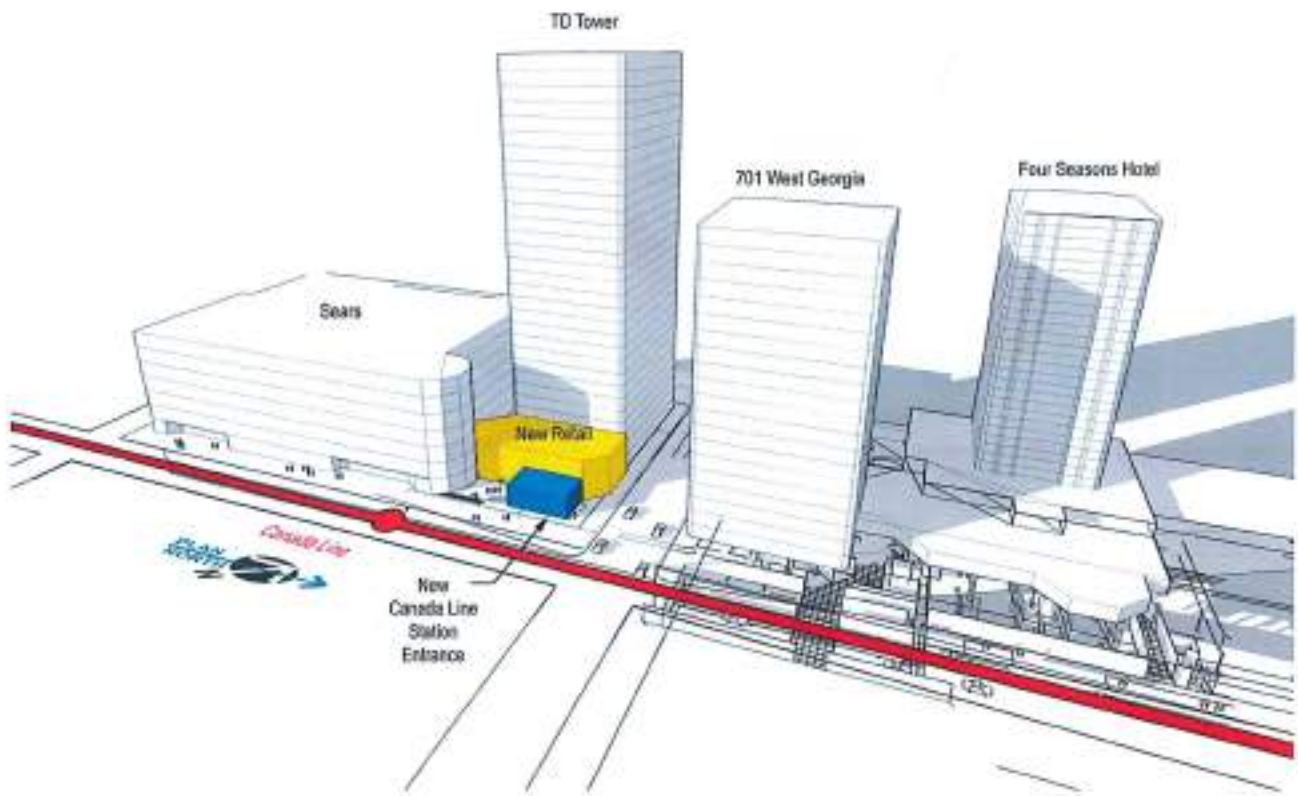
Ridership modeling done by the RAV Project team indicates that the majority of RAV ridership would be generated by Vancouver riders. In the morning peak hour, 61% of RAV passengers would board in Vancouver. Further, 68% of Vancouver boardings would be outside the downtown. It is notable that more people would board the system in Vancouver outside downtown than would board in Richmond. Altogether, it is expected that the Vancouver stations would handle two-thirds of the 100,000 total weekday passenger trips expected on RAV after the post-opening ramp up in ridership is complete.

RAV would improve the liveability of streets now carrying suburban bus traffic as diesel buses are replaced by an electric rail system. Based on current schedules, about 600 weekday diesel bus trips would be removed from Granville Street and 40 trips from Oak Street. The liveability of the increasingly residential streets in Downtown South now affected by suburban bus traffic, such as Seymour, Howe, and parts of Richards streets, would also be improved as noise and vibration from diesel buses would be reduced. RAV is also expected to result in 18,000 fewer weekday automobile trips in the corridor.

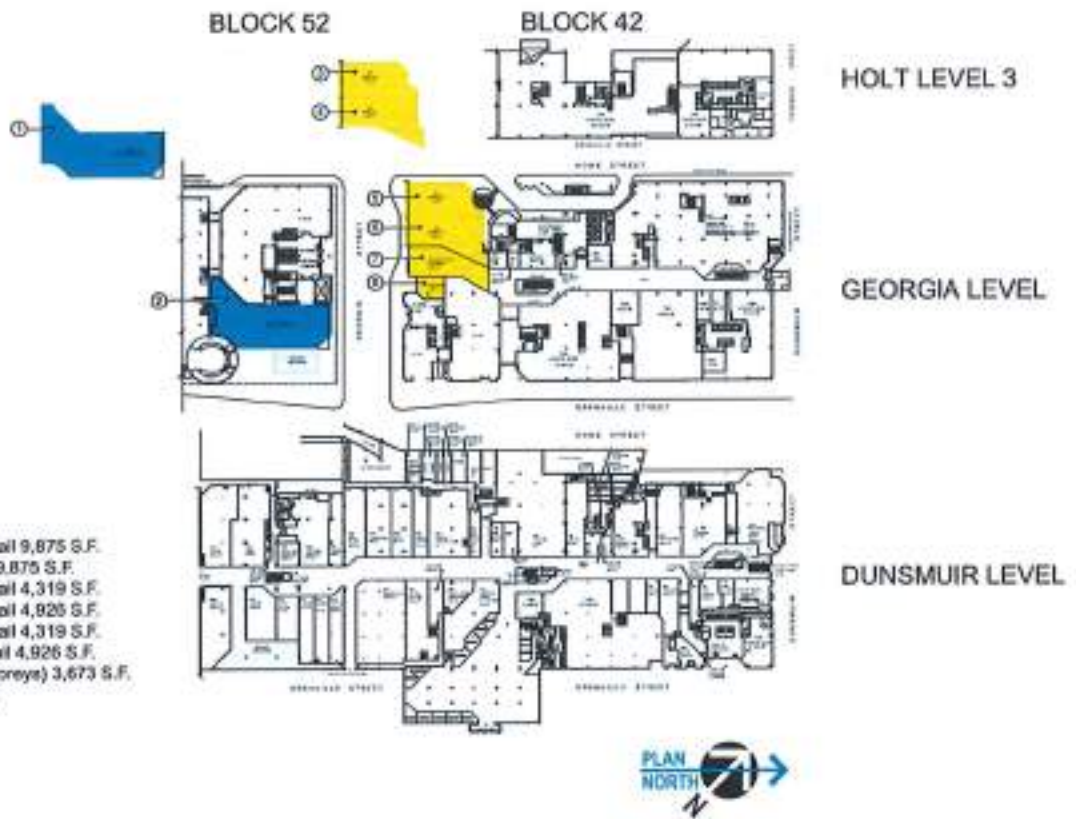
Downtown

Three options have been developed for the downtown, starting at Waterfront Station at Granville and Cordova. They are:

- An all-tunnel alignment under Granville and Davie Streets, considered to be the base alignment;



BLOCK 52 BIRD'S EYE VIEW



LEGEND:

- 1. TBD, Upper Level Retail 9,875 S.F.
- 2. TBD, At Grade Retail 9,875 S.F.
- 3. TBD, Lower Level Retail 4,319 S.F.
- 4. TBD, Lower Level Retail 4,926 S.F.
- 5. TBD, Lower Level Retail 4,319 S.F.
- 6. TBD Lower Level Retail 4,926 S.F.
- 7. New Court Entry (3 Storeys) 3,673 S.F.
- 8. New Retail 2,761 S.F.

FLOOR PLANS: DEVELOPMENT - INFILLS, RAV STATION