

**CITY OF VANCOUVER
POLICY REPORT
URBAN STRUCTURE**

Date: October 12, 2006
Author: Phil Mondor
Phone No.: 604.873.7727
RTS No.: 06228
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

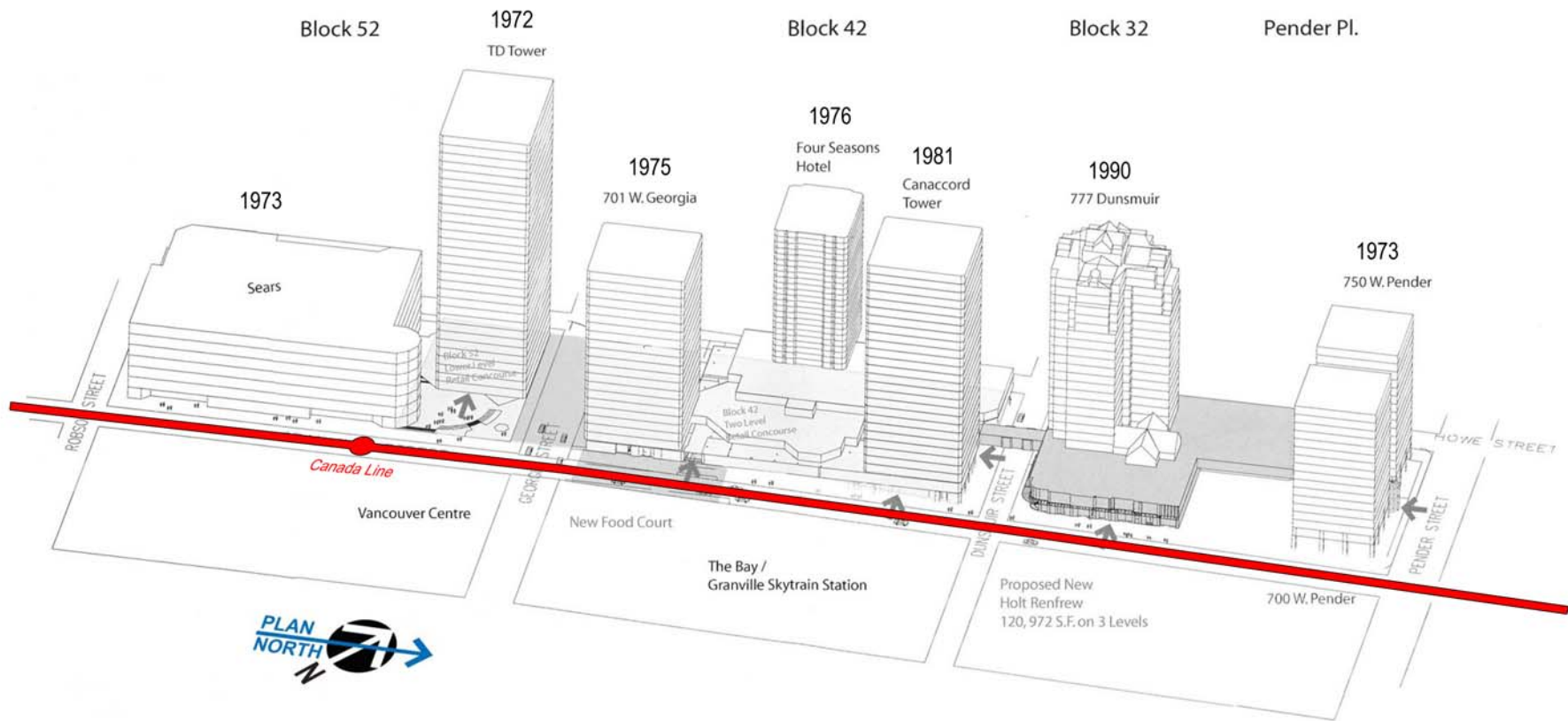
SUBJECT: CD-1 Rezoning of 701 Granville Street, 701 West Georgia Street, 777 Dunsmuir Street and 700 West Pender Street (Pacific Centre)

RECOMMENDATION

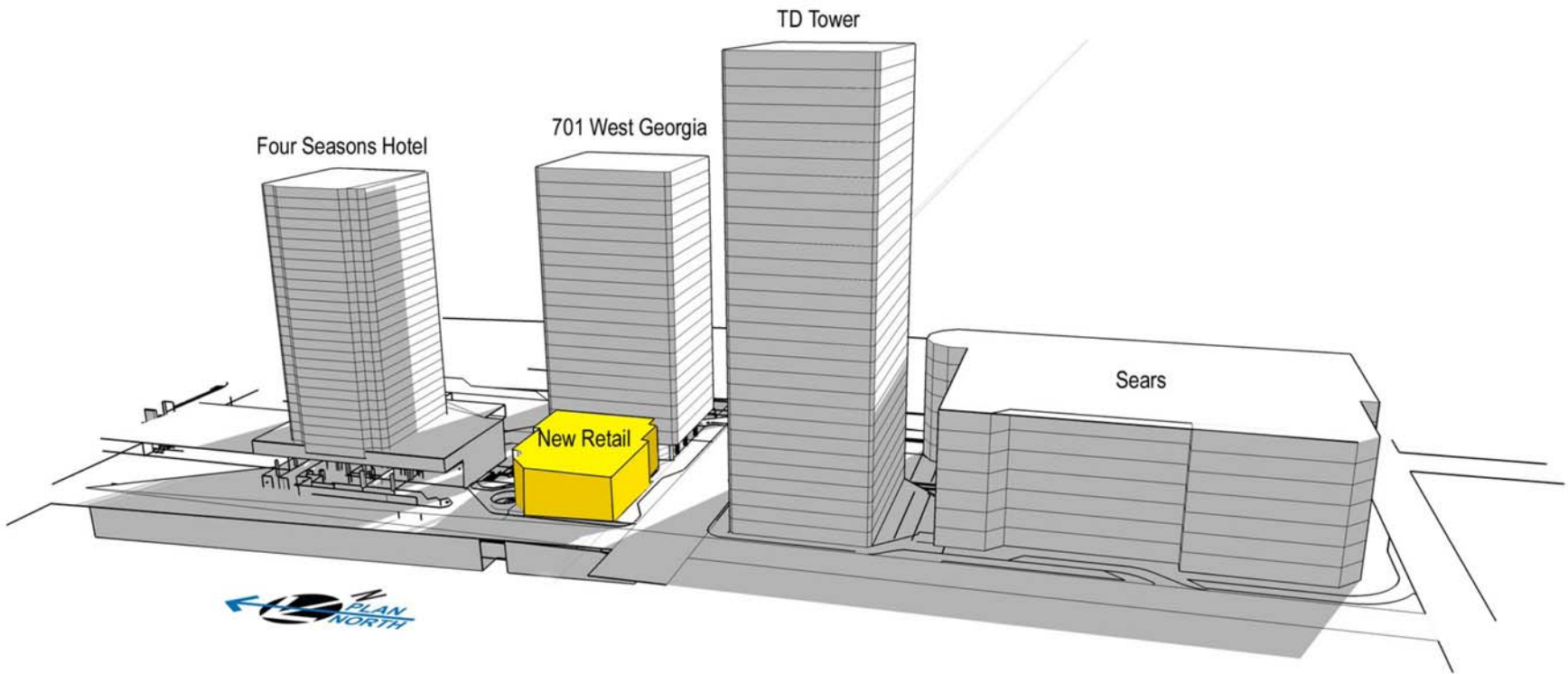
- A. THAT the application by Cadillac-Fairview Corp. Ltd. to rezone the site at 701 Granville Street (BLK 52, PLN 210, DL 541 Except PLN 16405 XPL LMP45482), 701 West Georgia Street (BLK 42, PLN 210, DL 541 Except PLN 18901 EP13277), 777 Dunsmuir Street (Lot C, Block 32, DL 541, PL 21253 Except PL 18505X, 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;

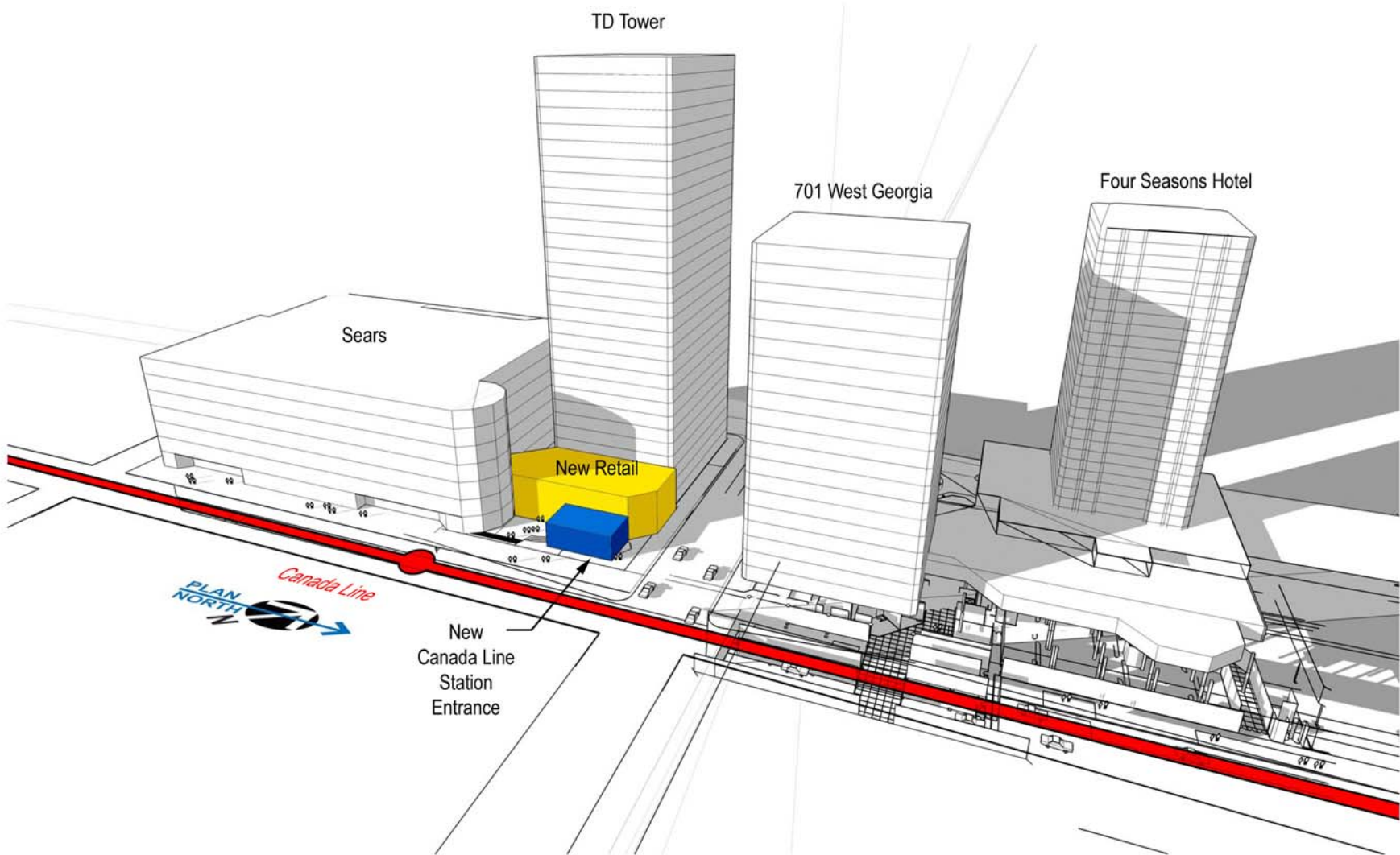
- B. THAT, if this application is referred to a public hearing, the applicant be advised to undertake prior public consultation regarding the in-plaza entrance to the Canada Line rapid transit station which is proposed as a public amenity to replace the public atrium being removed at 777 Dunsmuir Street;



AXONOMETRIC VIEW OF CURRENT DEVELOPMENT



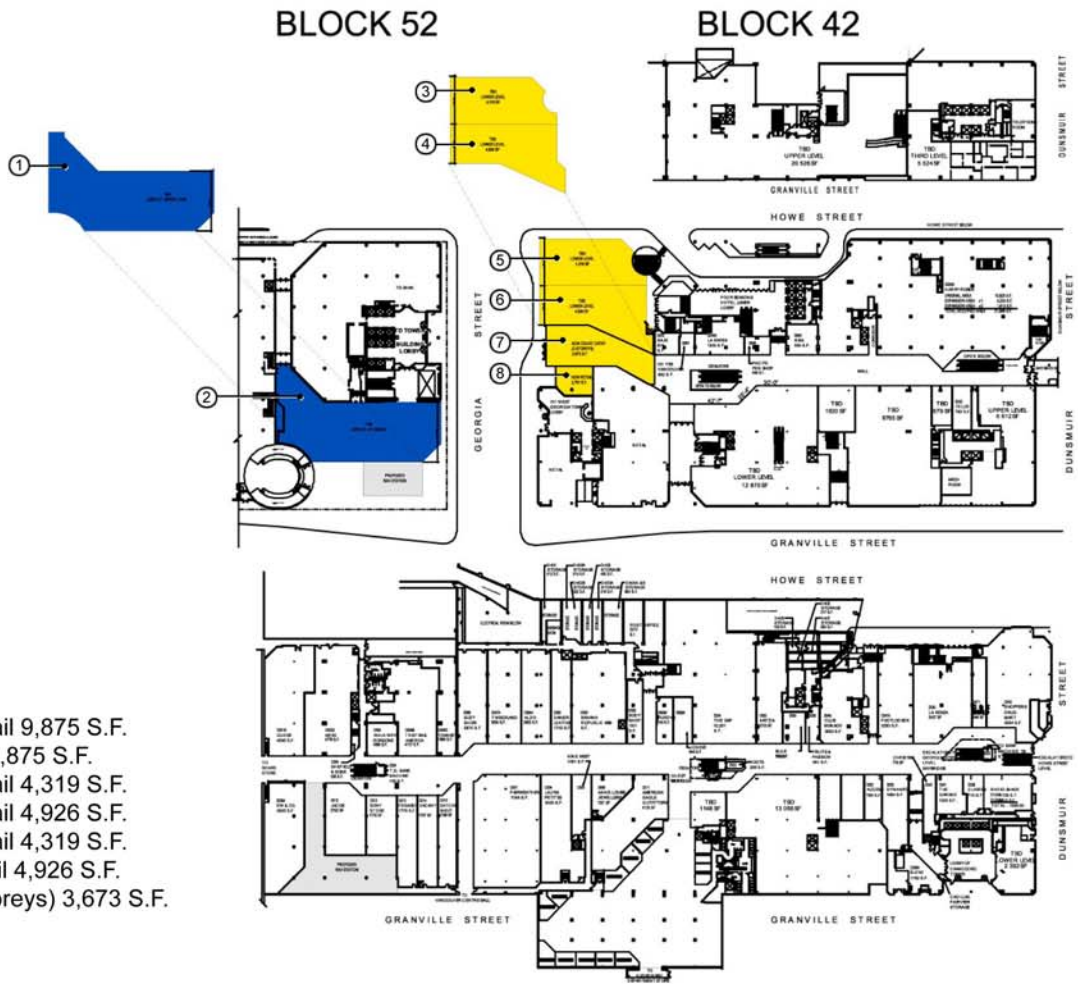
BLOCK 42 BIRD'S EYE VIEW



BLOCK 52 BIRD'S EYE VIEW



SITE PLAN



HOLT LEVEL 3

GEORGIA LEVEL

DUNSMUIR LEVEL

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

- 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)

PURPOSE AND SUMMARY

This report presents the staff assessment and recommendations in regard to an application to rezone the three-block Pacific Centre site from DD to CD-1 for the purpose of increasing the maximum floor space ratio to reflect the as-built development and to increase the maximum floor area by 6 503 m² (70,000 sq. ft.). The application also proposes to accommodate a Canada Line rapid transit station entrance within the plaza at the south-west corner of Georgia and Granville Streets. Through a statutory right-of-way (SRW) and modifications to existing retail floor area, the 'Vancouver City Centre' station entrance can be integrated with adjoining development both at grade and below rather than be confined and constrained within the street right-of-way adjoining the Sears store.

City staff have been in discussion for some time with the property owner, Cadillac-Fairview, and Canada Line Rapid Transit Inc. to identify opportunities for an 'in-plaza' rather than 'in-street' station entrance at this important location. An off-street, in-plaza entrance would achieve some important objectives:

- preserve the public realm within the street r-o-w,
- improve the functionality of the station through increased accessibility (below-grade access to Pacific Centre and Vancouver Centre malls and office towers), and
- improve vertical access between Granville Mall and the City-operated below-grade parkade in Block 52.

Agreement in principle was recently reached between Cadillac-Fairview and Canada Line Rapid Transit Inc. to pursue an in-plaza station entrance. Cadillac-Fairview is prepared to assume responsibility for significant costs which are outside of Canada Line's budget, if additional retail space can be developed in the future at Pacific Centre and if provision of an SRW for the Canada Line station entrance in the plaza at Block 52 (701 Granville Street) fulfills an obligation to replace the now-closed public atrium in Block 32 (777 Dunsmuir Street) with another public amenity.

The 6 503 m² (70,000 sq. ft.) of additional retail development which is proposed includes approximately 5 574 m² (60,000 sq. ft.) for retail space in the plaza areas of Blocks 52 and 42, and/or elsewhere, about 325 m² (3,500 sq. ft.) to complete the Holt Renfrew relocation from Block 42 to Block 32, and about 604 m² (6,500 sq. ft.) for future flexibility in the relocation of retail tenants from one part of the mall to another during the course of tenant turnover and future renovations. The additional retail floor area which is requested, if approved, would be subject to future City Council approval of the form of development after Development Permit Board approval.

Staff support this proposal and recommend that the application be referred to a public hearing and approved, subject to recommended approval conditions listed in Appendix B.

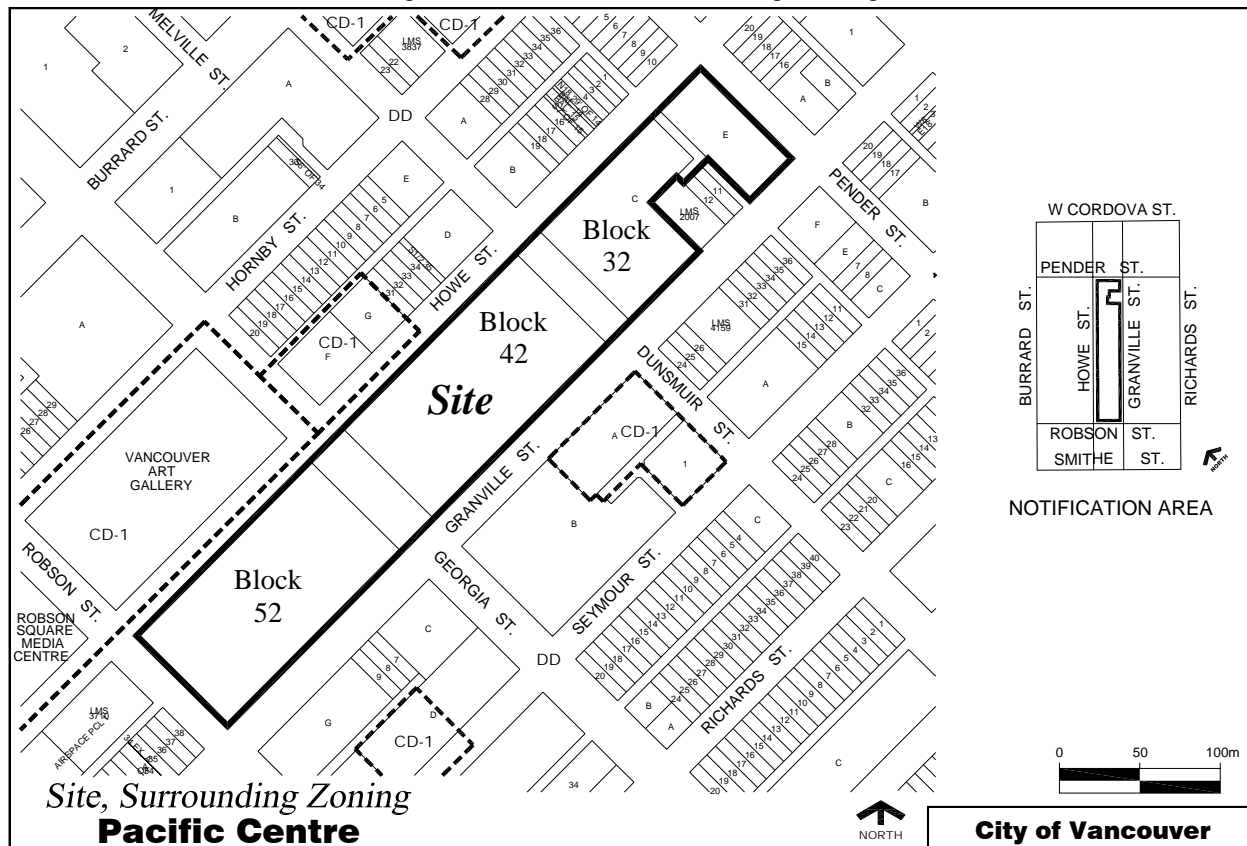
BACKGROUND

1. **Site:** Pacific Centre is a very large, three-block mixed-use development, including a below-grade retail mall, near the centre of Vancouver's downtown. Now including Pender Place, Pacific Centre is owned and managed by Cadillac-Fairview. The total floor area on the site, all in commercial uses, is 308 510 m² (3,320,879 sq. ft.), representing a total floor space

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

proposed elimination of the atrium on the basis that it be replaced with a public benefit of an equivalent value elsewhere on the Pacific Centre Mall site.

Due to significant time constraints confronting Cadillac-Fairview and Holt Renfrew, staff were prepared to allow enclosure of the atrium space in return for achieving other public benefits of equivalent value at a future date, as recommended in the policy report, 'Proposed Elimination of Pacific Centre Atrium and Replacement with Alternative Public Benefit - 777 Dunsmuir Street (Holt Renfrew, Pacific Centre)', dated September 07, 2005.

At Planning & Environment Committee meeting of September 15, 2005 when Council considered this report, two members of the public expressed concerns about the loss of the atrium and the lack of public consultation. They urged Council to consider what would be in the best interest for the public and hoped the Council's decision would reflect this. In Council discussion a representative of Cadillac-Fairview agreed to enter into a good faith agreement with the city regarding the replacement public benefit.

Council subsequently approved the two staff recommendations, and a third resolution regarding the property owner's commitment:

THAT Council endorses the proposed elimination of the publicly accessible atrium at Pacific Centre (777 Dunsmuir Street), as proposed in Development Application 409483, on the understanding that a future benefit, equivalent or greater in terms of access and public value, is created on blocks 42 and/or 52 by Cadillac Fairview;

FURTHER THAT staff will report back to Council on the options for the replacement public benefit at an early stage of the rezoning application and in any case before the occupancy permit for the Holt Renfrew development is issued; and

FURTHER THAT Council accept the commitment and performance agreement freely offered by Cadillac-Fairview at the Standing Committee on City Services and Budgets meeting of September 15, 2005, all to the satisfaction of the City Manager.

Of two options identified for Council, a major, high profile entrance on the Pacific Centre plaza to the Canada Line rapid transit station at Georgia and Granville Streets has since become a matter of highest City priority. The second option which had been identified was the provision of a replacement public amenity which is more publicly accessible and more suitable for public gatherings than the one which had been provided in Block 32. Staff chose not to report back on these options as it became a matter of some urgency to achieve the first option. It also appeared that the second option, such as a programmed public amenity space in conjunction with the Canada Line station entrance, might still be achieved in some form over the longer term. The securing of an in-plaza station entrance recommended in this report will enable the second opportunity to be pursued in future.

3. Proposed Additional Development: The application to rezone the three-block Pacific Centre site from DD to CD-1 requests the following: (See Appendix D for sketch plans of existing and proposed development)

- increasing the maximum FSR to encompass and make 'conforming" the lawfully existing development on the site,
- allowing additional retail floor area of 6 503 m² (70,000 sq. ft.),

- 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.)

A station entrance which is integrated with adjoining development rather than an 'in-street' entrance which is confined and constrained within the existing street right-of-way is highly desirable, to achieve the following:

1. preserve the public realm within the street right-of-way;
2. improve the functionality of the station by supplementing above-grade access with:
 - below-grade access to/from Pacific Centre and Vancouver Centre retail malls and office towers above, and
 - below-grade access (via Pacific Centre mall and link to The Bay) between Canada Line and the Expo and Millennium lines; and
3. improve vertical access between Granville Mall and the City-operated parkade, through a common elevator for the station and EasyPark.

City staff initiated discussions with Canada Line Rapid Transit Inc. and the owners of the Pacific Centre and Vancouver Centre malls to explore the more desirable opportunity for integrating the station entrance within one or both malls, similar to the existing SkyTrain Granville Station entrance through The Bay. As a result of these discussions, plans are now in preparation for an in-plaza Canada Line rapid transit station entrance which will achieve very convenient pedestrian connections to the below-grade station box in the Granville Street right-of-way, as shown in Figures 2 and 3 on the following page.

Transit passengers would have two methods of entering (or leaving) the station:

- enter through the entrance pavilion located in the plaza near the south-west corner of Granville and Georgia Street and take stairs, escalator or elevator to a mid-level ticket concourse and then continue down to the platform by a second set of stairs, escalator or elevator, and
- enter through a corridor from Pacific Centre Mall lower level, near the present entrance to the Sears store at the south end of the mall, proceed to the mid-level ticket concourse and then continue down to the platform by a second set of stairs, escalator or elevator.

The proposed elevator will provide disabled access as well as access for cyclists.

Negotiations are still underway regarding similar below-grade direct access between Vancouver Centre Mall and the ticket concourse of this Canada Line station. Opportunity will also remain to achieve in the more distant future a second station entrance at the south end of the below-grade station box near Robson Street.

Planning and Engineering staff strongly support the proposed in-plaza station entrance for the reasons stated earlier. It can be further noted, with respect to the notion of preserving the limited public realm which is within the street right-of-way, that an in-plaza station is very much consistent with the Council decision of April 18, 2006 regarding the Granville Street Redesign Concept. The concept for the redesign of Granville Street downtown includes a new street layout for Granville Street, future pavement treatments, geometrics, landscaping, potentially new street lighting, public art and street furniture. It is expected that these improvements be built for late 2009, early 2010.

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

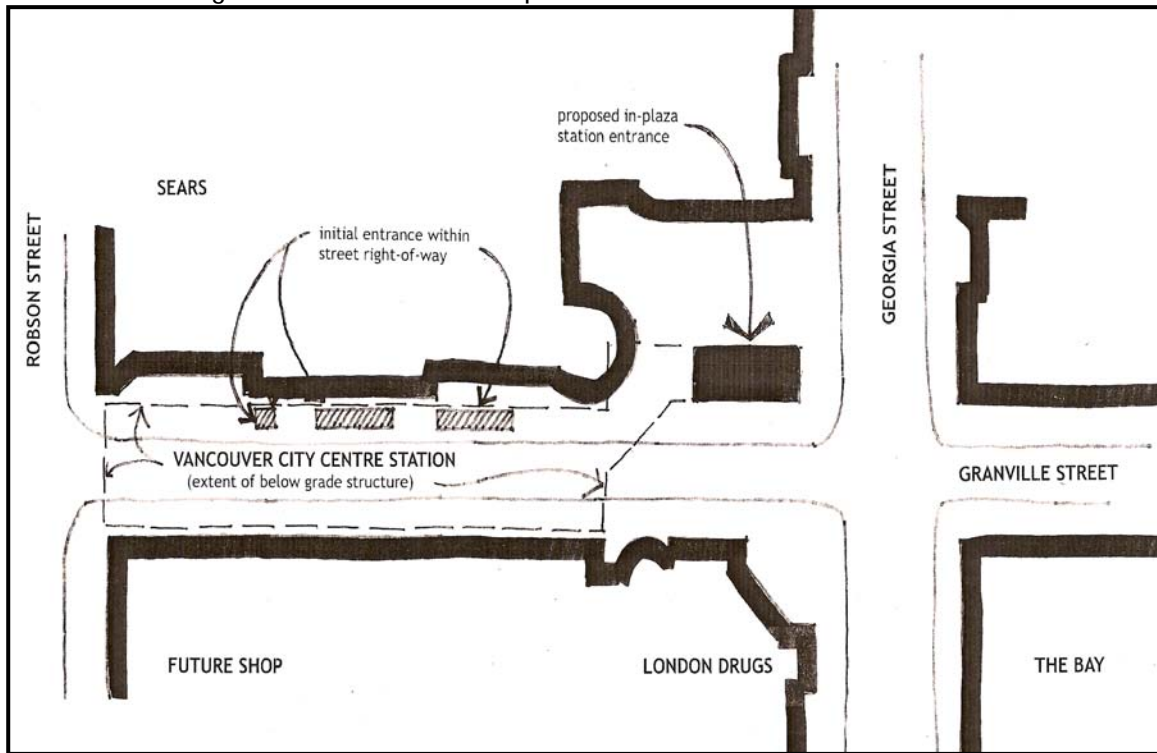
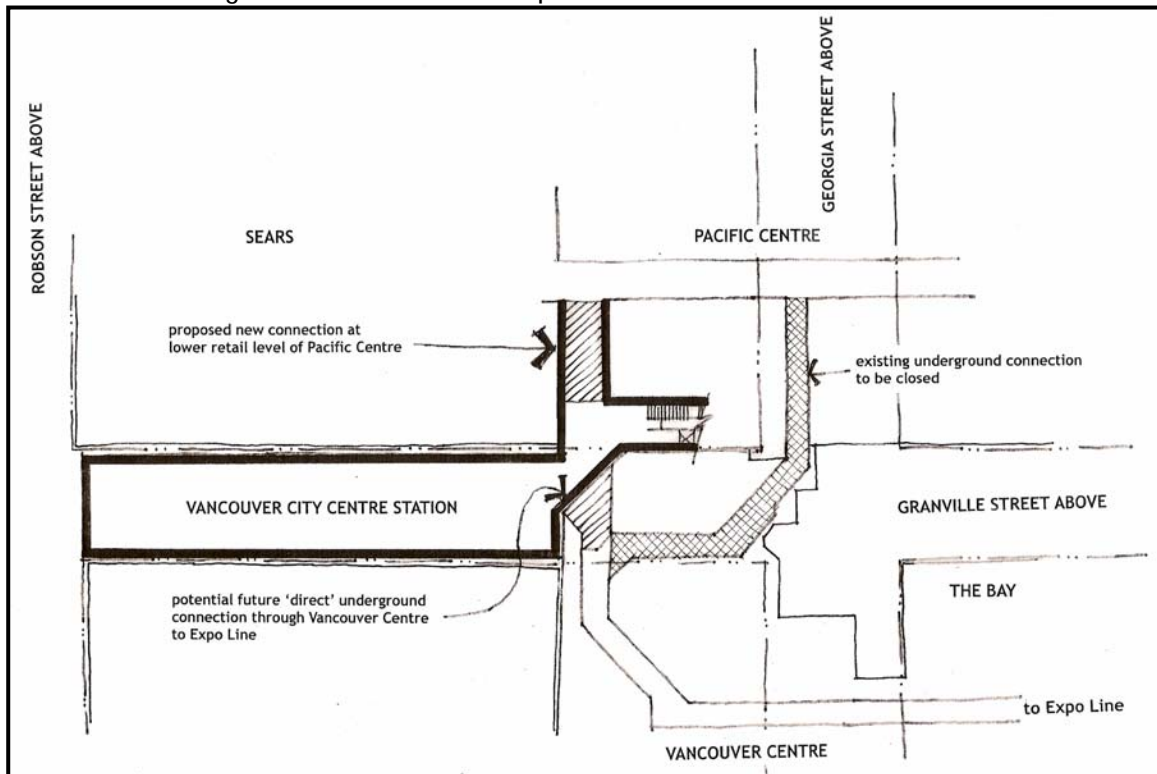


Figure 3 - Canada Line Rapid Transit Station Entrance: Mall Level



2. Land Use and Density

This application first requests a maximum floor space ratio sufficient to encompass the existing, 'as-built' development on the site. Much of Pacific Centre was developed prior to the adoption of the Downtown Official Development Plan when the maximum floor space ratio in the CBD was 12.0. There is 308 510 m² (3,320,879 sq. ft.) of floor area on the site, which includes a 376-room hotel of 35 511 m² (382,246 sq. ft.), six office towers providing 165 842 m² (1,785,171 sq. ft.), and a retail mall containing 107 157 m² (1,153,461 sq. ft.) of floor area at and below grade. On a total site area of 33 268.7 m² (358,113 sq. ft.), existing floor area represents an overall floor space ratio of 9.273, and 9.255, 9.648, and 8.807 respectively on Blocks 52, 42 and 32. The maximum FSR under existing zoning is 9.0 on Blocks 52 and 42 and 7.0 on Block 32, or about 8.2 overall.

The application also requests that 6 503 m² (70,000 sq. ft.) of commercial capacity be added to the site, increasing the overall floor space ratio to 9.47. This is a very small, 2.1 percent increase for the site. This additional retail area is also a very small increase in downtown retail space which will have negligible impact, positive or negative. If its design and configuration at this prominent location can assist in attracting one or two new retail tenants to the downtown, or indeed the city and region, then this should be seen as a positive move and contribution.

Cadillac-Fairview seeks to develop about 5 574 m² (60,000 sq. ft.) of new retail floor area. The intention to date has been to undertake this in the plaza areas of Blocks 52 and 42, but it is possible that this commercial capacity might be developed in some other manner. In addition, about 325 m² (3,500 sq. ft.) will enable completion of the Holt Renfrew relocation from Block 42 to Block 32. A further commercial capacity of 604 m² (6,500 sq. ft.) is intended for future flexibility in the relocation of retail tenants from one part of the mall to another during the course of tenant turnover and future renovations.

It can be noted that providing below-grade access between Pacific Centre Mall and the ticketing hall in this Canada Line station, located within the Granville Street right-of-way, results in a loss of 335 m² (3,602 sq. ft.) of existing retail floor area at the south end of the mall near the entrance to the Sears store. This loss is partially offset by a gain of 147 m² (1,578 sq. ft.) from the anticipated closure of the existing pedestrian connection between Pacific Centre Mall and Vancouver Centre Mall. The net loss of retail floor area is 188 m² (2,024 sq. ft.), and this development potential would also be available for development elsewhere on the site.

Staff support the density increase requested in this application, particularly at a time when there is considerable concern about limited and declining commercial capacity in the CBD and surrounding downtown area. The additional retail floor area which is requested, if approved, would be subject to future City Council approval of the form of development after Development Permit Board approval, as further discussed immediately below.

3. Form of Development

Very preliminary concept plans were developed in 2005 for proposed retail development which would replace some of the plaza areas in Blocks 42 and 52. No further exploration of this has been undertaken because Cadillac-Fairview is not yet ready to proceed with new development beyond the renovations and expansion involved in the relocation of Holt

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

of bicycle parking facilities. Staff believe that opportunity should be seriously explored to develop a bicycle facility at Pacific Centre, even if it means a reduction in vehicle parking. A third factor is that the City has budgeted to improve public access to City-owned and -operated public parking in Pacific Centre through installation of an elevator with access from the Granville Mall to the P2 level below the Sears store. It is very possible that some parking spaces will have to be removed to accommodate this elevator and related circulation space.

Last but not least, the provision of additional parking, on-site or off (through payment-in-lieu) would have cost consequences that conflict with the opportunity to achieve an enhanced Canada Line rapid transit station entrance on this site. Any funds which go to parking provision would reduce the funding available for the station entrance.

Much of the foregoing is about parking demand, and three variables could potentially reduce it. The mix of land uses in Pacific Centre provides significant opportunity for shared-use parking. The provision of bicycle facilities in Pacific Centre can be expected to reduce parking demand, as will the availability of rapid transit nearby, with easy access from Granville and Georgia Streets as well as below grade from within Pacific Centre Mall.

In light of these circumstances and prospects, staff propose that parking requirements be reviewed when a development application is submitted for proposed additional development. On this basis, it is recommended that the proposed CD-1 By-law state a requirement that parking, loading and bicycle parking be provided and maintained in accordance with the provisions of the Parking By-Law, including the provisions for relaxation, exemption and mixed-use reduction.

COMMUNITY AMENITY CONTRIBUTION (CAC)

The Financing Growth Policy anticipates an offer from the property owner for any rezoning which seeks land uses, density or building height not available through existing zoning regulations. The offer of a CAC is intended to address City concerns about the impacts of rezoning. For rezonings in the downtown peninsula, the CAC is determined through a negotiated approach taking into account, among other things, development economics.

This rezoning application requests an increase in retail floor area of 6 503 m² (70,000 sq. ft.), which will have impacts primarily in terms of the travel demands of employment growth and increase in downtown shopping. The application also requests that accommodating on-site and assisting the development of a Canada Line rapid transit station entrance represents a public amenity which is also sufficient to replace the public atrium at 777 Dunsmuir Street (as approved in September, 2005).

Staff have concluded that the off-site impacts of additional retail floor area and the obligation to provide a replacement public amenity are adequately addressed by the property owner's offer to contribute to the development of an enhanced, high-profile, more accessible entrance to the Canada Line rapid transit station at Georgia/Granville.

The total 'premium' costs for an in-plaza station entrance, i.e., the additional expense over and above the base case budget of approximately \$20 million for an in-street station, have been estimated at \$11.5 million. Canada Line Rapid Transit Inc. has agreed to bear responsibility for premium costs of \$3,949,000 which would be incurred within the street

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.

During this phase of consultation on station design, members of the public were provided with two opportunities to view station designs and submit input on the work undertaken by the Canada Line design team. The designs presented for the Vancouver Center Station showed both in-street and in-plaza options.

In addition, the City conducted separate consultation with respect to precinct planning around stations, and invited members of the public to comment on neighbourhood improvements such as parking, pedestrian and cyclist access, street changes and integration with adjacent developments. Regarding the Canada Line station at Granville/Georgia, the public was presented with in-street and in-plaza options as part of the detailed station design process. The public was generally receptive to the in-plaza option.

If Council approves Recommendation A of this report, staff further recommend (B) that the applicant undertake prior public consultation regarding the proposed in-plaza entrance to the Canada Line rapid transit station being a public amenity which is appropriate to replace the public atrium being removed at 777 Dunsmuir Street.

The usual public notification of public hearing would be undertaken, including notification letter mailed to property owners within a two-block radius of the site and newspaper advertisements.

FINANCIAL IMPLICATIONS

Approval of the report recommendations will have no financial implications with respect to the City's operating expenditures, fees, or staffing.

APPLICANT COMMENT

"We have reviewed the Policy Report and agree with its recommendations. We believe that this re-zoning will permit development that fulfills many aspects of COV policies and that the development will be a significant contribution to the COV's downtown core. Cadillac Fairview is proud to contribute to this important rapid transit undertaking."

CONCLUSION

Staff assessment of this application supports the proposed rezoning of Pacific Centre to increase floor space ratio to reflect the as-built development and to provide a further 6 503 m² (70,000 sq. ft.) for additional development. Staff strongly support the proposal to accommodate a Canada Line rapid transit station entrance within the plaza at the south-west corner of Georgia and Granville Streets, being the fruition of considerable discussion by City staff with the property owner and Canada Line Rapid Transit Inc.

The Director of Planning recommends that the application be referred to a public hearing, together with a draft CD-1 By-law which includes the provisions generally as shown in Appendix A and a recommendation that the application be approved, subject to the conditions of approval listed in Appendix B.

* * * *

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.

* * * *

Pacific Centre
PROPOSED CONDITIONS OF APPROVAL

Draft rezoning approval conditions will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to the finalization of the agenda for the public hearing, to the satisfaction of the Director of Legal Services.

FORM OF DEVELOPMENT

- (a) THAT the existing form of development be approved by Council in principle, generally as shown in development permit drawings on record, provided that the Director of Planning or the Development Permit Board, as the case may be, may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) THAT, prior to final approval by Council of the form of development which accommodates additional development, the applicant shall obtain approval of a development application by the Director of Planning or Development Permit Board, as the case may be, who shall consider the following for any development which is to be situated on those parts of the site now developed with plaza area:

DESIGN DEVELOPMENT

Development should enhance the prominence of the south-east corner of Block 52 and south-west corner of Block 42 with exemplary architecture commensurate with the significance of these locations, provide pedestrian interest and amenity and be well integrated with the Canada Line rapid transit station entrance and surrounding context.

- i) design development should achieve siting, massing and design which have appropriate relationship and integration with existing development on the site, surrounding development, and adjoining public realm, responding to the prominence of the south-east corner of block 52 and south-west corner of block 42 in the image of Vancouver's downtown;

Note to Applicant: Massing should be a minimum two storeys in height and provide for an urban form and architectural design that are both memorable and place making. The massing should address and mitigate the blankness of the existing buildings while supporting an enriched and expanded public realm. Design development should include consideration of the Granville Street Redesign Concept (2006), Central Area Weather Protection Guidelines, West Georgia Street Tree and Sidewalk Design Guidelines, and related design guidelines.

- ii) design development should incorporate and integrate the Canada Line rapid transit station entrance in a manner which is functional, in terms of pedestrian access, and architecturally evocative, conveying a sense of publicness and accessibility;

- 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

and 52 and projections of demands on these services following redevelopment of the lands pursuant to this rezoning application;

- (iii) where requested by the City, grant statutory rights of way to the City for utility services currently servicing Blocks 32, 42 or 52 or new utility services to be constructed to serve the lands on redevelopment pursuant to this rezoning application; and
- (iv) undertake a feasibility study for the provision of a bikade, as that facility is envisioned by the General Manager of Engineering Services, to be located near the Canada Line station entrance.

COMMUNITY AMENITY CONTRIBUTION

- (d) 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, make arrangements to the satisfaction of the City Manager to secure the property owner's offer of a statutory right-of-way to be granted to the City or nominee to accommodate a Canada Line rapid transit station entrance in the plaza area at the north-east corner of the site at 701 Granville street (Block 52) and the property owner's commitment to construct or permit the construction of a below-grade entrance providing public access to the rapid transit station from the south end of the lower level of Pacific Centre Mall near the entrance to the Sears store, at a minimum cost of \$7.5 million, including both actual and opportunity costs.

Note: Where the Director of Legal Services deems appropriate, the preceding arrangements and agreements are to be drawn, not only as personal covenants of the property owner, but also as Covenants pursuant to Section 219 of the Land Title Act.

Agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject site as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-law; provided however the Director of Legal Services may, in her sole discretion and on terms she considers advisable, accept tendering of the preceding agreements for registration in the appropriate Land Title Office, to the satisfaction of the Director of Legal Services, prior to enactment of the by-law.

Agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City officials and City Council.

* * * *

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: ...

- K. THAT the system and all stations be fully accessible to persons using wheelchairs and other mobility devices, persons with sight and hearing disabilities, and passengers with small children.
- M. THAT the RAV Project be designed to accommodate bicycles on board all trains and provide bicycle parking facilities at all stations. Provision of secure, enclosed, short-term bicycle parking is encouraged where feasible.

In December, 2004, TransLink approved SNC Lavalin/Serco, now known as InTransitBC, as the preferred proponent for the RAV line, and authorized RAVCo to enter into commercial negotiations with the proponent.

The routing of the RAV line through the downtown, preferred by the City and approved by TransLink, is an all-tunnel alignment under Granville and Davie Streets, starting at Waterfront Station at Granville and Cordova, with two other stations on the peninsula: one at Robson/Granville and another, serving Yaletown, at Davie/Mainland. InTransitBC's design for the Robson/Granville station has the tracks and platform located under Granville Street between Robson and Georgia Streets. The entrances to the station have been tentatively located within the Granville Street right-of-way.

Note: The following is excerpted from the 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.

City Land Use Priorities

The City's land use vision is to enhance accessibility through the co-location of housing, jobs, and services. The Central Area Plan, adopted in 1991, reaffirmed Downtown Vancouver as the region's focus for jobs, entertainment, and speciality services. Central Broadway was identified as a second inner city employment and service centre. Housing in the inner city minimizes the need for transit services. For those living outside the Central Area, the concentration of activities Downtown and along Central Broadway provides a focus for transit services.

Downtown

Downtown Vancouver is unique in North America because of the success of the City's "living first" strategy. This has resulted in an unprecedented influx of residents with a doubling of the downtown peninsula population to 80,000 over the last 10 to 15 years. This could increase to 110,000 residents over the next 10-15 years. This growth is environmentally sustainable since it improves the balance between jobs and housing downtown and so reduces the demand for travel. The intensity of land uses also favours the use of transit and an efficient rapid transit system is especially key to supporting commercial uses requiring good access for local and non-local residents.

Downtown is already the largest employment centre in the region, with 143,000 jobs. With the right economic environment and infrastructure, including the RAV line, this could grow to 175,000 jobs in 2021. The Downtown also attracts a wide range of trips that are not employment-based. Other key trip attractors 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.

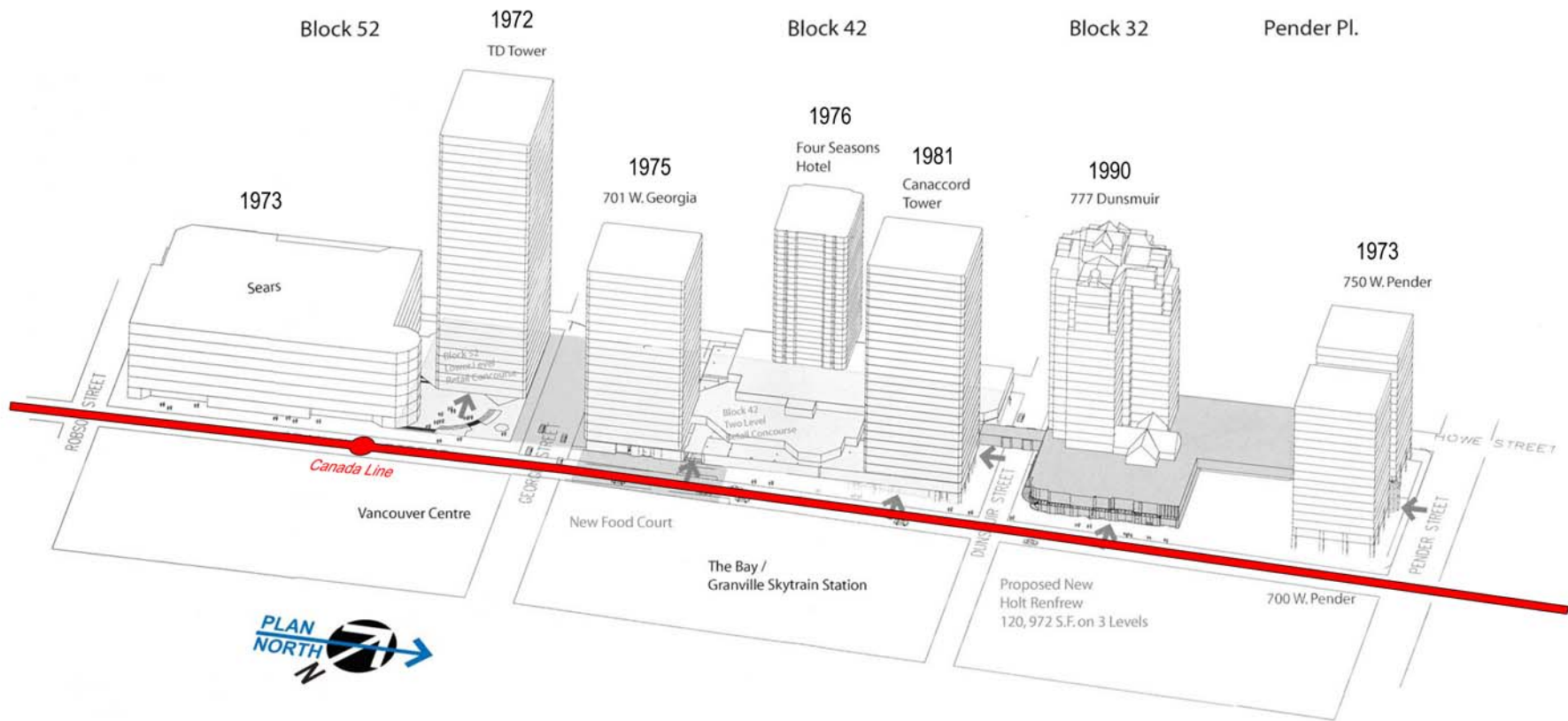
Downtown

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

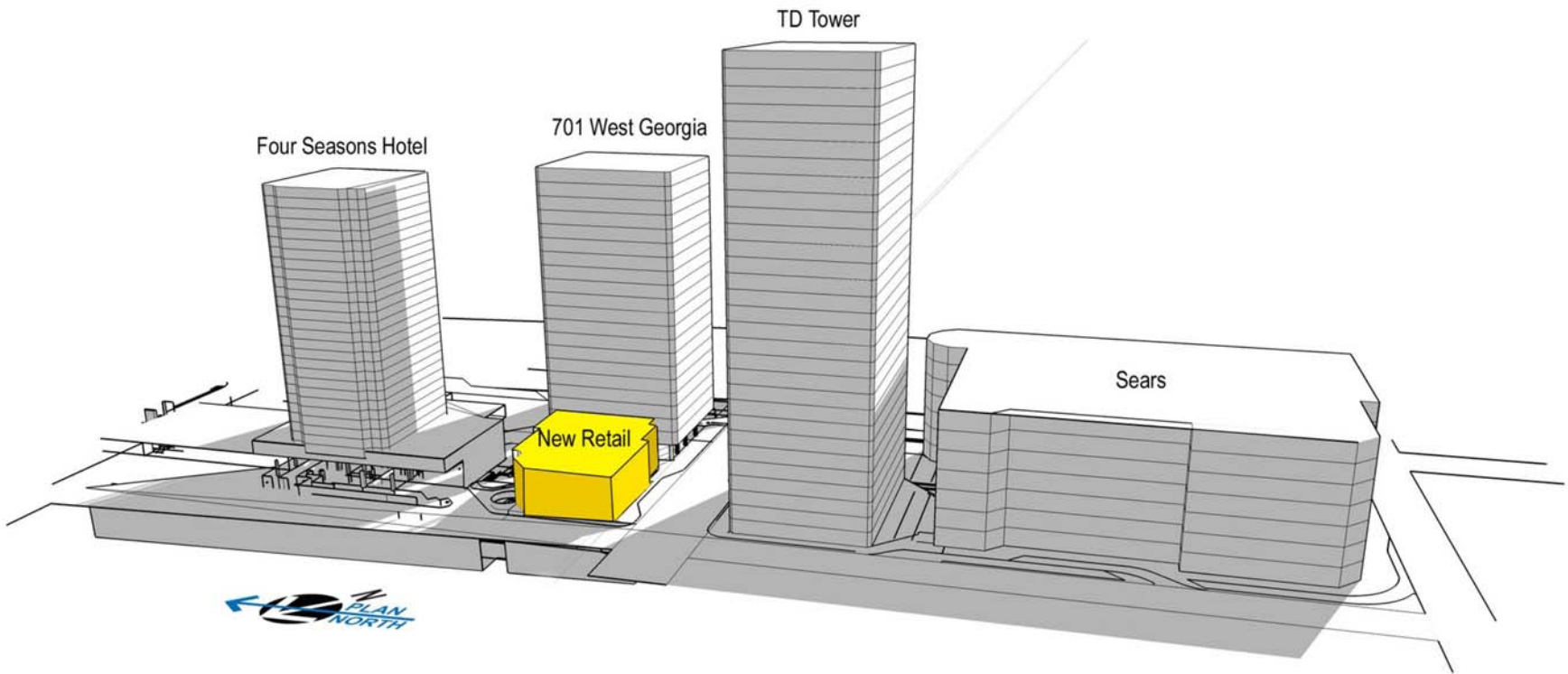
- An all-tunnel alignment under Granville and Davie Streets, considered to be the base alignment;

- A partially-tunneled alignment that would be elevated over Cordova Street to Granville and Hastings, then at-grade on Granville to a tunnel portal in the middle of Granville Street at Nelson; and
- A surface/elevated option that would run elevated over Cordova Street to Granville and Hastings, then at-grade on Granville Mall to Robson, turn east on Robson to Beatty, cross through the Terry Fox Plaza, then run elevated to a new bridge over False Creek, just east of the Cambie Street Bridge. This option was anticipated to save capital costs but preliminary estimates suggest that there would not be any savings because of land and development rights acquisition costs.

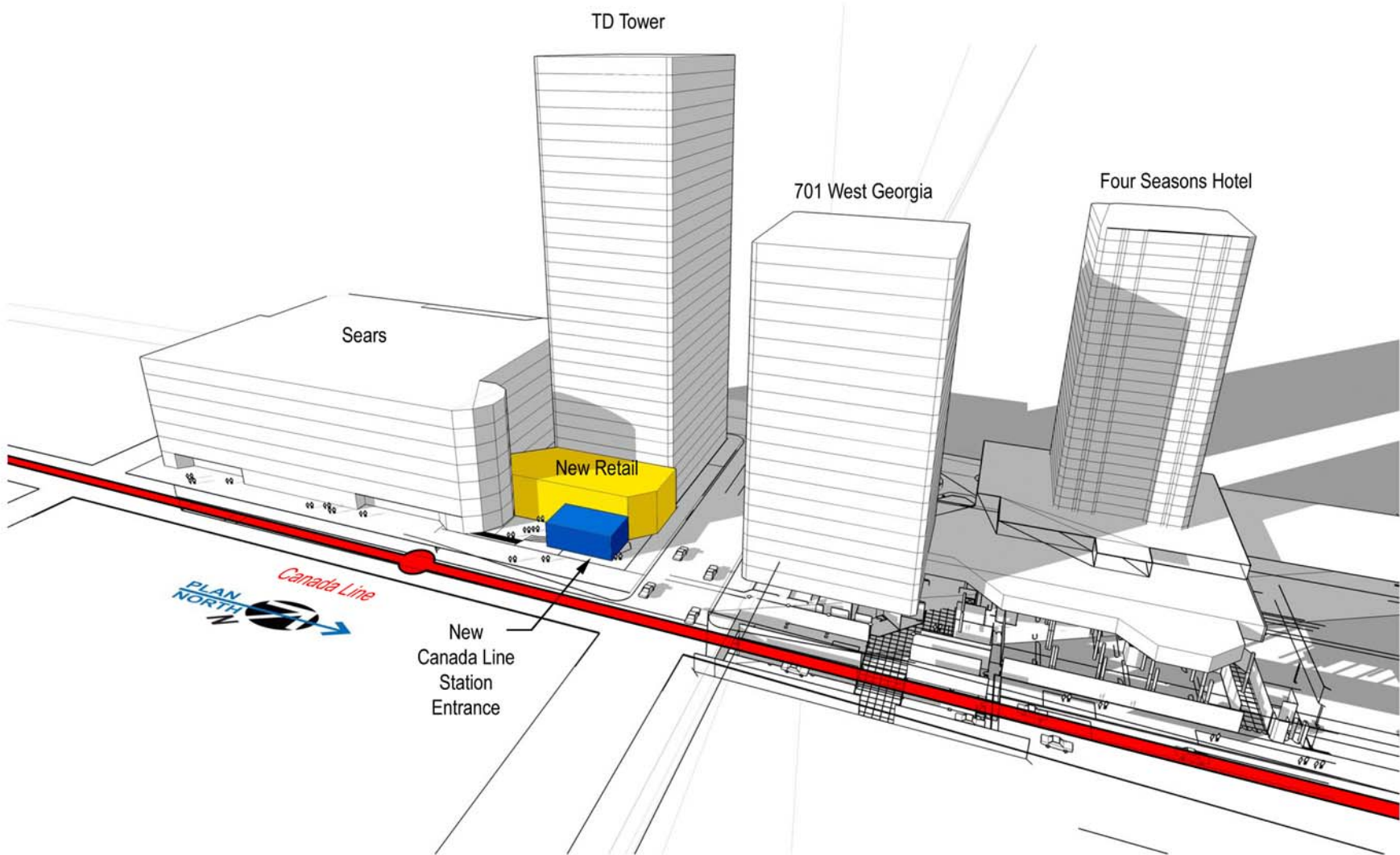
* * * *



AXONOMETRIC VIEW OF CURRENT DEVELOPMENT



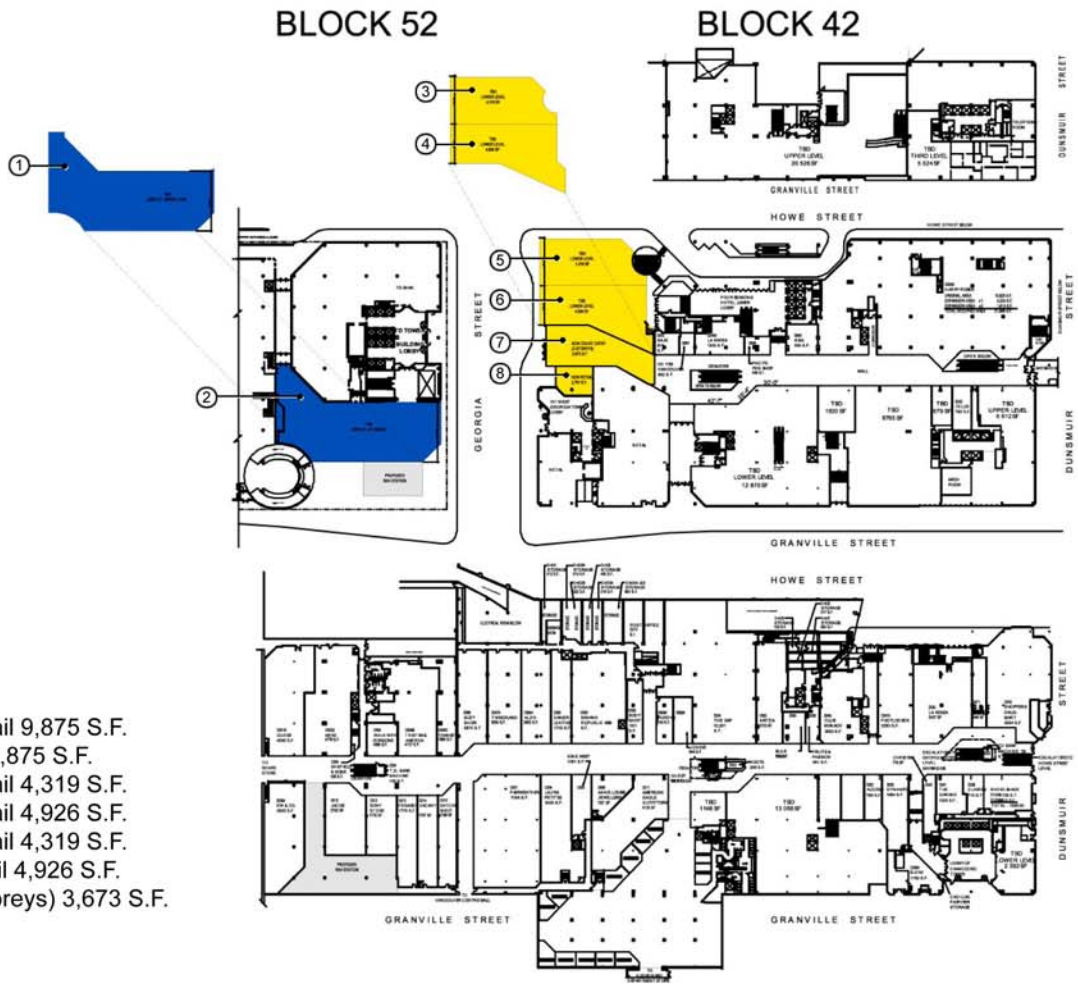
BLOCK 42 BIRD'S EYE VIEW



BLOCK 52 BIRD'S EYE VIEW



SITE PLAN



HOLT LEVEL 3

GEORGIA LEVEL

DUNSMUIR LEVEL

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