



POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: September 4, 2012
Contact: Kent Munro
(authored by
Karen Hoesse)
Contact No.: 604.873.7135
RTS No.: 9646
VanRIMS No.: 08-2000-20
Meeting Date: September 18, 2012

TO: Vancouver City Council

FROM: General Manager of Planning and Development Services

SUBJECT: CD-1 Rezoning - 475 Howe Street and 819 West Pender Street and Heritage Designation and Heritage Revitalization Agreement at 475 Howe Street

RECOMMENDATION

- A. THAT the application by Iredale Group Architecture, on behalf of Old Stock Exchange Building Properties Ltd. and 819 West Pender Street Ltd. (Swiss Real Investments Ltd. and Credit Suisse AG), to rezone 475 Howe Street (*Lots 11, 12 and 13, Block 21 District Lot 541 Plan 210; PIDs: 002-583-780, 002-584-344 and 002-584-441 respectively*) and 819 West Pender Street (*PID: 006-624-731; Lot A Block 21 District Lot 541 Plan 20419*) from DD (Downtown District) to a CD-1 (Comprehensive Development) District, to increase the floor space ratio from 9.0 to 21.5 to allow for the construction of a 30-storey office tower, with retail uses at grade, be referred to a Public Hearing, together with:

- (i) plans prepared by Iredale Group Architecture, received October 6, 2011;
- (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
- (iii) the recommendation of the General Manager of Planning and Development Services to approve, subject to conditions contained in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at Public Hearing.

- B. THAT, if the application is referred to a Public Hearing, the application to amend Schedule E of the Sign By-law to establish regulations for this CD-1 in accordance with Schedule B to the Sign By-law [assigned Schedule "B" (DD)], generally as set out in Appendix C, be referred to the same Public Hearing;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law generally as set out in Appendix C for consideration at the Public Hearing.

- C. THAT, subject to enactment of the CD-1 By-law, the Noise Control By-law be amended to include this CD-1 in Schedule A, generally as set out in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Noise Control By-law at the time of enactment of the CD-1 By-law.

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

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Parking By-law at the time of enactment of the CD-1 By-law.

- E. THAT, subject to approval in principle of the rezoning, Council approve the heritage designation of the former Stock Exchange Building at 475 Howe Street, listed in the “A” evaluation category of the Vancouver Heritage Register, as a protected heritage property;

FURTHER THAT the Director of Legal Services be instructed to prepare a Heritage Designation By-law for consideration at the Public Hearing.

- F. THAT, subject to approval in principle of the rezoning, Council authorize entering into a Heritage Revitalization Agreement for the building at 475 Howe Street, to secure the restoration, long-term maintenance and preservation of such building, subject to conditions contained in Appendix B;

FURTHER THAT the Direct of Legal Services be instructed to prepare a Heritage Revitalization Agreement and accompanying by-laws for consideration at the Public Hearing, and to process and bring forward for enactment the necessary by-laws related to the Heritage Revitalization Agreement.

- G. THAT Recommendations A through F 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 bylaw rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
- (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report evaluates a rezoning application to rezone the site of the heritage former Stock Exchange building and an adjacent lot from DD (Downtown District) to CD-1 (Comprehensive Development) District. The proposed zoning would increase the maximum density from a floor space ratio of 9.0 to 21.5 to allow for a 30-storey office building, with retail uses at grade, which would be connected to and extend over the heritage building. This application helps achieve City economic, heritage and sustainability policies, specifically through the creation of over 400,000 sq. ft. of office and job space in the Central Business District, the designation and restoration of an “A” listed heritage building, and the commitment to a high level of sustainability. In response to concerns raised during the rezoning application review process, design development conditions are recommended to improve compatibility with the adjacent Jameson House Building containing residential uses.

Staff have assessed the application and support the uses and form of development of this application, subject to design development and other conditions outlined in Appendix B. Staff recommend that the application be referred to a Public Hearing, with the recommendation of the General Manager of Planning and Development Services to approve it, subject to the Public Hearing.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council Policies for this site include:

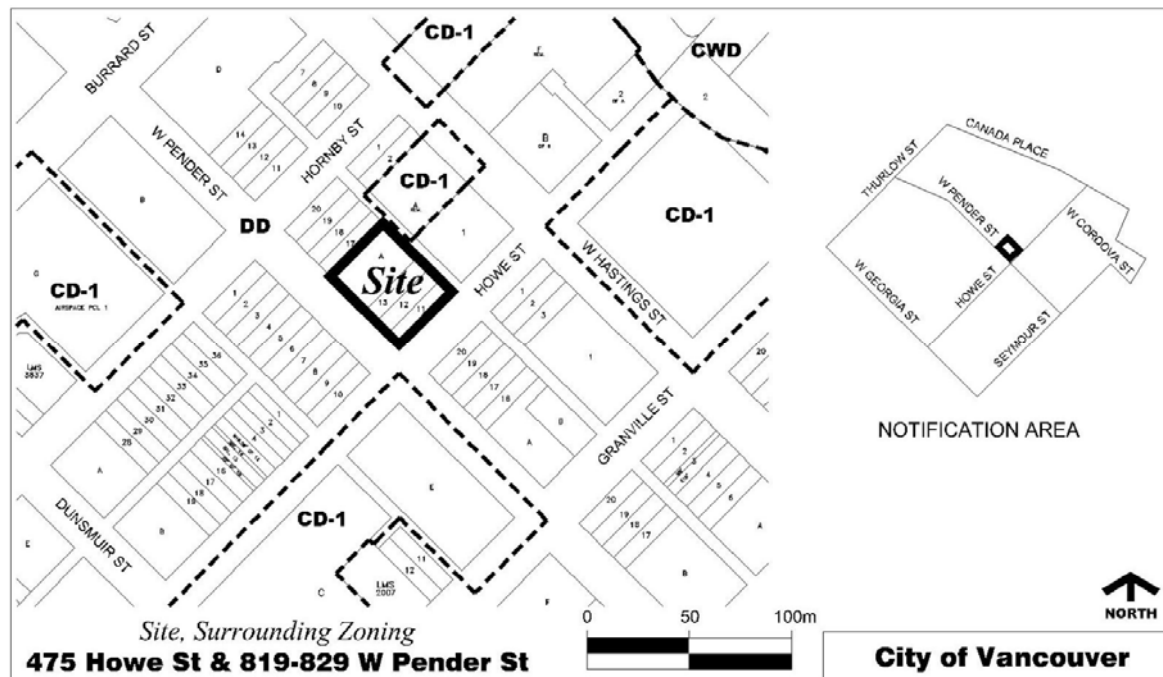
- Vancouver Economic Action Strategy (2011)
- Rezoning Policy for the Central Business District (CBD) and CBD Shoulder (2009)
- Metro Core Jobs and Economy Land Use Plan: Issues and Directions Report (2007)
- Downtown Official Development Plan (1975)
- DD (except Downtown South) C-5, C-6, HA-1 and HA-2 Character Area Descriptions (1975)
- Downtown Design Guidelines (September 30, 1975; last amended December 14, 1993)
- View Protection Guidelines (1989)
- General Policy for Higher Buildings (1997)
- Heritage Policies and Guidelines (1986)
- Transfer of Density Policy and Procedure (1983)
- Green Buildings Policy for Rezoning (2009)
- Financing Growth Policy (Community Amenity Contributions) (1999).

REPORT

Background/Context

This 1 738 m² (18,708 sq. ft.) site is situated at the northwest corner of West Pender and Howe Streets (see Figure 1 below). The site is comprised of four legal parcels and has 47.5 m (155.8 ft.) of frontage along Pender Street and 36.6 m (120.0 ft.) along Howe Street. The 11-storey former Stock Exchange building, “A” listed on the Vancouver Heritage Register, occupies the east half of the site (475 Howe Street). The west half (819 Pender Street) currently has a two-storey commercial building which would be demolished.

Figure 1 - Site and surrounding zoning (including notification area)



The site is located in Area B of the Downtown District (DD) with land use regulated by the Downtown Official Development Plan (DODP). Area B forms a key part of the Central Business District (CBD), which is the premier business and cultural district for Vancouver and is the largest agglomeration of office space in the province making it “Downtown British Columbia”. It is also the focal point of the region’s transportation system, and is extremely important to the City’s long-term economic strategy. To ensure continued economic vitality and competitiveness of this centre of commerce, longstanding planning policy in the CBD restricts residential development in favour of commercial uses and increased job space, and also encourages the rezoning of commercial sites to maximize their job space potential.

To allow for the restoration of buildings listed on the Vancouver Heritage Register, the DODP allows for the Development Permit Board to increase the density permitted on a site in exchange for the designation and costs associated with on-site heritage-related restoration. Under this application, based on the costs directly associated with the restoration of the former Stock Exchange building, an overall density of 18.9 FSR would result.

The blocks surrounding the subject site contain primarily commercial buildings ranging from older two- to three-storey buildings to a prevailing building height of about ten- to twelve-storeys. Buildings immediately west of the site along Pender Street include a two-storey commercial building with a mix of retail and service uses (including Chapman’s clothing store) and an eight-storey office building (see Figure 2 below).

Across the lane to the north, at the corner of Hornby and Hastings streets, is the ten-storey heritage “A” Credit Foncier office building, the two-storey heritage “A” Ceperley Rounsfall Building (former Mineral Museum) and the two-storey heritage “B” Chamber of Mines building. The 38-storey Jameson House tower is located midblock on West Hastings Street (also seen in Figure 2 and discussed below). A ten-storey office building, located at the corner of Hastings and Howe streets, completes the block frontage sharing the lane with the proposal.

Figure 2 – West Pender Street streetscape showing site and context (looking northward)



Located in the core CBD, one block from both Granville Street and Hasting Street and in close proximity to Waterfront Station, the proposal is extremely well located with regard to transit with the Canada and Millennium Lines, the West Coast Express, the SeaBus, and multiple bus routes nearby.

Jameson House — Rezoning of the Jameson House site at 826-848 West Hastings, from DD to CD-1, was initiated in the early 2000's and approved by Council in 2005. At that time, planning policy sought to ensure that residential rezonings were generally not considered in the core CBD, however, this rezoning to allow residential use was considered specifically because it facilitated heritage retention. The rezoning secured both the restoration and designation of the "A" listed Ceperley Rounsell Building (former Mineral Museum) at 848 West Hastings Street, and the restoration and designation of the façade of the "B" listed Chamber of Mines Building at 840 West Hastings Street.

To achieve this, the Jameson House rezoning allowed for the development of a 38-storey tower, with 12 storeys of commercial use and 26 floors of residential use above. The permitted density was increased from 7.0 to 23.7 FSR and the maximum building height was increased from 91.4 m (300 ft.) to 118.5 m (389 ft.). Given the building's location in the CBD, two additional variances were permitted that affect the relationship between the Jameson House and the subject site of this rezoning:

- the residential floor-plate is approximately 763 m² (8,213 sq. ft.), greater than the 600 m² (6,500 sq. ft.) floor-plate typical of high density residential neighbourhoods; and
- the building setback from the 9.1 m (30 ft.) wide commercial lane is only 3.04 m (10 ft.), less than the typical City criteria for high density residential neighbourhoods, which require a setback of 9.1 m (30 ft.) from the lane, which would result in a separation of 24.3 m (80 ft.) from a similarly set back residential development across the lane.

Strategic Analysis

1. Land Use

Metro Core Jobs and Economy Land Use Plan: The Metro Core Jobs and Economy study was initiated in 2005 to review the need for development and transportation capacity to accommodate future job growth and economic activity in the Metro Core. By 2007, after extensive research and analysis, the study revealed that there was an anticipated 5.8 million sq. ft. shortfall in commercial capacity in the Downtown and that zoning and policy changes would be required to meet Vancouver's long-term (30-year) job space needs. In 2009, Council addressed the job space gap by adopting zoning changes to the DODP, an Office Conversion Policy, and a CBD and CBD Shoulder Rezoning Policy to intensify job space in the Central Business District (CBD), and to mitigate against additional residential speculation, within the City's key commercial area.

Figure 3 – Land use in the Central Business District



The adoption of the Rezoning Policy for the CBD and CBD Shoulder is strategic and it seeks to increase the potential for commercial capacity by guiding rezonings for non-residential buildings to reach heights and densities up to the view cones, thereby improving the climate for new office development. Rezoning of the remaining, viable commercially zoned sites in the CBD to maximize their job space potential is fundamental to Council's objective of closing the 5.8 million sq. ft. gap. This application for an office building within the City's CBD addresses the intent of this policy. Figure 3 above shows existing land uses in the CBD, including the limited instances of residential buildings in this area (noting that the CBD is only 20% of the Downtown and is surrounded by significant areas of high-density residential development).

Table 1 below shows how major office development has been accelerating since Council's policy changes for the Metro Core, and also for areas outside of the Downtown (for example, Council's adoption of the Rezoning Policy for Areas Zoned for High Tech to General Office).

Included in the “Approved Rezoning and Development Permit” total for the Metro Core are seven projects (745 Thurlow Street, 428 Terminal Phase 2, 558 West Broadway, 998 West Broadway, 1980 Foley Street, 1077 Great Northern Way and 960-982 Howe Street) totalling 1,370,000 sq. ft., where site activity has begun and Building Permits are expected to be issued soon. This is a significant change from the five-year period prior to Council’s policy changes, when very little office space (particularly in the stand-alone office buildings that the business community favours) was built due to high building costs and high land costs due to residential speculation in the CBD.

Table 1: New Office Floor Space (Major Developments*) in Vancouver since January 2009

COMPLETED	SQUARE FEET	PROJECTS	JOBS (est.)
Metro Core	293,000	4	890
Rest of City	210,000	2	640
City total	503,000	6	1,530
UNDER CONSTRUCTION			
Metro Core	1,224,000	5	3,710
Rest of City	173,000	1	520
City total	1,397,000	6	4,230
APPROVED REZONING AND DEVELOPMENT PERMIT			
Metro Core	1,370,000	7	4,150
Rest of City	749,000	2	2,270
City total	2,119,000	9	6,420
SUMMARY: COMPLETED, UNDER CONSTRUCTION & APPROVED REZONING AND DEVELOPMENT PERMIT			
Metro Core	2,887,000	16	8,750
Rest of City	1,132,000	5	3,340
City Total	4,019,000	18	12,180

*Major Developments are those that add at least 50,000 sq. ft. of office space.

Source: City of Vancouver development tracking as of June 2012.

Proposal — This rezoning application proposes a total of 401,632 sq. ft. of commercial floor area, of which approximately 84,575 sq. ft. is within the existing heritage building. The first level of the heritage building and the first two levels of the new development contain retail and service uses, while the third level of the new building is identified as amenity space. The remainder of the proposal is for office space occupying levels 2 to 11 of the existing building and levels 4 to 30 of the new tower. In addition to the proposed office and retail uses, the draft CD-1 By-law provisions allow for a wide range of non-residential uses to support future employment opportunities.

This site is located along a street frontage that is identified in the existing DODP as requiring retail use continuity, with the objective of providing ground floor commercial uses that provide for the interest and enjoyment of pedestrians. This requirement is included in the proposed CD-1 By-law provisions.

2. Form of Development

The application proposes to retain the former Stock Exchange building, and to construct a new 30-storey office tower to connect with and extend over the heritage building. Seven levels of parking are proposed below grade, with access from the lane (see plans in Appendix G and statistics in Appendix I). An extensive analysis of the proposed form of development was conducted, including its urban design and neighbourliness impacts of a

building massing beyond that contemplated under the current zoning. A comparative assessment of built forms as well as tower separation and views was included in this work. The comprehensive staff urban design assessment (Appendix E and summarized below) concludes that the proposed floor area and height can be appropriately accommodated on the subject site, subject to design development conditions in Appendix B.

Density — Under the existing DODP, in Area B, the density permitted on the site is a floor space ratio (FSR) of 9.0 and through a transfer of floor space from the density bank, a further ten percent density could be achieved, for a maximum of 9.9 FSR. As previously noted, under the DODP, a density of 18.9 FSR is considered to be achievable through a Development Permit Board decision that considers heritage designation and the costs associated with on-site heritage-related restoration of the Old Stock Exchange building. This rezoning application proposes an overall density of 21.5 FSR.

An analysis of the proforma, showing a proposed density of 21.5 FSR, has been conducted by Real Estate Services, and the conclusion is that the value of the proposed density provides for the heritage obligations proposed, including the restoration, renovation, and the seismic upgrade of the former Stock Exchange building to a high standard of sustainability, and will not result in any undue profit to the developer.

Height — While the maximum discretionary height permitted under the existing zoning is 137.2 m (450 ft.) and the General Policy for Higher Buildings allows for discretionary review up to a maximum of 182.9 m (600 ft.), the site is restricted by view cones 9.2.2 (Cambie View Corridor) and 3.2.3 (Queen Elizabeth View Corridor), which limit the height of this proposal including all appurtenances to 107 m (350 ft.). The maximum overall height proposed for this tower is 129.2 m (424 ft.) to the top of the mechanical screen, thereby extending into the view cones by 22.6 m (74 ft.).

In October 2010, Council endorsed consideration of additional height affecting view cones, where the Director of Planning may consider future development that enters into the “view shadow” of existing buildings if they do not create an additional significant impact on protected public views of the mountains, and are consistent with Council policy, including the General Policy for Higher Buildings. This proposal utilizes this approach on view shadows: the Cambie View Corridor has a pre-existing building (Fairmont Pacific Rim Hotel at Burrard and Cordova streets) that protrudes through its lower limit. The massing of the proposed office building would sit in the fore-shadow of the Fairmont and would result in no perceived reduction of the mountain views from the origin of the view point.

Staff recommendations include conditions for further design development to refine the upper portion of the building to address performance and prescriptive requirements. In addition, during the development permit process, to address the Higher Building policy requirements, the proposal will be reassessed by the Urban Design Panel, augmented by two local notable design experts, to consider the impact of the building on the city’s skyline and to ensure architectural excellence. As per the policy, the proposal would also be evaluated in terms of advancing sustainable building practices in Vancouver, particularly in the realm of energy consumption.

Tower Separation, Private View Impacts and Access to Daylight — High density residential neighbourhoods typically have policies and guidelines that establish performance criteria with regard to tower separation, private view impacts and access to daylight. This is,

however, not the case in the Central Business District. For instance:

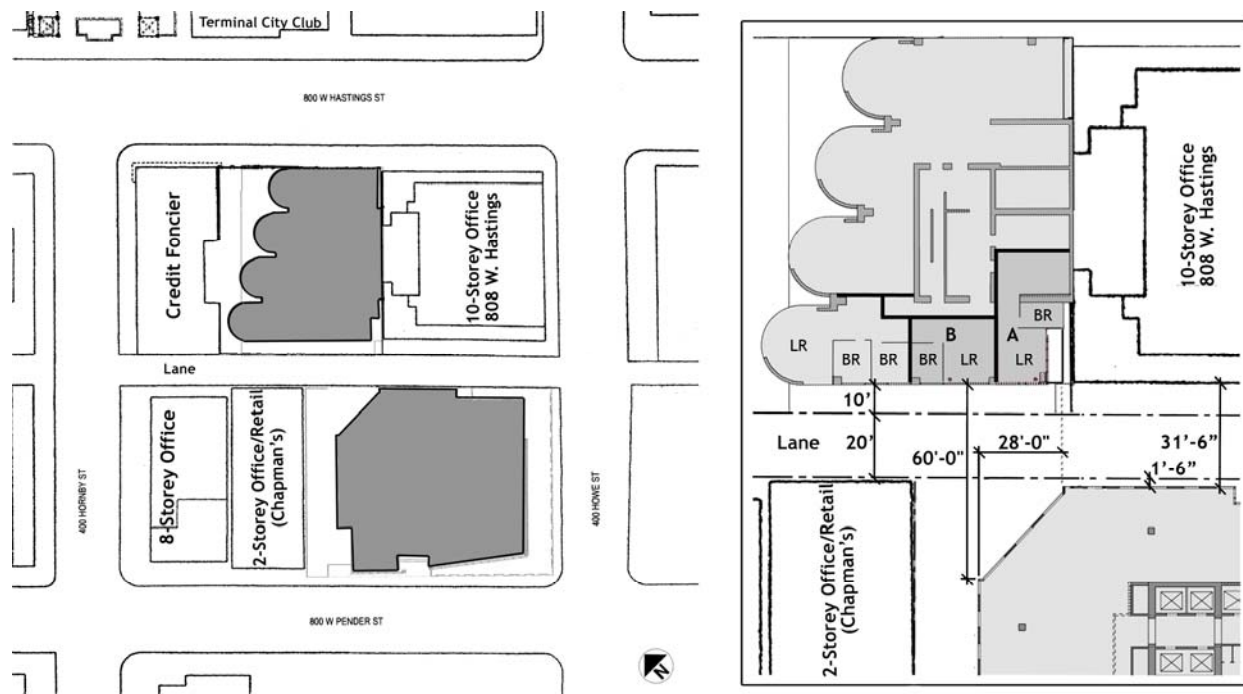
- There are no formal guidelines or policies established for tower separation between residential and office commercial uses, unlike high-density residential neighbourhoods where tower separation of 80 ft. (24.0 m) between residential towers is sought.
- There are no requirements for Horizontal Angle of Daylight (HAD) performance criteria, which are usually in place in the absence of tower separation guidelines. This quantitative measurement requires that each habitable room have at least one window that achieves a view angle aperture of 50 degrees, or two angles of 70 degrees, to encounter no obstruction over a distance of 80 ft. (24.0 m), with provision to reduce this criterion subject to livability performance.

This application, as proposed, requests a tower separation of approximately 9.1 m (30 ft.) between it and the existing Jameson House tower to the north, which itself is set back of 3 m (10 ft.) from the lane. While this reduced proximity is not typical, particularly for buildings of this height, there are a number of comparable residential and commercial buildings of similar or lesser dimensions of tower separation within the Downtown District (see Appendix E to see tower proximity comparisons). In terms of private views, the proposal has a measurable impact on the existing views for approximately 42 of the 144 units generally located in the southeasterly portion of the Jameson House floor-plate, noting that the bulk of the units in this tower are oriented to the north to maximize mountain views. Of the habitable rooms in the 42 affected units, under the current proposal, the horizontal angle of daylight criteria has been maintained.

Staff believe that additional measures can be taken to address the proximity, private view, and access to daylight concerns raised by the residents of Jameson House. Although a further shifting of the proposed tower location to move it away from the Jameson House is not possible, staff worked with the applicant to explore options to sculpt the tower shape or to reduce the floor plate size. The applicant was concerned and continues to have concerns, about modifications to the tower floor plate give the need for the office space to be appropriately configured to compete with other commercial buildings in the CBD and given the challenging economics and viability of downtown office development. Nevertheless, where the proposed building and the Jameson House building are immediately adjacent, staff are recommending adjustments to increase the tower separation from 9.1 m (30 ft.) to as much as 18.2 m (60 ft.), as illustrated in Figure 4. In addition, staff recommend additional measures to mitigate direct sight-lines (i.e., such as permanent external louvers) and spillover lighting impacts between the two buildings.

Staff believe that these changes to the proposal represent a reasonable response that maintains the livability, light access and primary private views of the impacted units in the Jameson House. Staff also note that the resulting floor-plate of the proposed tower of approximately 1 101 m² (11,850 sq. ft.) is not an unusually sized office floor-plate within the CBD.

Figure 4 – Staff recommended measures to increase tower separation distance



Urban Design Panel — This rezoning proposal was reviewed by the Urban Design Panel on November 30, 2011, and was supported (see Appendix F).

Summary — There are many exemplary aspects to the proposal including the rehabilitation and designation of the former Stock Exchange Building, the achievement of a substantial on-site commercial office capacity, and the incorporation of a very high standard of architectural design and sustainability performance. The proposal is challenging with respect to the way the office building relates to the existing high-density residential building located across the lane, an issue resulting in part to the variances sought and approved by the earlier Jameson House application. However, staff have worked with the applicant and the neighbours to find a reasonable way for the uses to co-exist.

While the proposal's overall building volume is greater than that which would occur under present zoning, a similar level of impact to the residents of the Jameson House would result with a proposal that limited the density on site to that earned through heritage preservation. The proposal has been massed and sited as compactly as possible, given the constraints presented with the integration and heritage preservation of the former Stock Exchange Building. Staff consider that the form of development and its resulting impacts on views and privacy, while challenging in its proximity to the neighbouring Jameson House, can be managed to be within acceptable limits. Staff also note that with the recommended separation, the resultant floor-plate will be approximately 1 101 m² (11,850 sq. ft.), which is within the range of a commercially viable floor-plates found throughout the CBD.

Staff recommend that the proposal be approved, subject to further design development at the development permit stage (see draft by-law provisions in Appendix A, conditions of approval in response to the proposed form of development in Appendix B, and detailed urban design analysis in Appendix E).

3. Parking, Loading and Circulation

The application shows seven levels of underground parking, located under the new building on the west of the site, and accessed off the commercial lane. A Transportation Study, completed by Bunt and Associates, was submitted as part of the application submission.

Staff recommend that the proposal meet the standards set in the Parking By-law for parking, loading and bicycle spaces. Where there is no change of use in heritage buildings with non-dwelling uses, no parking is required. As such, parking and loading requirements are not assessed on the existing floor space of the former Stock Exchange Building. Instead, parking and loading requirements will be based on the new floor area being created (approximately 317,057 sq. ft.). Provision of bicycle spaces is, however, based on the total floor area of the development, including that existing in the heritage building.

Under this assessment, the proposed development would require a minimum of 205 vehicle parking spaces. A total of 158 parking spaces are proposed, representing a shortfall of 47 spaces. In the downtown area, a property owner has the opportunity to address this shortfall in parking supply through the “payment-in-lieu” provisions of the Parking By-law, which requires a payment of \$20,200 per parking space at the development permit stage, used to fund downtown parking structures or green mobility initiatives.

Through the public consultation process, staff heard concerns from residents of the Jameson House regarding increased lane congestion. Access to this lane is from Howe Street only, although one can exit from either Howe or Hornby streets. The Transportation Study indicates that the proposed development is expected to generate approximately 50 to 60 vehicle trips per hour during the afternoon peak period, and that this level of traffic increase is not expected to have any material effect on the operation of the existing street network.

Engineering Services staff have reviewed the rezoning application and the Transportation Study, and have no objections to the proposed rezoning provided that the applicant satisfies the conditions regarding parking, loading, and bicycles included in Appendix B.

4. Environmental Sustainability

The Green Building Rezoning Policy (adopted by Council on July 22, 2010) requires that rezoning applications received after January 31, 2011, achieve a minimum of LEED® Gold rating, including 63 LEED® points, with targeted points for energy performance, water efficiency and stormwater management, along with registration and application for certification of the project.

The applicant has voluntarily committed to achieving a higher level of sustainable design. The application included a preliminary LEED® scorecard, indicating that the project could attain a minimum of 86 LEED® points and therefore be eligible for a LEED® Platinum rating. Once achieved, a Platinum LEED rating would make this building one of the most environmentally sustainable developments in the City. Given the high number of targeted points in the area of energy efficiency, it is expected that the building will meet or exceed the Energy Use Intensity (EUI) “higher building target” of 115 kwh/m².

Redevelopment of a site often generates the need for soil remediation to address contaminants that may be present as a consequence of previous uses on the site. The Environmental Protection Branch has reviewed the site profiles and Phase 1 Environmental Site Assessment for the site. It was determined that there were no commercial or industrial activities on the site that are listed in Schedule 2 of the Contaminated Sites Regulation or reason to believe that the soil or groundwater is contaminated from historical activities. Should the rezoning be referred to a Public Hearing, the application can be considered without additional enactment conditions related to soil remediation.

5. Former Stock Exchange Building (475 Howe Street)

This rezoning application includes the site at 475 Howe Street, which is occupied by the former Stock Exchange Building, listed in the “A” evaluation category on the Vancouver Heritage Register (VHR) (see Figure 5). The owner of the site proposes to restore, rehabilitate and designate as heritage the building exterior as well as the interior elevator lobby (including the marble clad walls and decorative ceiling) as part of this rezoning application.

This 11-storey office building was built in 1928-29 to the designs of Townley and Matheson Architects, and is a good example of a between-the-wars high-rise. The building housed the Vancouver Stock Exchange trading floor and administration offices until the Stock Exchange moved to expanded facilities around 1960. The building is of heritage value for its contribution to the development of downtown Vancouver, its architectural expression, the role of its prominent designers, and for its representation of the business community in the City. The Statement of Significance is included in Appendix D.

Figure 5 – 475 Howe Street (showing footprint of the heritage building on the site)



Conservation Approach and Proposed Incentives – The conservation approach will be rehabilitation of the building including seismic upgrading; restoration of the original storefronts, the original elevator lobby interior, the original entry canopy on Howe Street, and the historic areaways; and the recreation of the Stock Exchange trading floor based on archival drawings and photographs. The costs associated with the heritage protection and heritage rehabilitation work proposed, estimated at \$15,137,000, would be compensated through the additional floor space being requested in the application.

Vancouver Heritage Commission (VHC) – The rezoning application was reviewed by the VHC on December 12, 2011, and it was recommended that, at the Development Permit stage, the Statement of Significance and proposed Heritage Conservation Plan for 475 Howe Street be refined; that the proposed Heritage Revitalization Agreement (HRA) contain a designation of the elevator lobby interior; and that the effect of the massing of the proposed tower be reduced to lessen its impact on the heritage building (see Appendix F for the VHC resolution). These items have been incorporated into the conditions noted in Appendix B.

Approval of Recommendations F and G will allow for the designation and restoration of the former Stock Exchange Building at 475 Howe Street.

PUBLIC INPUT

Notification – The City of Vancouver Rezoning Centre webpage included notification and application information, as well as an online comment form. A rezoning information sign was installed on the site on November 7, 2011. A notification postcard and invitation to a community open house, dated November 4, 2011, was mailed to 1,055 surrounding property owners in the notification area shown in Figure 1. An additional notification postcard for a community open house, dated July 10, 2012, was mailed to 204 property owners and building occupants in the Jameson House.

Community Open Houses – Two public information open houses have been held. The first one was on November 22, 2011 at the Terminal City Club; approximately 81 people attended. In response to concerns that some Jameson House residents did not receive appropriate notification, a second open house was held on July 24, 2012 in the Jameson House lobby; approximately 65 people attended.

Public Response – A total of 122 responses were received, of which approximately 24% were in support and 74% were opposed to the application. Additionally, a petition (55 signatures) and a form letter (72 signatures) opposed to the application were submitted. Opposition to this application almost exclusively originates from residents of the Jameson House. Those who supported the project noted the need for increased office space and jobs in the downtown core, and felt the heritage component was well integrated into the design. The most prevalent concerns expressed about the proposal were with regard to the large floor-plate and proximity of the proposed office building to the Jameson House and resulting impacts on livability, including:

- lack of privacy;
- diminished natural light and shadowing;
- loss of views;
- increased light pollution from office lighting; and
- potential resultant loss in property values.

Additionally, there were concerns over traffic delays in the laneway due to increased volume and commercial loading.

A more detailed summary of concerns raised is provided in Appendix F. Through the rezoning review process, staff have assessed these issues and have worked with the applicant to improve the physical relationship between the office tower and the Jameson House. Staff have recommended conditions of approval, contained in Appendix B, to include:

- further design development to reduce the proximity of the buildings where they overlap;
- incorporation of privacy measures that reduce direct sightlines between the two buildings; and
- provision of a lighting strategy to minimize the impacts of office lighting.

PUBLIC BENEFITS

In response to City policies which address changes in land use and density, this application for rezoning offers the following public benefits:

Required Public Benefits:

Development Cost Levies (DCLS) — Development Cost Levies (DCLs) collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, affordable replacement housing and various engineering infrastructure. The subject site is in the Vancouver DCL District where the rate for commercial uses is \$134.55/m² (\$12.50/sq. ft.). DCLs do not apply to alterations to an existing building where the total floor area of the building is not increased, as is the case with the heritage building. It is anticipated that the new floor area of 29 510.4 m² (317,647 sq. ft.) associated with the proposed tower will generate DCLs of approximately \$3,970,588. DCLs are payable at building permit issuance and their rates are subject to Council approval of an annual inflationary adjustment which takes place on September 30th of each year.

Public Art Program — The Public Art Program requires that rezonings involving a floor area of 9 290.0 m² (100,000 sq. ft.) or greater allocate a portion of their construction budgets (\$1.81/sq. ft.) to public art as a condition of rezoning. With 29 510.4 m² (317,647 sq. ft.) of new floor area proposed in this rezoning, a public art budget of approximately \$574,941 is anticipated.

Offered Public Benefits:

Heritage — The owner has offered to restore, rehabilitate, renovate, and seismically upgrade the former Stock Exchange Building and to accept its designation as a protected heritage property. The on-site heritage conservation is valued at approximately \$15,137,000.

Community Amenity Contribution — In the context of Financing Growth Policy, the City anticipates the offer of a community amenity contribution from the owner of a rezoning site to address the impacts of rezoning, through the provision of either on-site amenities or a cash contribution towards other public benefits in the neighbourhood. Contributions are negotiated and evaluated by staff in light of the increase in land value expected to result

from rezoning approval. Real Estate Services staff have reviewed the applicant's development proforma. The review concluded that after factoring the costs associated with the heritage work, there was no additional increase in the land value generated by the rezoning.

Sustainability Features — This proposal goes beyond minimum requirements for environmental sustainability, with the stated intent of achieving LEED® Platinum and achieving a 40 to 50% reduction in energy consumption from 2010 levels.

See Appendix H for a summary of all of the public benefits for this application.

Financial

As noted in the section on Public Benefits, although there is no Community Amenity Contribution (CAC) associated with this rezoning, there is a significant public policy outcome being achieved: the proposal would result in the preservation of the former Stock Exchange Building (with a value of \$15,137,000).

The site is within the City-wide Development Cost Levies (DCL) District. If the rezoning application is approved, it is anticipated that the applicant will pay \$3,970,588 in DCLs. This application will also result in a public art contribution estimated at \$574,941 towards new on- or off-site public art.

CONCLUSION

Staff assessment of this rezoning application has concluded that the proposed land uses, density and height are supported, and that the public benefits of this project will contribute to Vancouver's job space, economic development, heritage, and sustainability objectives. Concerns raised by adjacent residential properties owners have been addressed through design changes to the proposed tower and through further design development conditions recommended by staff.

The General Manager of Planning and Development Services recommends that the application be referred to Public Hearing together with a draft CD-1 By-law as generally shown in Appendix A and with a recommendation of the General Manager of Planning and Development Services that these be approved, subject to the Public Hearing, along with the conditions of approval listed in Appendix B, including approval in principle of the form of development as shown in plans included as Appendix G.

* * * * *

475 Howe Street and 819 West Pender Street
PROPOSED CD-1 BY-LAW PROVISIONS

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

Zoning District Plan Amendment

1. This By-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, according to the amendments, substitutions, explanatory legends, notations, and references shown on the plan marginally numbered Z-() attached as Schedule A to this By-law, and incorporates Schedule A into Schedule D, to By-law No. 3575.

[Note: Schedule A, not attached to this appendix, is a map that amends the City of Vancouver zoning map. Should the rezoning application be referred to Public Hearing, Schedule A will be included with the draft by-law that is prepared for posting.]

Definitions

2. In this By-law:

“View Shadow” means an existing building that penetrates into a view corridor approved by Council, and blocks a portion of that view across an area extending from the view point origin to the mountains.”

Uses

- 3.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 ().
- 3.2 Subject to approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in the 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) Institutional Uses;
 - (c) Office Uses;
 - (d) Retail Uses;
 - (e) Service Uses; and
 - (f) Accessory Uses customarily ancillary to any use permitted by this section.

Conditions of Use

4. Only retail and service uses are permitted on floors located at street level and fronting on Howe Street and on West Pender Street, and are subject to all applicable regulations, Council guidelines and policies, as determined by the Director of Planning or Development Permit Board.

Building Height

- 5.1 The building height, measured above base surface, must not exceed 106 m [348 ft.], except that the building must not protrude into the approved view corridors, as set out in the City of Vancouver View Protection Guidelines.
- 5.2 Notwithstanding section 5.1 of this By-law, the Director of Planning may permit an increase in building height to a maximum of 129 m [424 ft.] if the building is located entirely within a view shadow and does not further block a Council-approved view corridor.

Floor Area and Density

- 6.1 Computation of floor area must assume that the site consists of 1 738 m² [18,708 sq. ft.], being the site size at the time of the application for the rezoning evidenced by this By-law.
- 6.2 The floor space ratio for all combined uses must not exceed 21.5.
- 6.3 Computation of floor space ratio must include all floors having a minimum ceiling height of 1.2 m, including earthen floor, both above and below ground level, measured to the extreme outer limits of the building.
- 6.4 Computation of floor space ratio must exclude:
 - (a) patios and roof gardens only if the Director of Planning first approves the design of sunroofs and walls;
 - (b) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used, which are at or below the base surface, except that the exclusion for a parking space must not exceed 7.3 m in length;
- 6.5 Computation of floor space ratio may exclude amenity areas, at the discretion of the Director of Planning or Development Permit Board, except that the total exclusion must not exceed the lesser of 20 per cent of the permitted floor area or 929 m².
- 6.6 The use of floor space excluded under section 5.4 or 5.5 must not include any purpose other than that which justified the exclusion.

* * * * *

475 Howe Street and 819 West Pender Street
DRAFT CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

CONDITIONS OF APPROVAL OF FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Iredale Architecture Group, and stamped "Received City Planning Department, October 6, 2011", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

Urban Design

- 1. Design development to the upper portion of the building to further refine and enhance its architectural contribution to the city skyline and the public view corridor.

Note to applicant: The proposed building elements, including the architectural screen must be contained within the view shadow of the Fairmont Pacific Rim Building. Design development should further refine and architecturally integrate the rooftop mechanical penthouse, elevator override service volumes, other service equipment including window washing infrastructure and/or photovoltaic panels, if proposed, to minimize any incursion beyond the view shadow.

- 2. Design development to further refine the detailing of the tower façade to fully demonstrate the design intent of the passive design features (solar shade fins) in combination with the mullion details, glass color and transparency, fritting and expected energy performance.

Note to applicant: Superior detailing and execution of the façade details are critical to achieving the proposed building aesthetic. Detailed sections and elevations demonstrating high quality material treatments are required. Glass samples along with full performance specifications are also required.

- 3. Design development to fully demonstrate the various green wall treatments' viability and longevity, as one of the important components to the overall building design and composition.

Note to applicant: Measures such as adequate soil depth, plant selection, maintenance, water, and sunlight access are critical aspects that must be demonstrated to ensure their viability and longevity.

4. Design development to northwest corner to improve the proximity between the proposed office tower and the existing residential units in Jameson House across the lane.

Note to applicant: This can be achieved by modifying the northwest corner of the office building for the portion of the tower that overlaps with Jameson House, with the remaining tower floor-plate providing a 1'-6" setback as illustrated within Appendix E, page 12. Floor area can be reallocated to other areas of the building provided that it does not further compromise Jameson House or increase the amount of building bulk over the former Stock Exchange Building. See also condition 7.

5. Design development to improve privacy between the proposed office building and the existing residential units in the Jameson House.

Note to applicant: Measures that significantly reduce direct sight lines between the two occupancies must be implemented as a permanent component externally integrated with the glazing treatment.

6. Design development to minimize the lighting impacts of the office occupancy on the existing residential units in Jameson House.

Note to applicant: In addition to measures that significantly reduce direct sight lines between the two occupancies, building features that reduce light impacts from the office occupancy, particularly during late-night hours should be implemented.

7. Design development to the proposed new building massing to lessen its visual impact over the former Stock Exchange Building.

Note to applicant: Design development should consider reduction of level 14 to be consistent with levels 12 and 13 below and should also include the treatment of the soffit with high quality materials as to not distract from the prominence of the former Stock Exchange Building. See also condition 4.

8. Design development to the lower massing to better integrate into the overall tower composition.
9. Provision of a conceptual lighting strategy to ensure appropriate lighting levels and CPTED performance, while minimizing glare for nearby residents.
10. Provision of a pedestrian wind study.

Sustainability

11. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance in achieving LEED® Platinum, including a minimum of 80 points in the LEED® rating system and, specifically, a minimum of 13 points under Optimize Energy Performance.

Note to Applicant: Provide a LEED® checklist confirming the above; a detailed written description of how the above-noted points have been achieved with reference to specific building features in the development, and notation of the features on the plans and elevations. The checklist and description should be incorporated into the drawing set. Registration and application for certification of the project are also required under the policy.

12. Confirmation that the building demonstrates and advances the City's objective for carbon neutrality in achieving a 40% to 50% reduction in energy consumption from 2010 levels.

Note to Applicant: Under the Higher Buildings Policy, the building must be designed to meet the energy performance target of 115 kwh/m²/year of energy on the site.

Crime Prevention Through Environmental Design (CPTED)

13. Design development to respond to CPTED principles, having particular regards for:
 - (a) theft in the underground parking;
 - (b) residential break and enter;
 - (c) mail theft; and
 - (d) mischief in alcove and vandalism, such as graffiti.

Landscape

14. Provision of a diversity of high-quality landscape types incorporating all season greenery to create vibrant interior and exterior environments to improve the livability of building occupants.
15. Design development to the enhancements of the public realm interface to provide landscaped open spaces with substantial greenery and visual interest to benefit the pedestrian environment.
16. Provision of adequate planting-medium depth within planters on slab to meet the BCSLA latest standard.
17. Provision of a legal survey.
18. Provision of a fully labeled Landscape Plan, Sections and Details at the complete Development Permit submission stage in the spirit of the submission presented as part of the Rezoning application, October 2011.
19. Provision of a detailed and comprehensive landscape design rationale to be coordinated with the landscape plan drawings.

20. Proposed plantings to be consistent with the City of Vancouver Waterwise Planting Guidelines.
21. Provision of a high-efficiency automatic irrigation system specified in all common areas at all building locations and hose bibs in private patios 100 sq. ft. or greater.

Note to Applicant: The irrigation system design and installation shall be in accordance with the Irrigation Association of BC Standards and Guidelines latest standard. Notation to this affect should be added to the drawings.

22. Illustration on the Landscape Plan and the Site Plan of all at-grade utilities such as gas meters, electrical transformers, and mechanical vents.

Note to Applicant: All utilities should be located, integrated, and fully screened in a manner which minimizes their impact on the architectural expression and the building's open space and public realm.

23. Protection of existing street trees or the provision of new street trees adjacent to the development site in consultation with Park Board and to the satisfaction of the City Engineer.

Note to Applicant: Provide a notation on the Landscape Plan, "Final spacing, quantity, tree species to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6 cm caliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet in length and 18 inches in depth. Call the Park Board for inspection after tree planting completion, phone: 311". Contact Eileen Curran, Streets Engineering, ph: 604.871.6131 to confirm tree planting locations and Amit Gandha, Park Board, ph: 604.257.8587 for tree species selection and planting requirements.

Engineering

24. Prior to submission of a Development Permit Application, the applicant is requested to engage the services of a transportation consultant to review the parking design and provide recommendations for improvements to the following:
a) measures to assign right-of-way to either the inbound or outbound vehicle; b) measures to manage the inability of two vehicles travelling in opposite directions to pass each other; and c) the suitability of the transition slope at the top and bottom of the parking ramps.
25. Clarification is required for the small projection above the 3rd floor level of the new building which is encroaching over Pender Street (see elevation A402, & section A502). This doesn't appear on the plan view, and might possibly be a sun screen.
26. Delete the two stairwell door-swings out over the lane (A301).

Areaway Details

27. A BC Land Surveyor building location certificate is required post construction showing the location of all encroachments.

Note to Applicant: the location of the exterior wall for the areaway is required.

Note to Applicant: An application to the City Surveyor is required.

28. The reconstructed areaway must meet the following criteria:
- (a) the minimum areaway roof slab loading shall be in accordance with the loading requirement in the Vancouver Building By-Law Division B - Part 4 - 4.1.5 (12kpa distributed load and 54kN concentrated load);
 - (b) the walking surface of the areaway roof structure if not broom finished concrete (glass prisms blocks), shall have a minimum coefficient of friction of 0.6, and a minimum wet coefficient of friction of 0.6;
 - (c) Engineering will require originally signed and sealed copies of the structural drawings (Job No: MSC-1467 SK-1 of 1) for the proposed modifications to the areaway roof structure and for the precast concrete glass paver panels (from Circle Redmont), as per the note on SK-1 of 1, for our review and records prior to construction;
 - (d) Engineering will require a Product Data Sheet from the supplier of the glass blocks (Circle Redmont) including specifications for loading, slip resistance and shatter resistance;
 - (e) the walking surface of the exterior areaway roof structure exclusive of the precast glass paver panels and any adjacent sidewalk repairs shall be finished in accordance with the City of Vancouver Street Restoration Manual and shall match adjacent sidewalk standard for the area;
 - (f) the areaway shall be waterproofed to the satisfaction of the property owner;
 - (g) the top surface of the areaway roof shall be installed at grade to match the adjacent sidewalk;
 - (h) the property owner shall be responsible for obtaining all the required permits for the reconstruction work. A Street Use Permit from Engineering Services will be required for the exterior reconstruction work within the street right-of-way;
 - (i) no uses deemed essential to the operation of the building or any of its tenants shall be allowed in the areaway;
 - (j) no new equipment shall be installed in the areaway that would preclude its removal in the future, i.e., heating systems (boilers), electrical systems, water valves, utilities etc.; and
 - (k) no hazardous materials shall be stored in the areaway.

Heritage

29. Submission of an updated Statement of Significance and Heritage Conservation Plan for the former Stock Exchange building that complies with the Standards and Guidelines for the Conservation of Historic Places in Canada.

Note to Applicant: The updated Conservation Plan should include the following:

- (a) detailed window inventory and rehabilitation schedule;
- (b) details and interpretation plan for the reconstructed trading floor area; and
- (c) retention and rehabilitation of historic areaways and prism lights.

CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services and to the Director of Planning, the Managing Director of Social Development, the General Manager of Engineering Services, the Managing Director of Cultural Services and Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Engineering

1. Consolidation of Lot A, Plan 20419, & Lots 11, 12 & 13, Plan 210; All of Block 21, DL 541 to form a single parcel.
2. Release of Easement & Indemnity Agreements L72784 (existing building encroachments from Lot A onto City street) and N28008 (existing horizontal lighting encroaching from Lot A onto City street); prior to building occupancy. Note a letter of undertaking will be required at zoning enactment with discharge prior to building occupancy.
3. Provision of an updated, amended or replacement encroachment agreement for all existing and/or proposed encroachments onto City property prior to building occupancy.

Note to Applicant: A letter of undertaking will be required at zoning enactment with an updated, amended or replacement encroachment agreement completed prior to building occupancy.

Note to Applicant: Agreement #G76847 covers only existing ground-level encroachments from Lots 11 to 13. Upon completion of the proposed exterior work, a new BC Land Surveyor's Location Certificate will be required to confirm the extent of all building encroachments at that time, following which an application to the City Surveyor will be required to initiate the new agreement.

4. Clarification of the construction details of the existing canopies (E&I BG30714) adjacent the site and provision of an encroachment agreement should they not meet existing Vancouver Building By-law requirements.

5. Provision of a Site Services Agreement to detail the on and off-site works and services necessary or incidental to the servicing of the site (collectively called "the services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
 - (a) Upgrading of the areaways adjacent the site on Pender and Howe streets to meet or exceed the Vancouver Building By-law requirements including the provision of an updated or replacement areaway legal agreement (see details to be addressed at the development permit stage in section (b) of Appendix B).
 - (b) Arrangements for the proposed sidewalk level areaway glass lights to replicate the historical areaway surface treatment. Legal arrangements will be required for the proposed areaway lights.
 - (c) Provision of standard sidewalk treatments around the site. Standard exposed aggregate banding, 4 piece exposed aggregate tree surrounds and broom finished sidewalks are required with deletion of non-standard treatments where they encroach onto public property.
 - (d) Provision of upgraded curb ramps at the intersection of Howe and Pender streets (adjacent the site).
 - (e) Provision of street trees adjacent the site where space permits.
 - (f) Provision of \$15,000 in funding towards the installation of countdown timers and audible signals at the intersection of Howe St and West Pender Street.
 - (g) Provision of a standard concrete lane entry at the lane south of Hastings Street on the west side of Howe Street.
 - (h) Upgrading of the existing sanitary sewer adjacent the site from 250 mm to 300 mm. A significant upgrade to the sanitary sewer and removal and replacement of the existing storm sewer (due to construction needs) or alternate arrangements to manage the sanitary flows from the site, all to the full satisfaction of the General Manager of Engineering Services, is required. Note: Sewers impacted are located in the lane west of Hornby from the lane south of Hastings to Hastings Street and in Hastings Street from the lane west of Hornby to Burrard Street, approximately 130 m in total. Upgrades are estimated at \$700,000.00.
6. Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicants' mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any water system upgrading that may be required.
7. Provision of all utility services to be underground from the closest existing suitable service point. All electrical services to the site must be primary with all electrical plant, which include but are not limited to, junction boxes, switchgear, pad

mounted transformers and kiosks (including non BC Hydro Kiosks) and are to be located on private property with no reliance on public property for placement of these features. There will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant may be required to show details of how the site will be provided with all services being underground.

Heritage

8. Prior to enactment of the rezoning by-law, the former Stock Exchange building is to be designated under the provisions of the Vancouver Charter as a protected heritage property including the exterior envelope and the elevator lobby located on the main floor, including the following fixtures and features:
 - a) high vaulted plaster ceiling with 48 brightly painted (dark blue, crimson red and gold) coffer panels that feature fleurs-de-lis, climbing foliage and provincial coats of arms;
 - b) pointed archways flanking the lobby that are constructed of plaster and incised to resemble stone;
 - c) the walls with burgundy coloured marble baseboards with caramel coloured marble floor tiles;
 - d) the gilded silver and gold frieze (leaf design) on the north and south walls with simple cornice moulding above; and
 - e) rectangular panels directly above the elevator doors featuring a scroll pattern with a central shield (numbered one to three).
9. Prior to enactment of the rezoning by-law, the property owner shall enter into a Heritage Revitalization Agreement (HRA), which, among other things, ensures the rehabilitation and long-term protection of the former Stock Exchange building, to the satisfaction of the Director of Planning and the Director of Legal Services, including the following:
 - a) that all heritage rehabilitation work is to be carried out in compliance with, among other things, a heritage Conservation Plan approved by the City;
 - b) that the Building not be occupied until the rehabilitation work associated with the HRA is completed;
 - c) that the Building be secured from vandalism during construction and that the appropriate professional or professionals experienced in rehabilitation and restoration work be retained to provide services to all aspects of the rehabilitation work; and
 - d) that the rehabilitation of the Building be completed in a timely manner to the satisfaction of the Director of Planning and the Director of Legal Services.

Public Art

10. Execute an agreement satisfactory to the Directors of Legal Services and Cultural Services for the provision of public art in accordance with the City's Public Art Policy, such agreement to provide for security in a form and amount satisfactory to the aforesaid officials; and provide development details to the satisfaction of the Public Art Program Manager (a checklist will be provided).

Note to applicant: Please contact Bryan Newson, Program Manager, 604.871.6002, to discuss your application

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

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject sites as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-laws.

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

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475 Howe Street and 819 West Pender Street
DRAFT CONSEQUENTIAL AMENDMENTS

DRAFT AMENDMENTS TO THE SIGN BY-LAW No. 6510

Amend Schedule E (Comprehensive Development Areas) by adding the following:

"475 Howe Street and 819 West Pender Street [CD-1#] [By-law #] B (DD)"

DRAFT AMENDMENTS TO THE NOISE CONTROL BY-LAW NO. 6555

Amend Schedule A (Activity Zone) by adding the following:

"[CD-1#] [By-law #] 475 Howe Street and 819 West Pender Street"

DRAFT AMENDMENTS TO THE PARKING BY-LAW NO. 6059

In Schedule C, Council adds:

Address	By-law No.	CD-1 No.	Parking requirements
475 Howe Street and 819 West Pender Street	(_____)	(_____)	Parking, loading and bicycle spaces in accordance with by-law requirements on (<i>date of enactment of CD-1 by-law</i>).

* * * *

**475 Howe Street
Former Stock Exchange Building
Statement of Significance**

The former Stock Exchange Building is a 10-storey office building located in downtown Vancouver at the corner of Howe and West Pender Streets. Built in 1928-29 to the designs of Townley and Matheson Architects, it is a good example of a between-the-wars high-rise building with elaborate decorations in glazed terra cotta in the Gothic Revival style.

The building is listed on the Vancouver Heritage Register in the "A" Category and is not designated. The building's elevator lobby was identified in the city's Heritage Interiors Project.

Heritage Value: The former Stock Exchange Building is of heritage value for its contribution to the development of downtown Vancouver, for its architectural expression, for the role of its prominent designers and for its representation of the business community in the city. The existing building at 475 Howe Street housed the official Stock Exchange trading floor and administration offices. It remained so until the Stock Exchange moved to expanded facilities around 1960.

By the 1920s, the financial centre of Vancouver was shifting west of Granville and many of the city's prominent landmarks of the interwar era were built in the vicinity of the Stock Exchange Building.

The architects Townley and Matheson had established solid credentials in the city having designed, in the short period around the time of the Stock Exchange, the Tudor Manor apartments, Dick Building (Granville and Broadway) and Point Grey Secondary School. In the decade following, they designed Vancouver City Hall, the Education Building (Garden Auditorium) at the PNE and several buildings at Vancouver General Hospital.

The choice of a familiar and established architectural vocabulary, rather than the more modern Art Deco style of the McCarter Nairne's nearby Marine Building, perhaps speaks to the conservatism of the business interests involved in the creation of the building. Well versed in modern interpretations of Tudor and Gothic styles, the firm used terra cotta or concrete panels with elaborate, repeated, decorative motifs to embellish their buildings. There are striking similarities between the Stock Exchange's spandrel panels with those of the Dick Building of the same year.

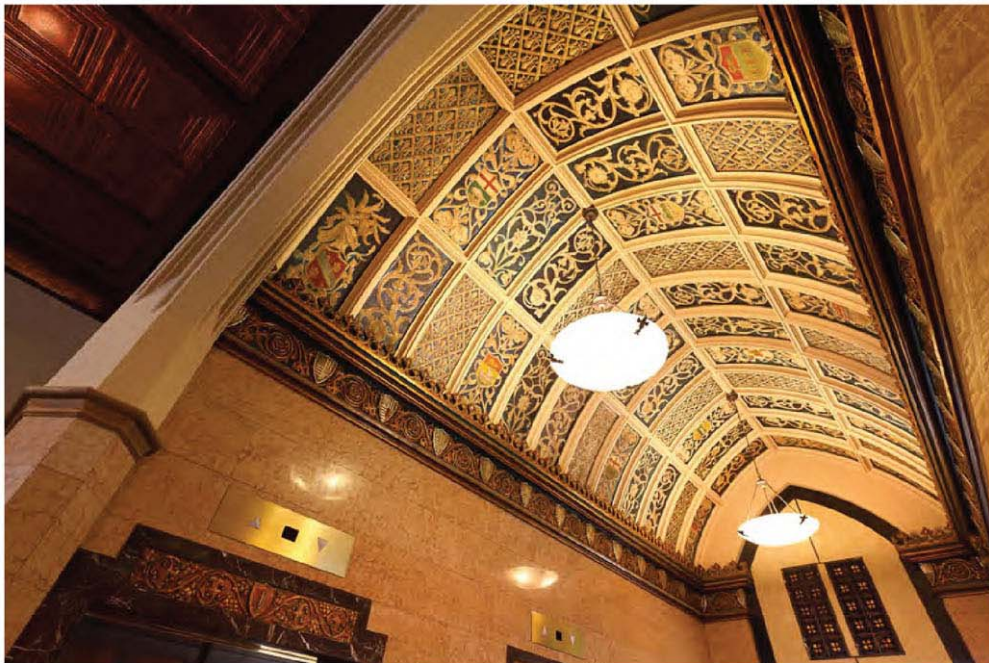
From a broad horizontal anchoring base of the lower storeys, clad in pale glazed terra cotta, the shaft of the upper storeys is rendered in buff brick. Strong vertical ribs of brick with terra cotta edging and recessed spandrel panels visually stretch the building and lighten its bulk. The articulated parapet, rendered in light coloured terra cotta, is evocative of the perpendicular Gothic decoration of buildings of the late Victorian era and early 20th c. American Gothic revival office buildings. The visual manipulation of the façade is achieved within the regular fenestration of double hung wood windows and a straightforward "L" shaped floor-plate. Vestiges of Gothic/Tudor detailing remain in the elevator lobby in the building with its rich use of coloured marbles and painted panels and plaster work.



Old Stock Exchange, 1960's



Original trading floor to be recreated



Original elevator lobby interior to be protected

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475 Howe Street and 819 West Pender Street URBAN DESIGN ANALYSIS

Site

The site consists of two properties on the north side of Pender Street, developed with two buildings — a two-storey retail-office building at 819 West Pender Street and the Former Stock Exchange building at 475 Howe Street, which is an 'A' listed building on the Vancouver Heritage Register (VHR). This heritage building is currently not designated.

The combined site width is 156 ft. with a depth of 120 ft. and a site area of approximately 18,708 sq. ft.

Context

Buildings immediately adjacent to the site include, along Pender Street to the east of the site, a two-storey retail building (Chapman's) and an eight-storey office building. Across the lane to the south at the corner of Hornby Street and Hastings Street is the 10-storey heritage 'A' Credit Foncier office building, next to the two-storey heritage 'B' Chamber of Mines Building and the Ceperley Rounsfall Building. The latter two buildings were designated as part of the rezoning approval process for the recently completed Jameson House. The Jameson House Building, with an FSR of 23.11, contains office uses up to level 15 with residential uses from level 16 through 37, with an overall height of 376 ft. (115.6 m). A 10-storey office building, 808 West Hastings, located at the corner of Hastings Street and Howe Street completes the block frontage sharing the lane with the proposal.

The existing use pattern in the area is almost entirely retail and office-commercial with the exception of residential use on the upper 14 storeys of the 33-storey Terminal City Club at 837 West Hastings Street and the upper 23 storeys of the 37-storey Jameson House at 838 West Hastings Street, the latter being across the lane from the subject site. The blocks surrounding the subject site contain primarily commercial buildings, ranging from older two- to three-storey buildings to a prevailing height of about 10 to 12 storeys.

Other notable higher buildings in the area include the Fairmont Pacific Rim Tower and Shaw Tower both located on the 1000-block of West Cordova Street with heights of 489 ft. and 460 ft. respectively. A recently approved and under-construction office building is located at 1021 West Hastings (University Club site). Other existing large-scale office commercial buildings in the area include Bentall Centre and Harbour Centre.

Urban Design Assessment

The first test in assessing a proposal seeking a substantial increase in density is to determine from an urban design standpoint if the site can, within its surrounding built context and zoning, accept the additional density appropriately. An analysis and assessment of the proposed form of development was conducted, including any urban design impacts beyond that contemplated for development under existing zoning. This involved a comparison of the proposed building massing against potential building density and massing under the Downtown Official Development Plan (DODP) and Downtown Guidelines in terms of impacts on views, shadows, livability and overall built-form "fit" within the neighbouring context.

Downtown (Area B) ODP Provisions and Guidelines

Density — The DODP Area B permits a density of 9.0 FSR. This density may be increased by a maximum of 10% without rezoning (to 9.9 FSR), through a transfer of heritage floor space from a heritage density bank to the site. In total, this translates to a development potential

under present zoning of 185,328 sq. ft. on the subject site. This does not include any density earned for the retention and restoration of the former Stock Exchange Building.

Section 9 of the DODP would also permit the Development Permit Board to increase density on this site in exchange for the designation and costs associated with on-site heritage-related restoration, subject to Council approval, and taking into account relevant design guidelines. This additional density, determined through an assessment of the costs directly associated with the restoration of the former Stock Exchange Building, would result in an overall density of 18.9 FSR for a total floor area of 353,500 sq. ft., including existing floor space within the former Stock Exchange Building.

On July 28, 2009, Council resolved to limit the creation of transferable density to the heritage density bank to allow for a re-balancing period. It is important to note, at the time of the Jameson House rezoning approval (in 2005) the Transfer of Density Policy would have permitted some or all of the density earned through the preservation of the former Stock Exchange Building to have been transferred off site.

Height — In terms of height, the DODP specifies an outright height limit of 91.4 m (300 ft.), but allows the building height to be increased to a maximum of 137.2 m (450 ft.) after consideration of the size and location of the site, the relationship with nearby residential areas, the intent of the plan, and Council's policies and guidelines including: the bulk, location and overall design of the building; the building's effect on the site, surrounding buildings, streets, and existing views; the amount of open space; the effects of overall design on the general amenity of the area; the provision of pedestrian amenities and public realm requirements; the preservation of the character and general amenity desired for the area; overshadowing and view obstruction; environmental criteria set out in Council's design guidelines; and the submission of any advisory group, property owner, or tenant.

The site is restricted by two view cones — 9.2.2 Cambie View Corridor and 3.2.3 Queen Elizabeth View Corridor. The more restrictive (Queen Elizabeth) limits the height for this proposal, including all appurtenances to 350 ft. (107 m). The less restrictive (Cambie) limits the height to 382 ft. The Jameson House, across the lane from the site, was built with an incursion through the Queen Elizabeth View Corridor to a height of 376 ft. The Fairmont Pacific Rim tower at Canada Place and Burrard Street protrudes through both view cones with an overall height of 460 ft.

In October 2010, Council endorsed the following motion in consideration of additional affecting view cones: "THAT Council support a general approach where the Director of Planning may consider future development to enter into the "view shadows" of existing buildings if they do not create an additional significant impact on protected public views of the mountains, and that these be consistent with Council policy, including the General Policy for Higher Buildings (GPHB)." The proposed building proposes to optimize its upper massing utilizing its tower placement within the view shadow of the both the Jameson House and the Fairmont Pacific Rim buildings. If approved, the expanded review of the proposal to ensure consistency with the GPHB would occur during the development application process.

Guidelines — The Downtown Design Guidelines set out flexible performance criteria, rather than prescriptive regulations, for achieving high quality development through provision of: high quality architectural design relating to bulk, massing and treatment, to its context and to its contribution to the built environment, as well as to the public realm, including the provision of enhanced open space where applicable.

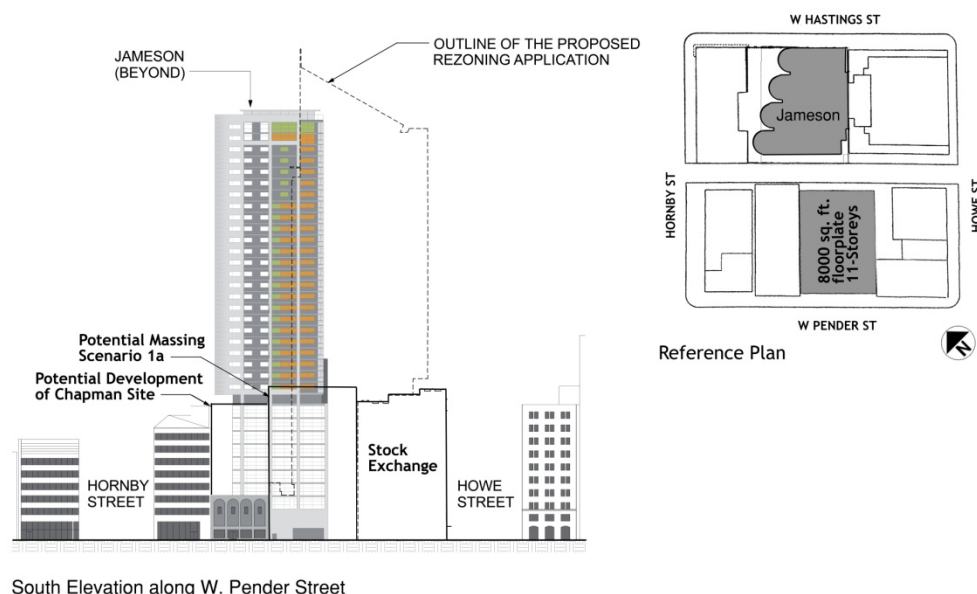
Assessment of Proposed Built Form - Development Scenarios under Current Zoning

In order to understand the relative impacts of the proposal, over that generated by development forms possible under present zoning, a comparative assessment of the urban design impacts, shadows and views, as well as privacy and livability was conducted. At the outset, it must be acknowledged that the increase from the allowable density provisions of 9.9 FSR (9.0 FSR + 10% heritage density transfer) and additional bonus density considerations for on-site heritage retention would result in a larger building.

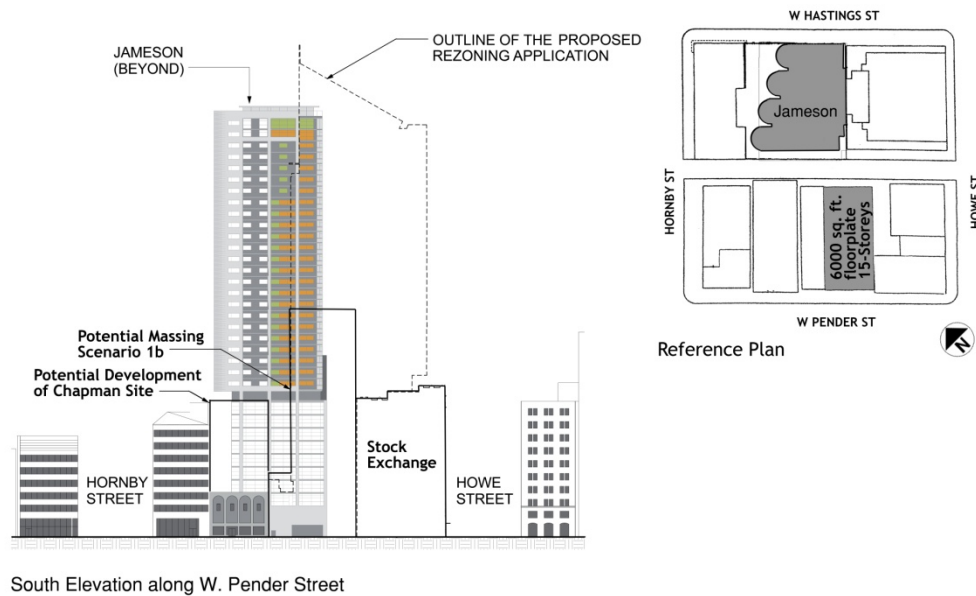
The core question is whether the proposed greater building massing on this particular site can be achieved in a manner that minimizes its negative environmental effects (e.g. wind, sun/shade and public views). The proposed building form was compared to the following four possible development scenarios and building forms for the subject site, based on what would currently be permitted under the DODP.

Under current zoning provisions, the existing two-storey building site, 833 West Pender Street (Chapman's) could be redeveloped up to a maximum FSR of 9.9, subject to meeting other by-law requirements including parking and loading, likely resulting in a modest 9-to-10-storey office building, similar to many buildings in the surrounding context, generally as illustrated below.

Scenario 1: FSR of 9.9 (9.0 FSR + 10 % heritage density transfer) that *does not include* any additional density associated with heritage conservation and designation of former Stock Exchange Building. Potential massing options could range between:



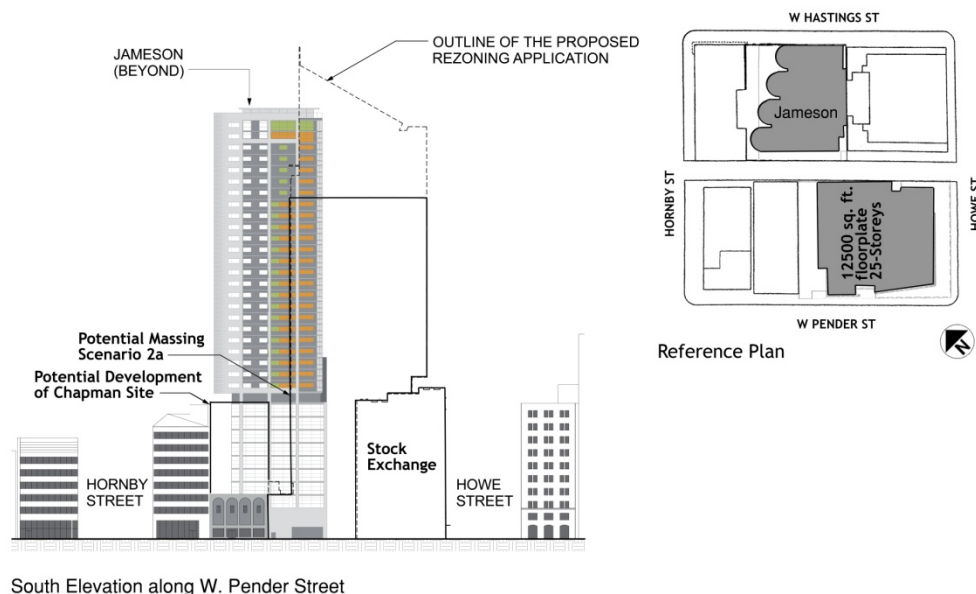
Scenario 1a: 9.9 FSR - 11-storey office tower (150 ft.) with a tower floor-plate of 8,000 sq. ft.



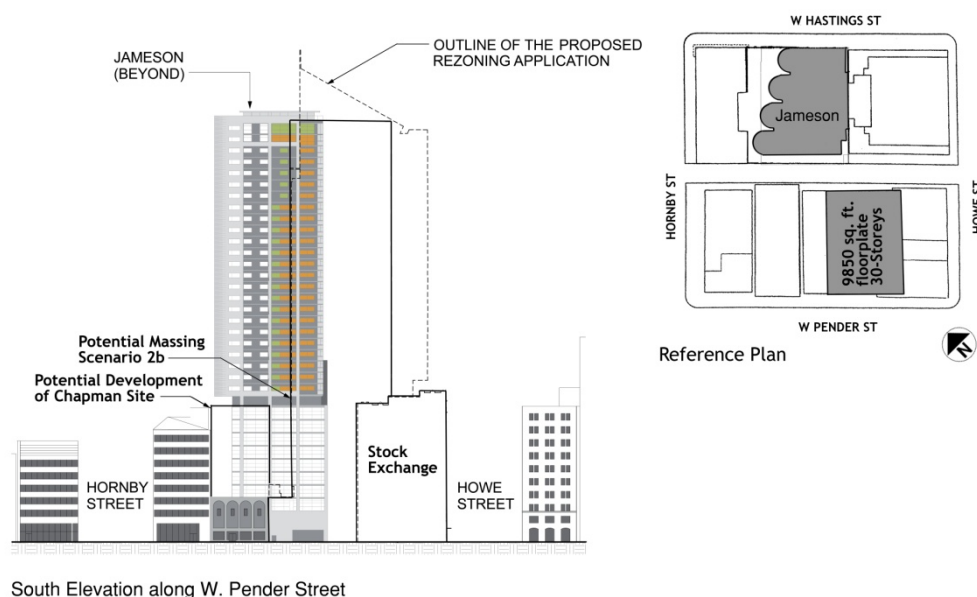
Scenario 1b: 9.9 FSR - 15-storey office tower (200 ft.) with a tower floor-plate of 6,000 sq. ft.

Scenario 1a massing option would maximize the available footprint on the site generally limiting the office floor-plate with windows to the street and lane. Scenario 1b massing option would maximize the depth of the site but would allow for opportunities for office windows on the westerly facing façade. The massing adjacency would be similar to the rezoning proposal affecting Jameson House units within levels 14 to 21.

Scenario 2: FSR of 18.9 (9.0 FSR + 10% heritage density transfer) *and additional density increase* achieved through conservation and designation of the former Stock Exchange Building. Potential massing options could range between:



Scenario 2a: 18.9 FSR - 25-storey tower with a tower floor-plate of 12,500 sq. ft.



Scenario 2b: 18.9 FSR - 30-storey tower with a tower floor-plate of 9,850 sq. ft.

Either of these scenarios (2a or 2b) are very likely proposals, under the provisions of the existing zoning, policies and guidelines, that support the on-site conservation and designation of a heritage asset. The massing's adjacency to the lane, and its effect on Jameson House, would be similar to that of the rezoning proposal.

Conclusion: As had been illustrated, the potential for development under the bonus density provisions of the DODP, that would secure the retention, restoration and designation of the former Stock Exchange Building would likely result in a building form having a similar level of impact as what is being contemplated under the rezoning application.

Assessment of Proposed Built Form

Building Siting including Tower Separation, View Impacts, Livability and Privacy

A primary concern is the potential impact of the proposal on the nearby residential development. The existing residential in the immediate neighbourhood is the upper 23 storeys of the 37-storey Jameson House and the upper 14 storeys of the 22-storey Terminal City Club. Of these two residential developments, the Jameson House will be the most directly affected by the proposal given its proximity.

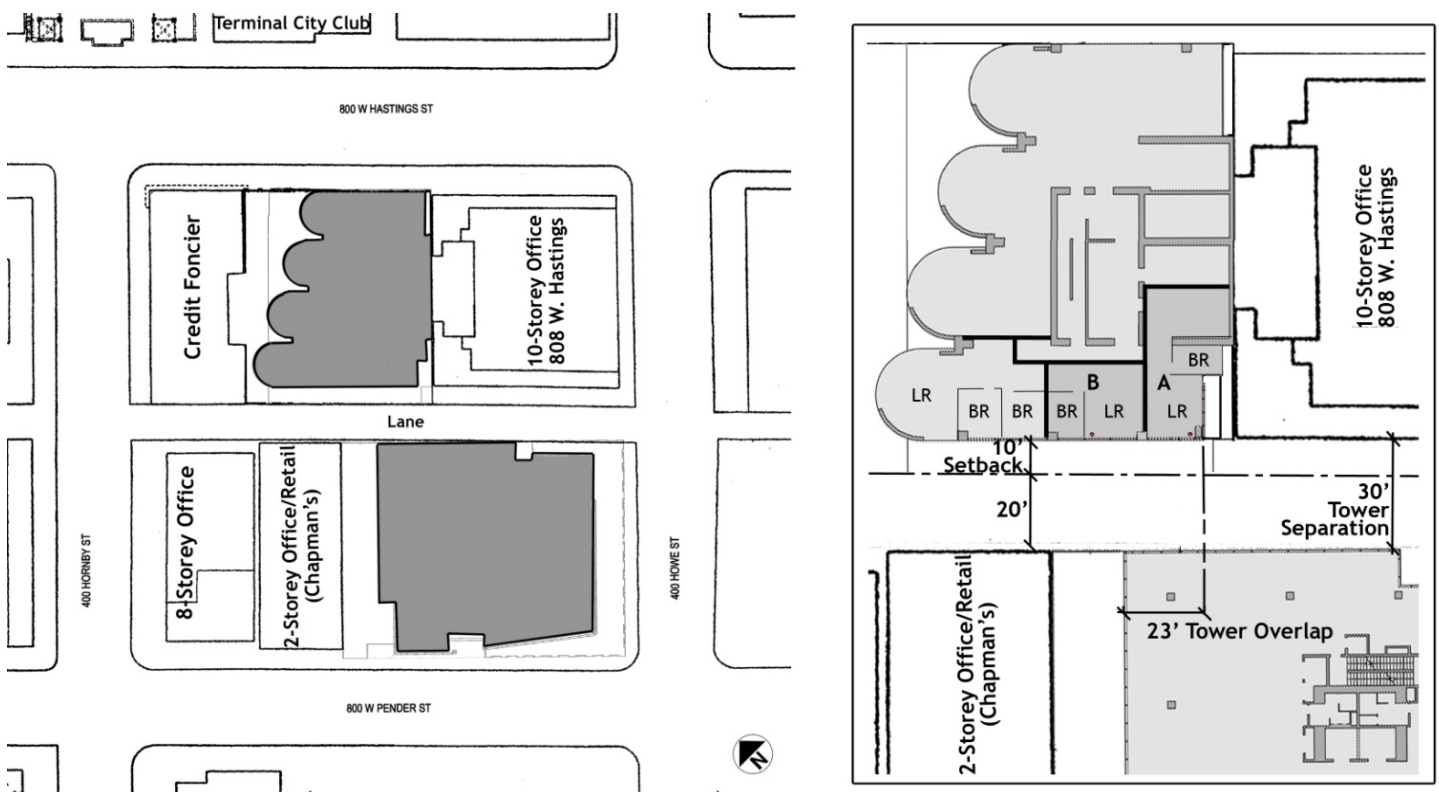
Tower Separation: Urban design objectives for residential livability between residential buildings typically use two urban design criteria: 1) residential floor-plate sizes limited to approximately 6,500 sq. ft. (600 m²) to minimize shadow and view impacts on surrounding development, and 2) a minimum horizontal separation of 80 ft. (24.3 m) between buildings to maintain privacy and livability between residential buildings, while also providing access to light and air. For high-density residential uses, tower separations are often achieved through tower setbacks from the lane of 30 ft., giving a total of 80 ft. (24.3 m) from a similarly set back development across the lane.

Within the Central Business District (CBD), given the nature of office-to-office adjacency, there is less sensitivity with tower separation with respect to privacy, view preservation, and access to light and air between this type of building occupancy. Furthermore commercially

viable and efficient office-tower floor-plates, ranging from 8,000 to 17,500 sq. ft., are significantly larger than a typical residential floor-plate of 6,500 sq. ft. The accommodation of larger office floor-plates in the CBD has a direct implication on the amount of tower separation that can be achieved between buildings.

While the City does not have established guidelines and policies for tower separation between residential and office-commercial uses, given the proposed distance between the office use and the existing residential occupancy, the issues around privacy, view preservation, and access to light and air should still be considered and addressed.

As illustrated below the office tower siting and floor-plate configuration proposes an overall tower separation of 30 ft. between itself and Jameson House (comprised of the 20 ft. lane and a 10 ft. setback of the residential tower component on the Jameson House site). The proposed office tower is directly across the lane from the Jameson House for a total overlapping distance of approximately 23 ft., not including the residential balcony.



Rezoning Application - Building Siting and Proximity to the Jameson House

At the time of approval of the Jameson House (2005), consideration was given to a reduced setback of 10 ft. along the lane than what would have been typical (30 ft.) for a residential building within a pure residential context. The urban design analysis that accompanied the Council report for the Jameson House rezoning noted that this reduced setback of 10 ft. *will constrain the development options for the properties across the lane*, but there was no specific development proposal identified for the subject site at that time.

Based on the alternate development scenarios that could be considered under the current zoning (provided above on pages 3 and 4), the adjacency impacts between the two buildings

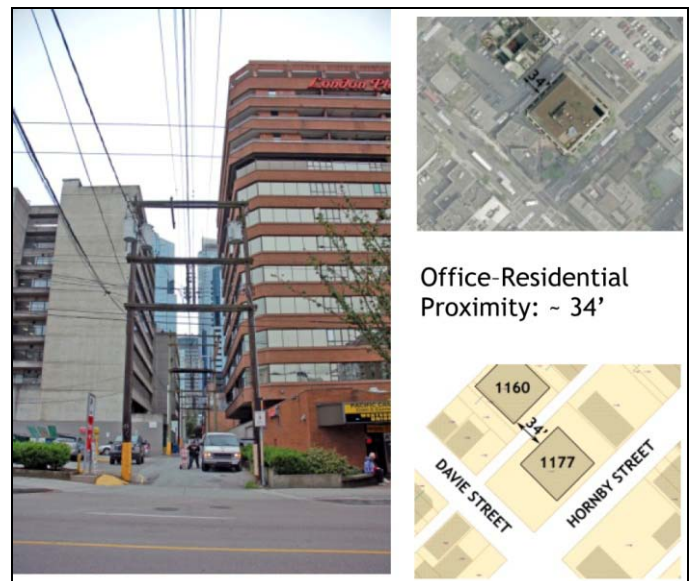
is anticipated to be similar given the site constraints with the retention of the former Stock Exchange Building. While this reduced level of tower separation is not typical, particularly between buildings of significant height, there are a number of locations within the city where similar or lesser dimensions of tower separation between residential and office occupancies occur. These are illustrated below.



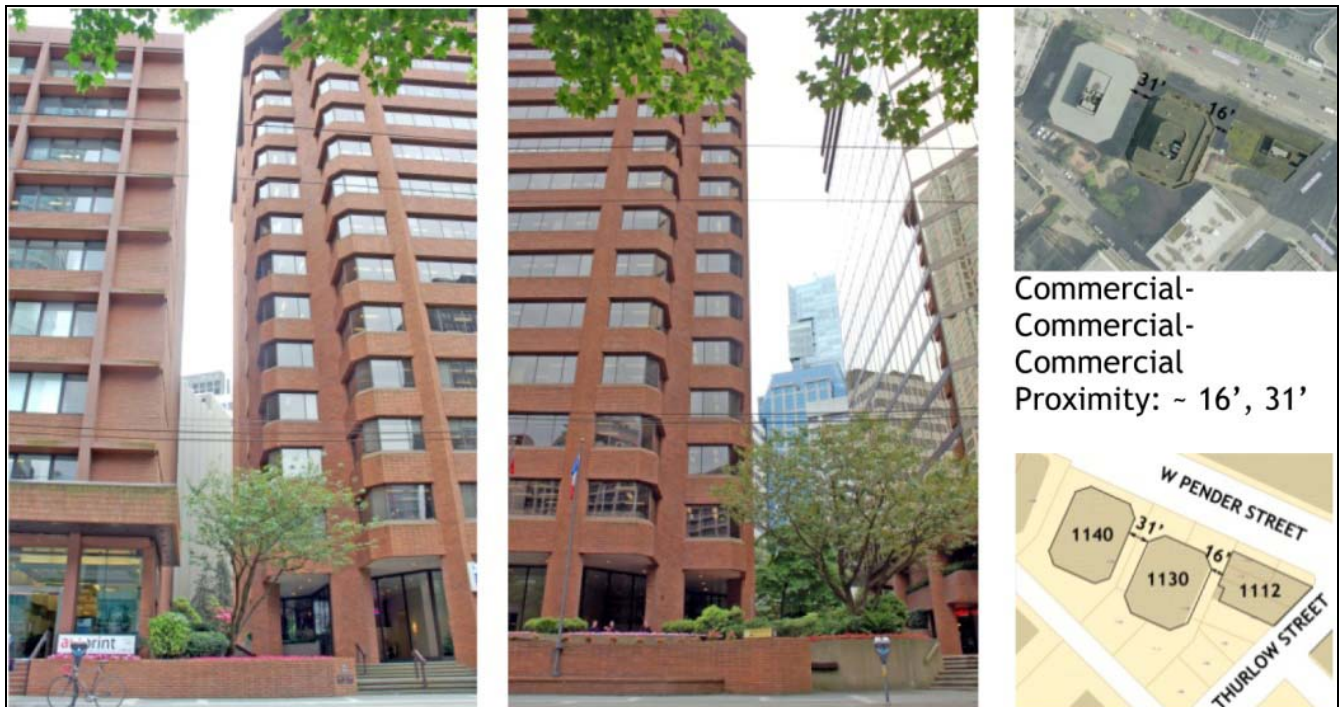
Similar or lesser tower separation at 1200, 1234 and 1262 Hornby Street



At 885 and 801 West Georgia Street



At 1177 Hornby Street and 1160 Burrard Street



Similar or lesser tower separation at 1112, 1130 and 1140 West Pender Street



At 1201 and 1221 West Pender Street

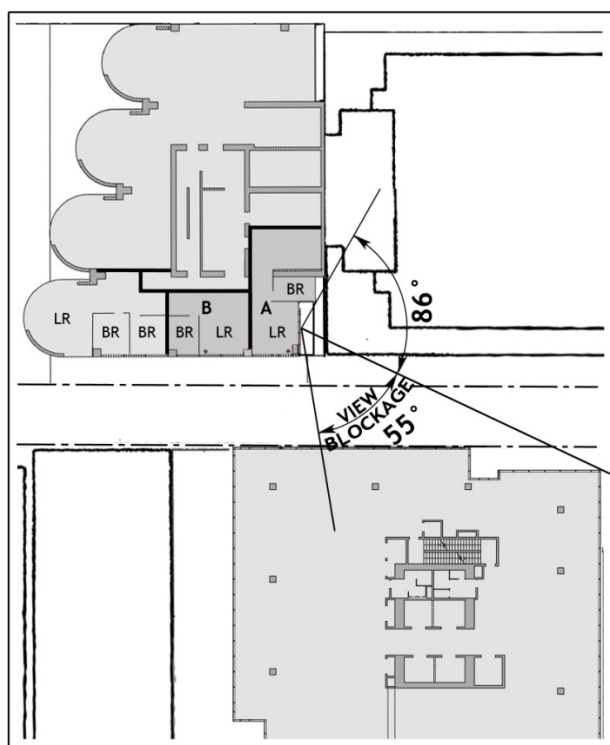
At 625 and 645 Howe Street

View Impacts and Access to Daylight: In addition to the urban design objectives of tower separation, to further address residential livability, including access to daylight, some zoning by-laws include Horizontal Angle of Daylight (HAD) performance criteria. Horizontal Angle of Daylight requires that each habitable room must have at least one window on an exterior wall of a building and that the location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 80 ft. (24 m), with provisions to reduce this criteria, subject to livability performance. The DODP and Downtown Guidelines

do not include Horizontal Angle of Daylight criteria, as residential use was generally not anticipated in the Central Business District. Nonetheless, an assessment of the whether these measures could be achieved for the residential units in Jameson House has been considered.

In terms of private views, the proposal has a measurable impact on the existing views for approximately 42 units generally located in the southeasterly portion of the Jameson House floor-plate. Of the primary views from the units affected, 24 corner units on levels 14 to 37 (Unit A) have both southerly view aspects across the lane and easterly view aspects over the 10-storey building at 808 West Hastings Street, and 18 units on levels 14 to 31 (Unit B) have a singular view orientation across the lane to the south.

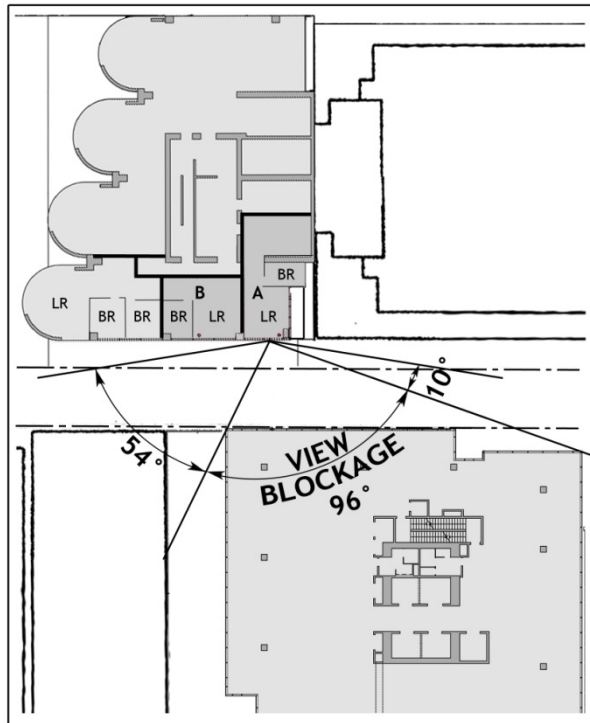
Easterly view: With the current proposal, the easterly view aperture from the 24 corner units would be affected with a reduction of up to 55 degrees of their existing view, but would maintain a view aperture of 86 degrees of their existing present views from their east facing primary rooms, as illustrated below.



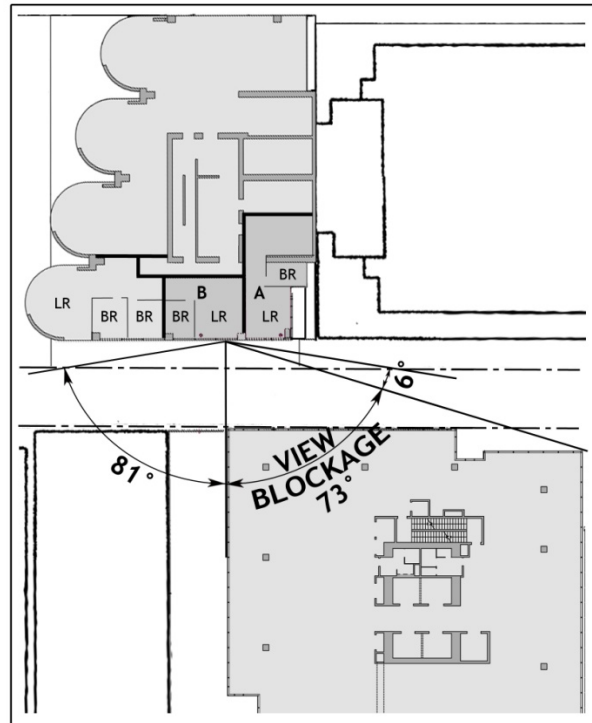
Easterly view aspect from Unit A - Levels 14 to 37 (24 units)

Southerly views across lane: With the current proposal, the two unit types of the Jameson House with lane-facing windows enjoy an unimpeded 160-degree view aperture across the subject site. The location of the proposed tower will result in a significant reduction in the view aperture currently enjoyed by the 24 corner units (Unit A - levels 14 to 37) particularly as the tower siting directly overlaps across the full width of the corner units' living-room windows. However, 54 degrees of the lane-facing view aperture will remain.

For the 18 units (Unit B - levels 14 to 31) having a singular view orientation across the lane to the south, the existing unimpeded view aperture (160 degrees) across the proposed site would be reduced but would retain approximately 81 degrees of the lane-facing view, as illustrated below.



Southerly view aspect from
Unit A - Levels 14 to 37 (24 units)



Southerly view aspect from
Unit B - Levels 14 to 31 (18 units)

For both orientations, the quantitative measure of Horizontal Angle of Daylight — i.e., for the habitable rooms in the Jameson House to have a horizontal angle of 50 degrees for an unobstructed distance of 80 ft. — has been retained.

The urban design analysis provided at the time of approval of the Jameson House, noted that the Jameson House building would have to substantially rely on the air space above the roof of 808 West Hastings Street for its easterly residential views. This analysis also suggested that orienting dwelling units towards Hastings Street or the lane would serve to mitigate the circumstance of relying on the air space above 808 West Hastings. The analysis did not declare that no development would occur across the lane, rather it said the orientation of the dwelling units to the lane may constrain some development options of these sites. At the time of this analysis in 2005, the Transfer of Heritage Density Policy would have been taken into consideration such that any density earned with the preservation of the former Stock Exchange Building could have been transferred off site. Since 2009, this provision has been restricted to allow the heritage bank to go through a re-balancing period. The previous analysis did recognize that a potential development option for the former Stock Exchange Building site was for it to be combined with the adjoining sites along Pender Street, as this rezoning application proposes.

Livability and Privacy: The reduced proximity between residential and commercial uses has been raised as a primary concern as having a significant impact on livability and privacy for the residential units. While an increase in tower separation would generate some improvements to the livability of the dwelling units it would not necessarily resolve the concerns related to privacy and potential night-time light impacts generated from the office building.

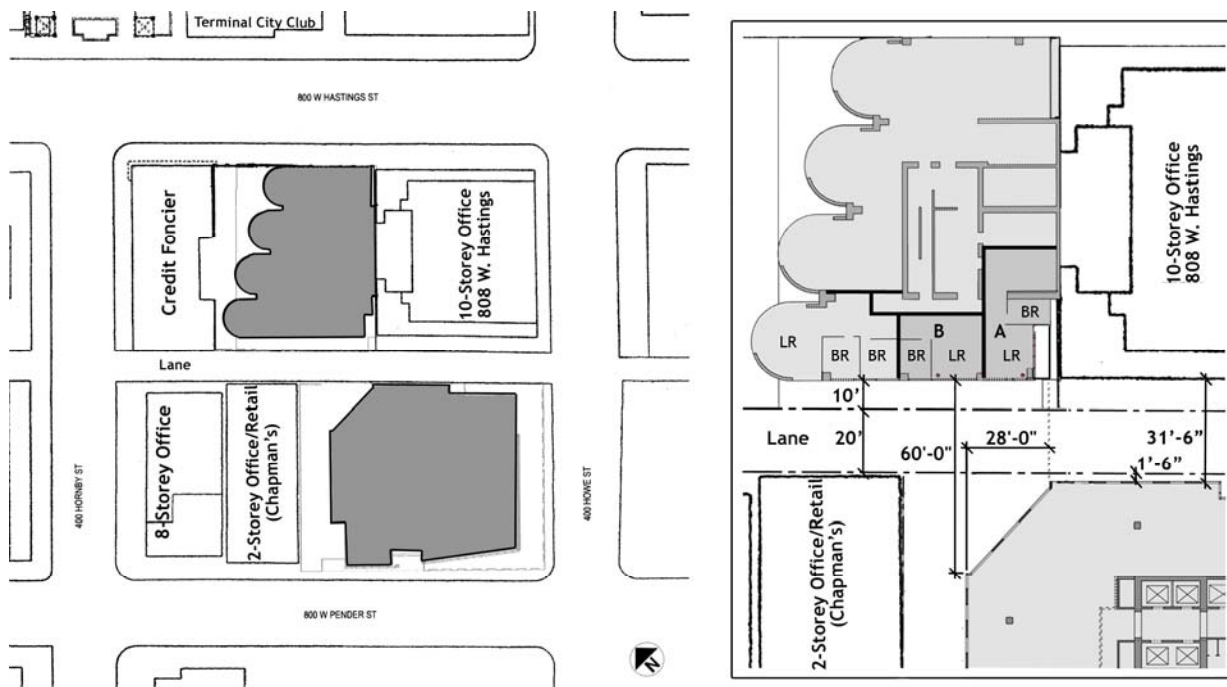
Environmental Impacts including Wind: The Downtown Design Guidelines recommended that new buildings, which are substantially higher than the surrounding buildings in the area, should be designed with due regard to wind vortex conditions and that these buildings should not increase the ground-floor wind velocity appreciably. The guidelines do not speak to wind velocity performance criteria at the upper levels of buildings, however, at staff's request, the applicant has submitted documentation stating that the proximity between the two buildings would not contribute to a wind load beyond the normal range and that close proximity of buildings typically shelter one another from the approaching wind. Staff are recommending the provision of a Pedestrian Wind Study at the development application stage.

Recommendation for Tower Separation, View Impacts, Livability and Privacy: The presence of the existing high-density residential building (Jameson House) within the Central Business District's built-form context challenges the normal urban design and development criteria used by the City in the evaluation of development proposal.

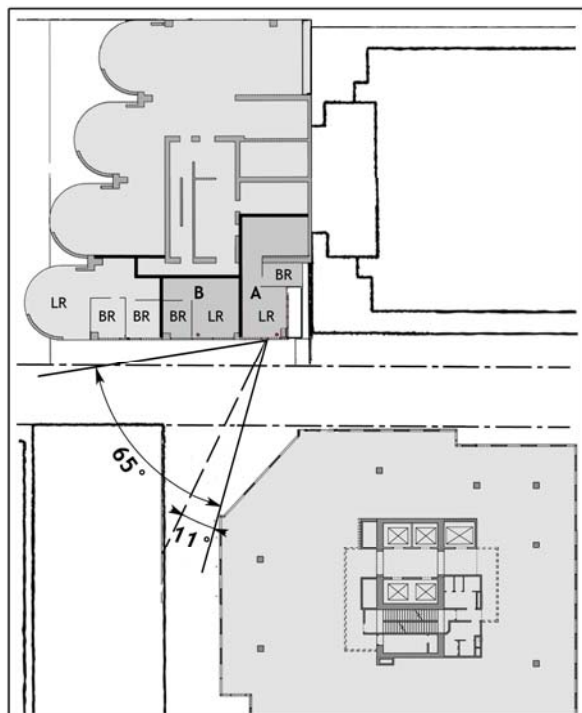
The implementation of quantitative measures such as the Horizontal Angle of Daylight and the distances between residential towers commonly used within high-density residential neighbourhoods, confirms that the habitable rooms within Jameson House will still meet this criteria, however, the typical tower separation of 80 ft. for residential-to-residential uses is significantly more difficult to achieve within a context of office-building typologies.

However, with the inclusion of the Jameson House residential within the Central Business District context, measures still need to be considered that can address the qualitative aspects associated with the livability of these residential units.

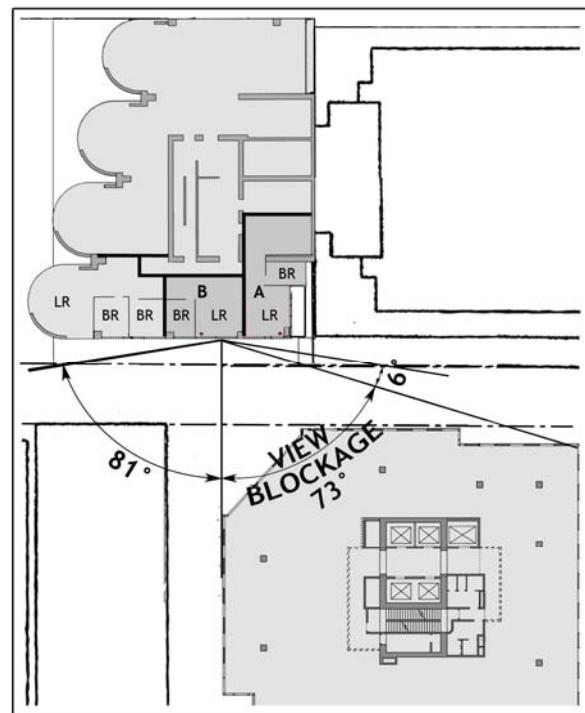
To address the concerns raised with the proximity between the two buildings, access to daylight and view impacts for the residents of Jameson House, staff are recommending a number of design development conditions. As illustrated below, staff are recommending design development to the northwesterly corner of the office building to increase the separation between the two buildings through a modest reallocation of floor space from the northwest corner of the proposed office tower. This would provide for provide a modest increase of 11 degrees in the view aspect for the lane-facing windows of Unit A, noting however that would not generate any perceivable increase in the view aspect for Unit B with this increased separation.



Recommended design development to the form of development to address proximity and view impacts to the Jameson House



Unit A - Levels 14 to 37 (24 units)
Increased by 11 degrees



Unit B - Levels 14 to 31 (18 units)
Unchanged

To address the concerns related to livability and privacy staff are recommending design development to façades of the office building to incorporate measures that significantly reduce the direct sight-lines of office users towards Jameson House. In addition, given the potential lighting conflicts that may arise from office activities, staff are seeking measures to mitigate and control lighting impacts, particularly from late-night occupancy.

Building Height, View Cones and High Building Policy

The proposed tower height is 424 ft. (129.2 m). There are two key aspects to consider when addressing additional height in this area — public views including view cones and shadowing.

The nearest public open space to the site is Hornby Plaza, located at the terminus of Hornby Street at Hastings Streets. Preceding developments, including the Terminal City Club and Jameson House, already account for most of the shadowing on the plaza. The addition of the building, given its mid-block location, does not generate any additional shadowing on public open space.

The General Policy for Higher Building applies to proposals within a small, defined boundary of the CBD (Central Business District) which exceed 450 ft. in height, with discretionary review up to an absolute maximum of 600 ft.

In October 2010 Council endorsed the following motion in consideration of additional affecting view cones. “THAT Council support a general approach where the Director of Planning may consider future development to enter into the “view shadows” of existing building if they do not create an additional significant impact on protected public views of the mountains, and that these be consistent with Council policy, including the General Policy for Higher Buildings.

The proposal would utilize the approach on view shadows to pursue an overall height of 424 ft. The site is restricted by two view cones, 9.2.2 Cambie View Corridor and 3.2.3 Queen Elizabeth View Corridor. The more restrictive (Queen Elizabeth) limits the height for this proposal, including all appurtenances to 350 ft. (107 m). The less restrictive (Cambie) limits the height to 382 ft. The Jameson House, across the lane from the site, was built as an incursion through Queen Elizabeth view corridor to a height of 376 ft. The Fairmont Pacific Rim Tower at Canada Place and Burrard Street protrudes both view cones. The building proposes to optimize its upper massing utilizing its tower placement within the fore-shadow of the both the Jameson House and the Fairmont Pacific Rim buildings. Given this site’s location in the view shadow of the Fairmont Pacific Rim Tower, only a small portion of the Stock Exchange Building upper massing, at its southwesterly corner, will benefit from additional height to 424 ft. (129.24 m).

Architectural Quality and Green Building Performance: The Downtown Guidelines recommend that tower portions of buildings should be assessed based on their contribution of the general skyline and the intrinsic excellence of their form. A building completely within an existing building’s view shadow would result in no perceived reduction of mountain view from the origin of the view point, noting that further design development and confirmation of this will require further analysis at the development permit stage.

However, as the additional incursion through the view cone will effectively result in a building of a height that will be visible across the city skyline, particularly as it is proposed to sit in the fore-shadow of other existing buildings, the applicable Higher Building Policy requires an assessment for architectural excellence by a special High Building Urban Design Panel consisting of the regular panels augmented by two local notable design experts. This additional assessment of the detail design will be administered through the development permit process. As part of the rezoning assessment, the Urban Design Panel supported the provision of the additional height requested subject to detail design at the next stage.

In addition to the Green Rezoning Policy requiring the proposal to achieve a minimum LEED® Gold, the Higher Building Policy also requires that the building demonstrate leadership and advances in sustainable design and energy consumption and to advance the city's objective for carbon neutrality for new buildings with an objective to achieve a 40-50% reduction in energy consumption from 2010 levels. The applicant has provided information that the building will achieve LEED® Platinum (86 points including 17 points targeted for Optimized Energy Performance).

Recommendation for Building Height, View Cones and High Building Policy: The project as proposed includes layers of architectural expression that serves to convey the building overall expression as one that embraces sustainability. The proposed external façade treatments including high efficiency triple glazed envelope combined with external solar shading horizontal louvres set away from the glazing contributing to a three-dimensional façade expression. This screening device is proposed to extend up the building contributing a distinctive element to the city skyline. In addition, a vertical green screen garden demarks a prominent vertical attribute for the building. Staff are confident that the building expression and composition will achieve the urban design objective for a building demonstrative of both architectural quality and sustainability.

Staff are recommending conditions for further design development of refinement of the upper portion of the building to address the performance and prescriptive requirements for building exceeding the view cones to be within the view shadow of the building beyond. In addition, staff recommend design development to fully demonstrate the design intent of the externally expressed sustainability features of the building combined the expected energy performance at the development permit stage. Staff are also seeking further detailed information through the development permit stage on the building's overall energy performance objectives in meeting Council's objective for reduced energy consumption from 2010 levels.

Heritage Conservation and Integration

Both the Downtown Official Development Plan and the Downtown Design Guidelines encourage the conservation of heritage buildings when developing in the Downtown area. The integration of the new building with the Heritage 'A' Stock Exchange is both challenging and complex in addition to the site constraints and office building typologies. The proposed massing strategy that establishes a distinctive physical separation between the heritage building and the new massing above has been accepted as a supportable approach by both the Urban Design Panel and the Heritage Commission, whom added that the effect of the proposed massing be reduced to lessen the visual impact on the former Stock Exchange Building. Staff are recommending further design development to address this interface.

Conclusion

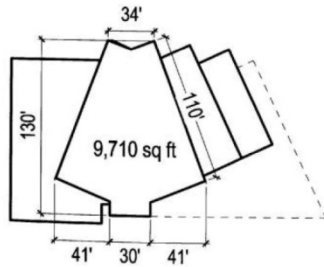
There are many exemplary aspects to the proposal, including: the rehabilitation including seismic upgrade and designation of the former Stock Exchange Building, achieving a substantial on-site commercial office capacity, and presenting a very high standard of architectural design and sustainability performance with the intention of providing high quality materials and detailing.

The proposal does challenge typical urban design norms regarding the interface with an existing high-density residential building, located across the lane from this development site.

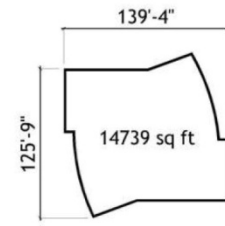
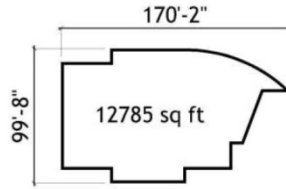
While the proposal's overall building volume is, to some extent, greater than that which would occur under present zoning, a similar level of impact to the residents of the Jameson House would result with a proposal that limited the density on-site to that earned through heritage preservation.

The proposal has been massed and sited as compactly as possible, given the constraints presented with the integration and heritage preservation of the Stock Exchange Building. With the recommended separation, the resultant floor-plate will be approximate 11,850 sq. ft. which staff consider to be well within the range of a commercially viable floor-plate within the CBD. Staff consider that the form of development and its resulting impacts on views and privacy, while challenging in its proximity to the neighbouring building, the Jameson House, can be managed to be within acceptable limits.

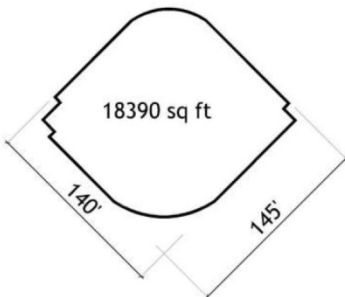
Downtown Office Floor-plates



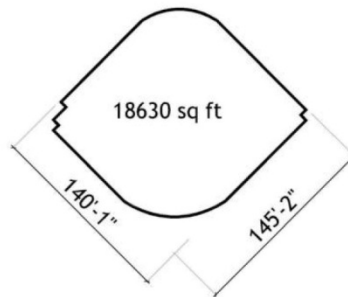
1067 W Cordova Street



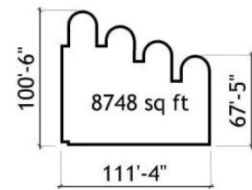
250 Howe Street



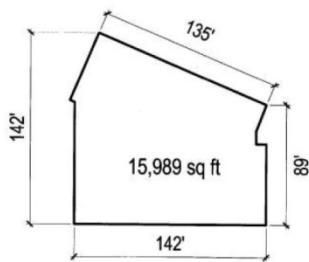
550 Burrard Street (Phase 1)



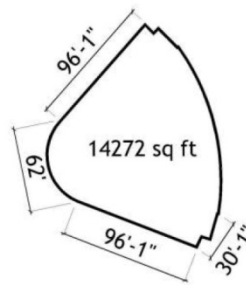
550 Burrard Street (Phase 2)



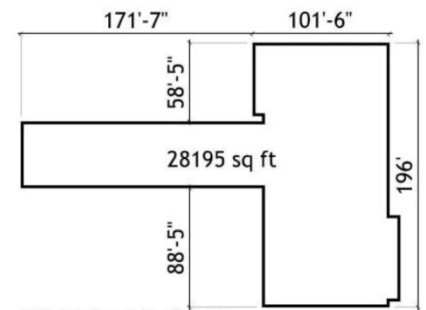
830 W Hastings Street



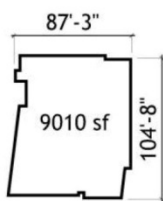
1011 W Cordova Street



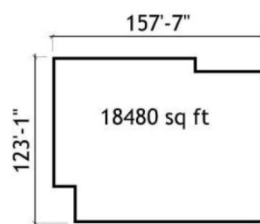
800 Griffiths Way



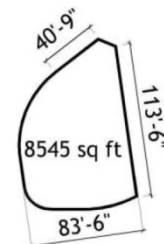
520 W Georgia Street



699 Howe Street



745 Thurlow Street



1021 W Hastings Street

* * * * *

**475 Howe Street and 819 West Pender Street
ADDITIONAL INFORMATION**

1. Urban Design Panel

The Urban Design Panel reviewed this proposal on November 30, 2011, and supported (7-1) the proposed use, density and form of development.

Introduction: Karen Hoesle, Rezoning Planner, introduced the proposal noting the site is in the Central Business District at the corner of Howe and Pender Streets. As part of the proposal the existing two storey commercial buildings will be demolished. The Former Stock Exchange Building (475 Howe Street) which is a Category A building on the Vancouver Heritage register will be retained, renovated and designated. The purpose of the application is to rezone the site from DD to CD-1 to increase the density beyond what is permitted under the current zoning. The proposal is for a 30-storey office building extending over and above the existing Stock Exchange Building. The site is constrained by view cones. In addition all rezonings are subject to the Green Rezoning Policy and requires that the proposal achieve LEED® Gold and be eligible for certification at the end of the process. For this proposal a target of LEED® Platinum is proposed as well as certification.

Anita Molaro, Development Planner, further described the proposal. She described the context for the area noting that adjacent to the site to the west is a small underdeveloped site with a small 8-storey office building at the corner of Hornby and Pender Streets.

The proposal is to retain the existing former Stock Exchange Building and insert an office building beside and above the existing building. The program of the building is to retain the existing retail-commercial space in the former Stock Exchange Building and provide retail-commercial space in the first two levels of the new development. The third level of the building is to be reserved as amenity space.

The proposal is incorporating a sophisticated passive design response as part of the building's exterior cladding treatment.

There are two view cones affecting this site. The Queen Elizabeth Park View Cone would limit the height to 345 feet and the Cambie View Cone limits the height to 375 feet. The applicant is proposing to protrude through both of these view cones going beyond the Queen Elizabeth View Cone with a total overall height of 424 feet. The rationale that is being considered here is that the protruding element falls generally within the 'view shadow' of the Jameson House building for the lower view cone and the view shadow of the Fairmont Pacific Rim Hotel. Future development can be considered to enter into the view shadow of existing buildings if they do not create an additional significant impact on protected views of the mountains.

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

Form of Development: Does the panel support the urban design response developed for this site:

Building's Siting:

- neighbourliness response to the Jameson House building including tower placement and tower separation of thirty feet
- impact on the developability of the small development site next door
- massing response and integration of the new tower with the Former Stock Exchange Building (Heritage 'A').

Proposed Height:

- up to the underside of the Cambie view cone (approximately 375 feet) top of roof including the lower view shadow above 345 feet (proud of the Jameson House building)
- plus the additional height up to 424 feet (penthouse, mechanical overrun and architectural screen) as part of the view shadow (proud of the Fairmont Pacific Rim Hotel) subject to a Higher Building Review UDP at the DE (development application) stage.

Density:

- Office 21.2 FSR

Any other comments from the Panel, noting that this is a rezoning application:

- are their additional considerations/opportunities/measures that should be considered to further express/enhance the building's architectural contribution to the skyline.
- any commentary on the building's external treatments and expression, including the passive design elements, vertical and horizontal shading devices.
- landscape treatments: Green roofs, sky gardens, vertical green walls.

Ms. Hoese and Ms. Molaro took questions from the Panel.

Applicant's Introductory Comments: Franz Gehrig gave some history on the Stock Exchange Building. He said their goal was to develop a sustainable and distinct office building combining heritage with a modern office building.

Selwyn Dodd, Architect, further described the proposal noting they are designing a market office building with no residential component and only commercial amenity space at the podium level. They are committed to respect the heritage of the Stock Exchange Building including preservation of the entire building and the reinstatement of the original façade at street level. The building will also be upgrade seismically.

Peter Hildebrand, Architect, described the architecture noting the tower is stepped back to give respect to the heritage building. He added they wanted to 'float' the tower as well to provide a transition space to the existing heritage building. They intend to use fresh air in the building's passive system. As part of the sustainable strategy they wanted to have that guide the architecture as well. They have incorporated a screen to defuse the light, control heat gain, and to help shape the building.

Margot Long, Landscape Architect, described the landscape plans. She noted that they had incorporated an interior/exterior landscape on the first three levels. The amenity space will

be used as a gathering space. She added that they are hoping to reinstate glass blocks in the sidewalks that were part of the history of the area. They will be using extensive living green roofs and will cover the Stock Exchange Building with an accessible green roof. Rain water will be collected and stored in cisterns and used in a variety of different ways on the landscaping. Ms. Long described the green wall, noting there is a door at every level for access to the planters. The interior green wall will be used to vent the air.

The applicant team took questions from the Panel.

Panel's Consensus on Key Aspects Needing Improvement:

- Design development to address tower relationship with the Jameson House Building including measures to increase the separation between the two buildings and privacy measures between the office and residential uses.

Related Commentary: The panel supported the proposal and remarked that it was a high quality presentation.

The Panel commended the applicant for their commitment to heritage preservation and sustainability. As well, they commended them on their commitment to achieve a high level of urban design. They noted that the project showed a lot of promise. Although the tower separation wouldn't be considered very neighbourly in a residential tower the Panel thought it worked in the downtown commercial core. However, several Panel members had some concerns with the separation between this building and the Jameson House Building and thought some further consideration should be given to increasing the separation or the architectural expression.

The Panel agreed that this development wouldn't adversely effect the future development of the adjoining site.

Several Panel members thought the podium piece felt a little foreign to the building. They felt the tower should come to grade in a confident way.

The Panel supported the height and density and as well as the use. They agreed that the massing response was well handled and that the street wall massing on the new portion won't compromise the heritage building. They felt the heritage building would still be seen as a standalone building.

Several Panel members thought the angled roof helped to ease the proportion and enhanced the tower's appearance on the skyline.

There were mixed opinions regarding the expression of the green wall but the Panel felt it needed to be well detailed to make it successful.

Applicant's Response: Mr. Hildebrand said the Panel's comments would benefit the design as they look at the level of detail and take they take it to the next stage. Mr. Dodd said they would consider the Panel's comments.

2. Vancouver Heritage Commission

475 Howe Street former Stock Exchange Building, VHR A, Rezoning December 12, 2011

Description: A rezoning application has been submitted to rezone this site from DD (Downtown District) to CD-1 (Comprehensive Development) District to retain and rehabilitate the former Stock Exchange building and permit a 30-storey office building with a 3 storey retail/commercial podium on the adjacent parcel to the west. The new office tower is connected to and extends partially over the former Stock Exchange. The proposed density for the project is 21.31 FSR (398, 625 sq. ft.) and the proposed height is 424 ft. to the top of the mechanical screen which will be subject to a Higher Building Review at the development application stage.

The application proposes retention of the entire building including seismic upgrading, rehabilitation of the original storefronts, retention of the original entry lobby interiors, retention of the original entry canopy on Howe Street, recreating the stock exchange trading floor similar to the original configuration, and retention of the historic areaways. A Heritage Revitalization Agreement is also proposed to protect the heritage building. The costs associated with the heritage protection and heritage rehabilitation work proposed is to be compensated through the additional floor space being requested in the application and is subject to confirmation through an economic review which is presently underway.

Issues:

- (i) Statement of Significance
- (ii) Proposed heritage conservation plan
- (iii) Integration of new building (form, massing and detailing) with former stock Exchange building.

Minutes:

The Heritage provided the following recommendations:

THAT the Vancouver Heritage Commission requests the Statement of Significance and proposed Heritage Conservation Plan for 475 Howe Street, the former Stock Exchange Building, as presented at the December 12, 2011, meeting, be refined by the new consultant. (CARRIED UNANIMOUSLY)

THAT the Vancouver Heritage Commission requests that the proposed Heritage Revitalization Agreement contain a designation of the elevator lobby interior. (CARRIED UNANIMOUSLY)

THAT the Vancouver Heritage Commission requests that the effect of the massing of the proposed new building be reduced to lessen the impact on the former Stock Exchange Building. (CARRIED, with two members opposed)

3. Comments—Building Code Specialist

The Building Processing Centre provided the following comments on March 27, 2012:

- 1) The new central exit stair of the OSEB discharges at the street level entry lobby of the new tower addition. The path of travel through the exit lobby must not exceed the maximum allowable 15 m in Clause 3.4.4.2.(2).(b) of the Building By-law. The lobby is also within an interconnected floor space and as per Clause 3.4.4.2.(2).(d) of the Building By-law the interconnected floor space must comply with Sentence 3.2.8.2.(6) of the By-law. The design does not comply with 3.2.8.2.(6) since the interconnection occurs between more than the 2 storeys allowed by Clause 3.2.8.2.(6).(a) of the Building By-law.
- 2) The new tower will have more than 2 interconnected storeys at the lobby thru 3rd floor. The interconnected floor space must conform to Articles 3.2.8.3 to 3.2.8.9 of the Building By-law.
- 3) Level 3 of the existing OSEB is only served by 1 exit whereas Sentence 3.4.2.1.(1) of the Building By-law will require not less than 2 exits, as an F4 upgrade item. Provision of a door from the OSEB corridor into exit stair #1 would resolve this.
- 4) The CRU at the rear Northwest corner of the new tower's entry level lobby includes a raised floor level which must be accessible to disabled persons.
- 5) At the basement of the OSEB there is an existing dead end public corridor which exceeds the 15 m maximum length allowed by Sentence 10.2.7.8.(1) of the Building By-law. The basement level of the OSEB is only served by 1 exit whereas Sentence 3.4.2.1.(1) of the Building By-law will require not less than 2 exits, as an F4 upgrade item.
- 6) At parkade levels P7 thru P1 of the new tower each half- level of parking is only served by 1 exit, with access to a 2nd exit only available by occupants using the vehicle ramps between the offset floor levels. Use of the vehicle ramps to access a 2nd exit as required by Sentence 3.4.2.1.(1) of the Building By-law will only be acceptable if it can be shown that the vehicle ramps are wide enough to accommodate 2-way vehicle traffic plus an additional 1100 mm wide designated aisle for pedestrians' use.

4. Public Consultation Summary

Notification: A rezoning information sign was installed on the site on November 7, 2011. A total of two public information open houses have been held: the first one was on November 22, 2011; and the second, in response to Jameson House residents, on July 24, 2012. In addition, the application was posted on the City's Rezoning Centre website to allow citizens to view and comment on the application online. Additionally, staff have attended several face-to-face meetings with representatives for the Jameson House.

November 2011 Notification and Open House: A notification postcard and invitation to a community open house, dated November 4, 2011, was mailed to 1,055 surrounding property owners. The Open House was held on November 22, 2011, at the Terminal City Club with staff and the applicant team in attendance. A total of approximately 81 people attended.

July 2012 Notification and Open House: In response to concerns that some Jameson House residents did not receive appropriate notification, an open house was held in the Jameson

House lobby on July 24, 2012. A notification postcard, dated July 10, 2012, was mailed to 204 property owners and building occupants. Approximately 65 people attended. At the open house, the presentation boards included the original submission with a building separation of 9.1 m (30 ft.), as well as a potential design response put forward by the applicant to increase the separation between the proposed building and the Jameson House to 13 m (42.6 ft.).

Public Response Summary

- November 2011 Open House: 30 comment sheets received (27 in favour/3 opposed)
- July 2012 Open House: 56 comment sheets received (original submission: 1 in favour/52 opposed/3 unsure; revised design response: 2 in favour/31 opposed/23 unsure or no response)
- E-mails, letters, and online forms received from 36 individuals (1 in favour/35 opposed)
- Petition to intervene in the granting of rezoning, received on February 24, 2012, signed by 55 individuals (53 identified as residents in the Jameson House/1 unknown/1 outside notification boundary)
- Form Letter signed by 72 individuals from the Jameson House (54 units identified/6 unidentified).

Those who supported the proposal: noted the need for increased office space and jobs in the downtown core; felt the heritage component was well integrated into the design; commented on the good architecture and the positive addition to the Vancouver skyline; and supported the sustainable features of the building, including LEED® Platinum.

Most, if not all of those opposed to the application, were residents of Jameson House. Strong concerns were expressed that the proposed development was too large for the site, both in terms of the height and the floor-plate, and that the close proximity of the proposed office tower to their residential building would result in livability impacts including:

- lack of privacy, resulting in the need to draw the blinds;
- diminished natural light due to shadowing and privacy blinds;
- loss of views;
- increased light pollution from office lights; and
- potential resultant loss in property values.

There were also significant concerns about increased lane traffic resulting in increased delays, noise and air pollution. The concerns with delays included conflicts with additional vehicles, commercial loading, construction, and filming on Hastings Street. Additionally, one was concerned with the potential impacts from having the proposed driveway located directly across from the Jameson House driveway.

Other comments included:

- There is a lack of public benefit to warrant a rezoning.
- The existing zoning is sufficient for the development of additional office space.
- The proposal sets a precedent for buildings to be within closer proximity.
- Aesthetic of the heritage building will be destroyed as the modern design ages.
- Negative impact on the character of the area, detracting from the quality of the local urban fabric.
- Concern over the spread of fire due to proximity issues.

In response to the proposed modifications presented at the July 24, 2012 open house, many felt the floor-plate still needed to be reduced and reshaped, and that the modification did not respond well enough to address the shadow, loss of daylight, view, and privacy impacts.

5. Comments of the Applicant

The applicant was provided with a draft copy of this report and has indicated that they are generally in support of the report and concur with the staff recommendations.

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475 Howe Street and 819 West Pender Street
FORM OF DEVELOPMENT

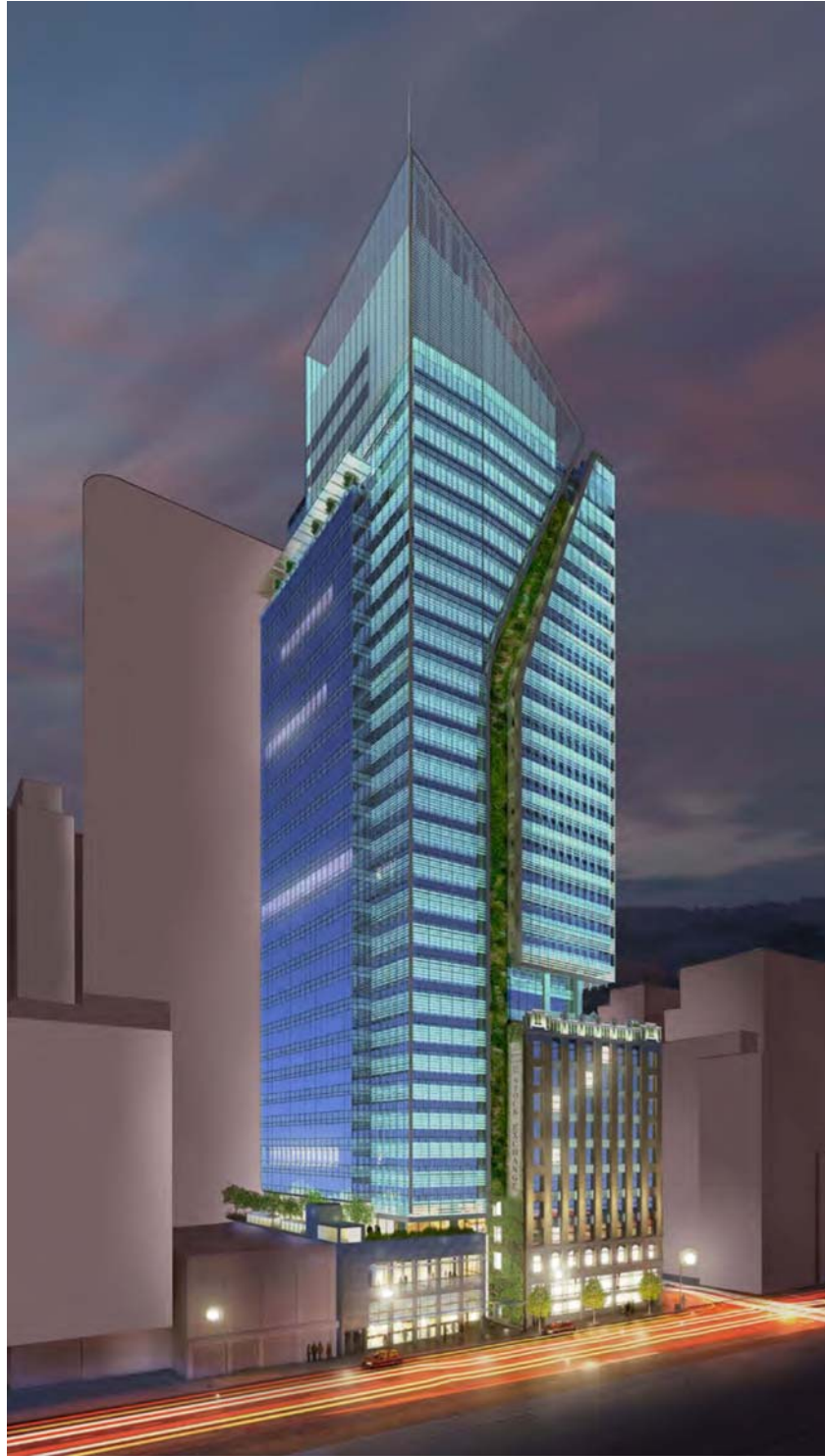


Figure 1: Southwestern View of Proposed Development



Figure 2: Southeastern View of Proposed Development





Figure 4: Entry Level Plan



Figure 5: Typical Floor Plan - Levels 6-10

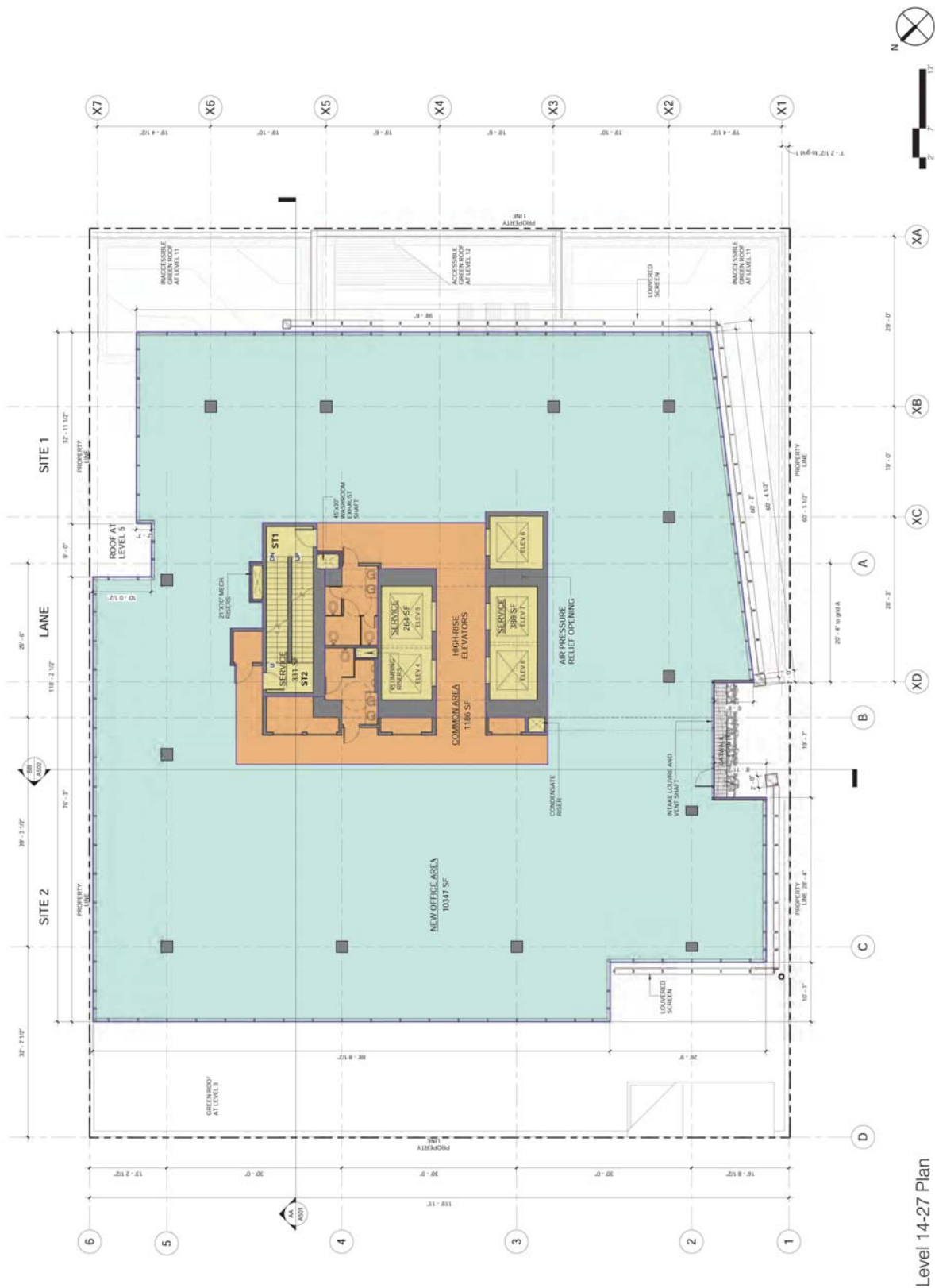


Figure 6: Typical Floor Plan - Levels 14-27

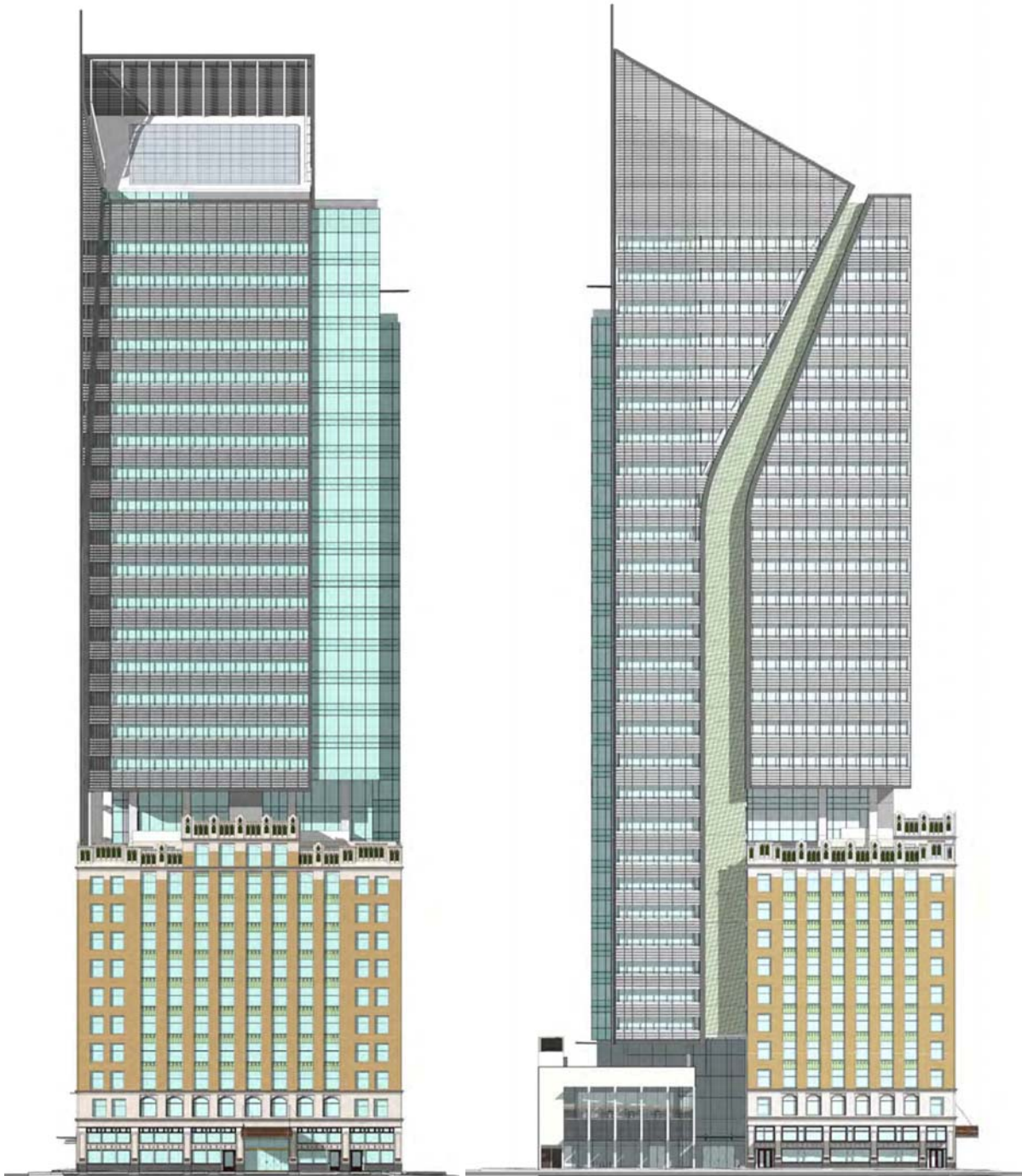


Figure 7: East and South Elevations

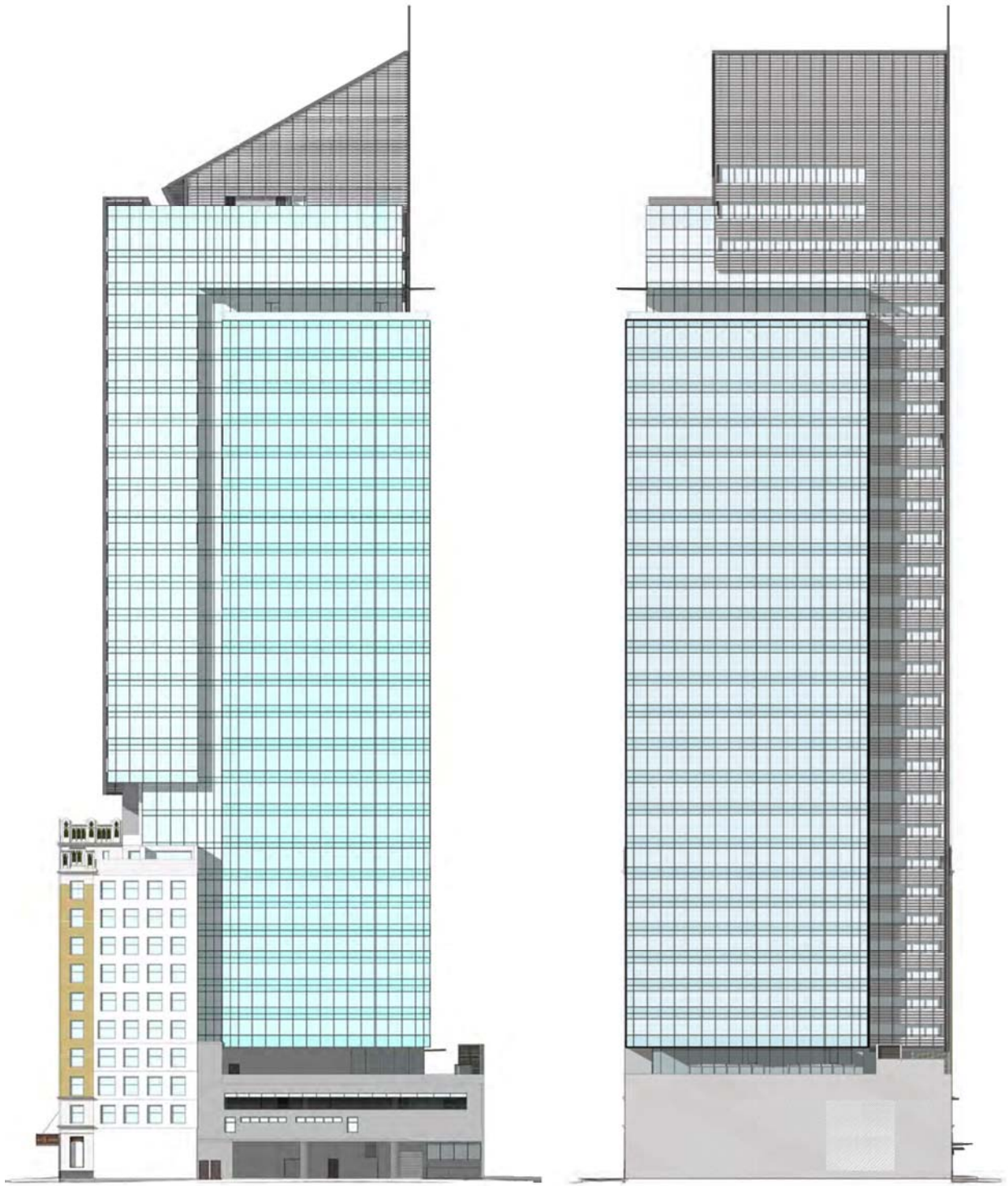


Figure 8: North and West Elevations

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475 Howe Street and 819 West Pender Street PUBLIC BENEFITS SUMMARY

Project Summary:

A 30-storey commercial building including office and retail/service uses.

Public Benefit Summary:

The project would result in the designation and restoration of the former Stock Exchange heritage building, a public art contribution, and a DCL payment.

	Current Zoning	Proposed Zoning
Zoning District	DD	CD-1
FSR (site area = 18,708 sq. ft.)	9.00	21.5
Buildable Floor Space (sq. ft.)	168,372 sq. ft.	84,575 sq. ft. existing 317,647 sq. ft. new
Land Use	Commercial	Commercial

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide) (\$12.50/sf)	\$2,104,650	\$3,970,588
	DCL (Area Specific)		
	Public Art (\$1.81/sf)		\$574,941
	20% Social Housing		
Offered (Community Amenity Contribution)	Heritage)(Note 1)	\$1,094,405	\$15,137,000
	Childcare Facilities	N/A	
	Cultural Facilities		
	Green Transportation/Public Realm		
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$3,199.055	\$19,682,529

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

High standard of environmental sustainability (LEED Platinum anticipated).

* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification.

For the City-wide DCL, revenues are allocated into the following public benefit categories: Parks (41%); Replacement Housing (32%); Transportation (22%); and Childcare (5%). Revenue allocations differ for each of the Area Specific DCL Districts.

Note 1: The figure noted in the above table represents the value of on-site density bonus to facilitate heritage building rehabilitation, conservation, and protection. The conservation and protection of heritage resources is a community objective as noted in Council policy.

**475 Howe Street and 819 West Pender Street
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

APPLICANT AND PROPERTY INFORMATION

Street Address	475 Howe Street and 819 West Pender Street
Legal Description	Lots 11, 12, 13, Block 21, District Lot 541, Plan 210, PID: 222-583-780, 002-584-344 and 002-584-444 respectively, and Lot A, Block 21, District Lot 541, Plan 20419, PID: 006-624-731
Applicant/Architect	Iredale Architecture Group
Developer/Property Owner	Credit Suisse AG and Swiss Real Investments Ltd.

SITE STATISTICS

Site Area	1 738 m ² (18,708 sq. ft.)
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DEVELOPMENT STATISTICS

	Permitted Under Existing Zoning	Proposed	Recommended (Other Than Proposed)
Zoning	DD (Downtown District)	CD-1 (Comprehensive Development) District	
Uses	Office, retail, service, institutional, cultural	Office, retail, service	Office, retail, service, institutional, cultural
Max. Floor Space Ratio (FSR)	9.0 FSR 9.9 FSR (with 10% heritage density transfer)	21.5 FSR	
Floor Area	15 642 m ² (168,372 sq. ft.) 17 207 m ² (185,209 sq. ft.) with heritage density transfer	New: 29 510.4 m ² (317,647 sf) Existing: <u>7 857.3 m² (84,575 sf)</u> Total: 37 367.7 m ² (402,222 sf)	
Maximum Height	91.4 m (300 ft.) outright 137.2 m (450 ft.) discretionary 106.7 m (350 ft.) to view cone	129.0 m (423.2 ft.) top of screen 119.7 m (392.7 ft.) top of roof	Above 106.7 m (350 ft.) the building may extend into the view shadow of the Jameson House and Fairmont Pacific Rim buildings.
Parking Spaces	202	158	Payment in lieu for deficiencies in parking
Loading	Class A 5	Class A 6	Class A 5
	Class B 6	Class B 3	Class B 6
Bicycle Spaces	Class A 75	Class A 59	Class A 75
	Class B 12	Class B 6	Class B 12