



## REFERRAL REPORT

Report Date: February 25, 2020  
Contact: Theresa O'Donnell  
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RTS No.: 13577  
VanRIMS No.: 08-2000-20  
Meeting Date: March 10, 2020

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: CD-1 Rezoning at 619-685 West Hastings Street and Heritage Designation at 675 West Hastings Street

### **RECOMMENDATION**

- A. THAT the application by MCM Partnership, on behalf of Permanent Enterprises Limited, the registered owner, to rezone 619-623 West Hastings Street [*Lots 16 and 17 of Block 14 District Lot 541 Plan 210; PIDs 015-509-508 and 015-509-524 respectively*] and 675-685 West Hastings Street [*Lots 18 to 20 of Block 14 District Lot 541 Plan 210; PIDs 015-509-541, 015-509-567 and 015-509-583 respectively*] from DD (Downtown) District to CD-1 (Comprehensive Development) District, to increase the floor space ratio from 9.0 to 25.5 to allow for the construction of a 28-storey office building at 619-623 West Hastings Street with a floor area of 14,756 sq. m (158,837 sq. ft.), along with retention of the 1929 A-listed heritage Royal Bank Tower at 675 West Hastings Street and heritage designation of the building's exterior, be referred to a Public Hearing together with:
- (i) plans prepared by MCM Partners Architects, received October 27, 2016;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve the application in principle, including approval in principle of the form of development, subject to Conditions of Approval contained in Appendix B;

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

- B. THAT the heritage designation of the heritage building's exterior at 675 West Hastings Street [*Lots 18 to 20 of Block 14 District Lot 541 Plan 210; PIDs 015-509-541, 015-509-567 and 015-509-583 respectively*] as protected heritage property be referred to the same Public Hearing;

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

- C. THAT, if the application is referred to Public Hearing, the application to amend the Sign By-law to establish regulations for the new CD-1, 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.

- D. THAT, subject to enactment of the new CD-1 By-law, the Noise Control By-law be amended to establish regulations for the new CD-1 in accordance with 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 new CD-1 By-law.

- E. THAT Recommendations A through D be adopted on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
  - (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
  - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

## **REPORT SUMMARY**

This report evaluates an application to rezone a site at 619-685 West Hastings Street from Downtown (DD) District to CD-1. The application proposes a new 28-storey office building at 619-623 West Hastings Street with a floor area of 14,756 sq. m (158,837 sq. ft.), along with retention of the adjacent 1929 A-listed heritage Royal Bank Tower at 675 West Hastings Street and heritage designation of the building's exterior. Each building is proposed to be located on its

own legal parcel, although the heritage building would be structurally reinforced by metal struts at various floors within the tower connecting to the new building.

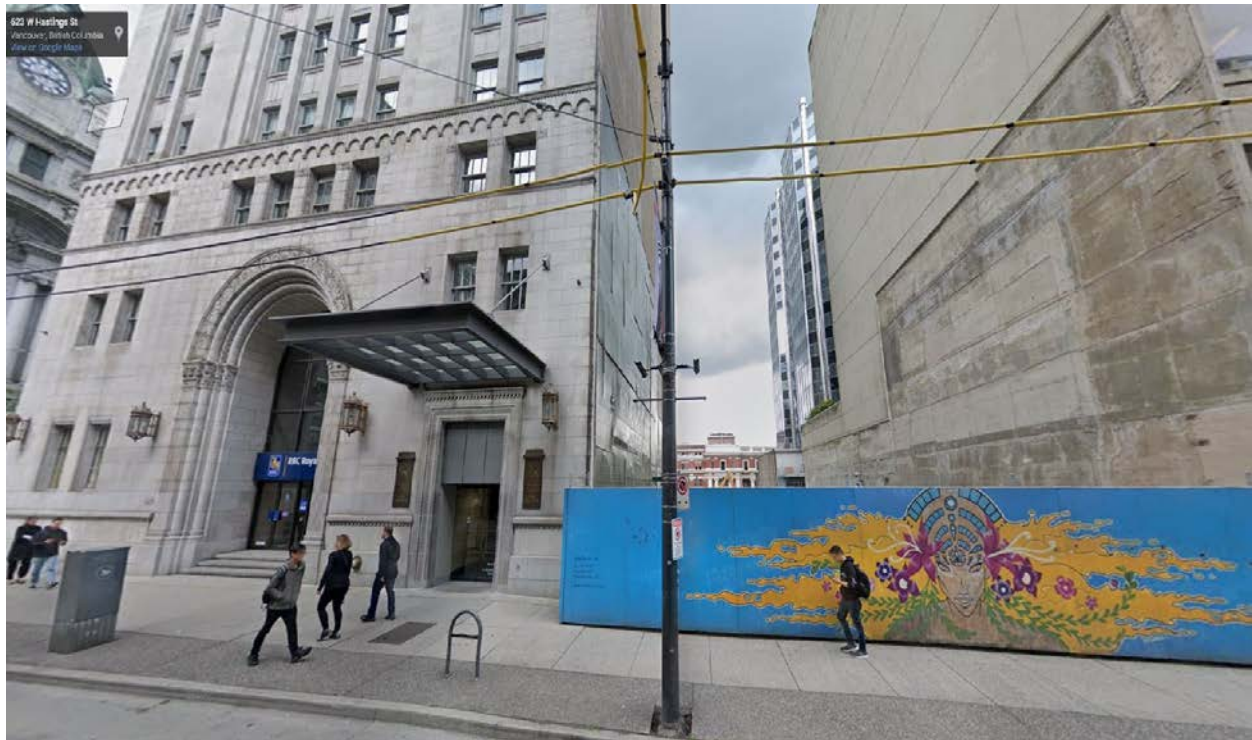
This application helps achieve City economic policies through the creation of new office and job space in the Central Business District. The retention of the Royal Bank Tower and heritage designation of its exterior furthers City heritage objectives. The application has been assessed and the uses and form of development proposed are supported, subject to design development and other conditions outlined in Appendix B. It is recommended that the application be referred to a Public Hearing, with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve it, subject to the Public Hearing.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

Relevant Council policies for this site include:

- 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)
- Downtown (except Downtown South) Design Guidelines (1975, last amended 1993)
- DD (except Downtown South) C-5, C-6, HA-1 and HA-2 Character Area Descriptions (1975, last amended 2003) – Character Area A (Financial District)
- Vancouver Economic Action Strategy (2011)
- Heritage Policies and Guidelines (1986, last amended 2002)
- Green Buildings Policy for Rezonings (2014 version)
- Community Amenity Contributions — Through Rezonings (1999, last amended 2017)
- Financing Growth Policies (2003)
- Development Cost Levy By-law (2008, last amended 2017)
- Public Art Policy for Rezoned Development (1994, last amended 2014)

**Figure 1: Rezoning site comprises heritage tower (left) and vacant parcel (right)**



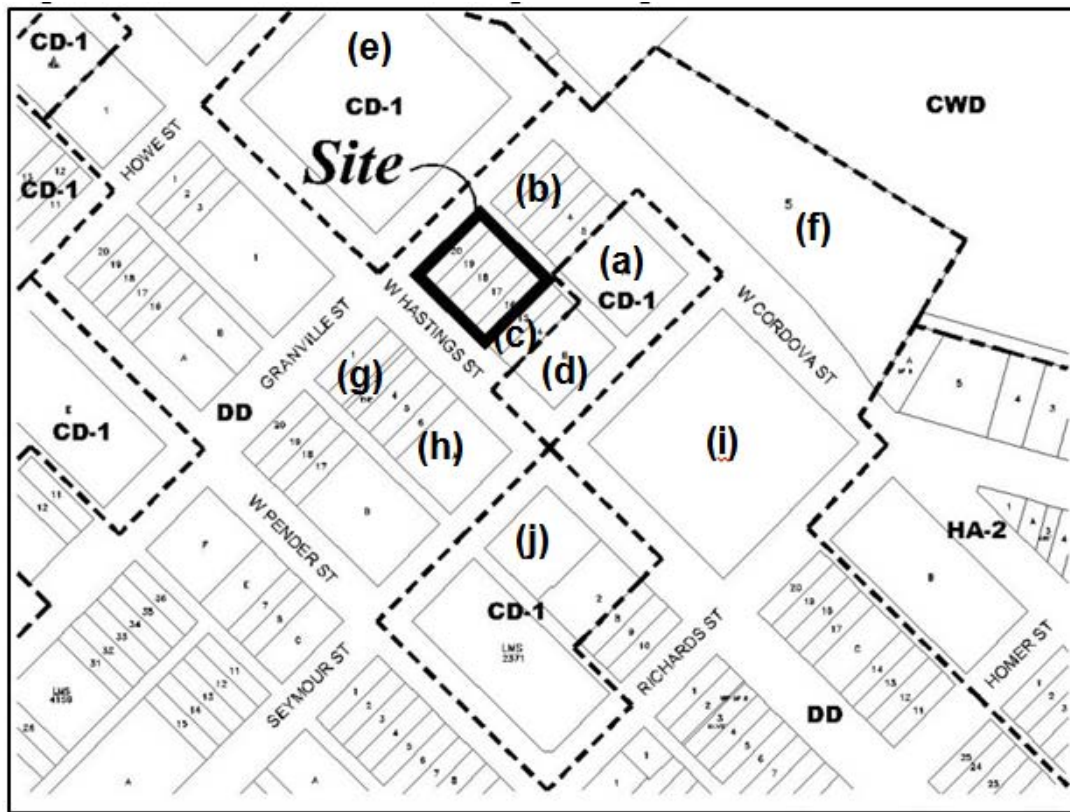
## **REPORT**

### **Background/Context**

#### **1. Site and Context**

The rezoning site is located on the northeast corner of Hastings and Granville streets. It is currently comprised of five lots with the three westerly lots being tied and the two easterly lots also being tied, to effectively comprise two adjacent legal parcels. The westerly parcel on the corner, addressed as 675-685 West Hastings Street, is 78 by 120 feet and is occupied by the 20-storey Royal Bank Tower which is a 1929 A-listed heritage building. A Royal Bank branch is located in the ground level and office uses are in the upper floors. The easterly parcel, addressed as 619-623 West Hastings Street, is 52 by 120 feet and is currently vacant. The existing zoning of the site is Downtown (DD) District – Area B.

The blocks surrounding the subject site contain a mix of office, hotel and academic buildings, many of which have heritage status. Some newer office towers have received rezoning approval and are under construction. Significant developments in the immediate area are shown in Figure 2 and are listed in Table 1 below.

**Figure 2: Site and Surrounding Zoning****Table 1: Site Context**

	Address	Notes
(a)	333 Seymour Street	<i>Grant Thornton Place</i> , an 18-storey office building
(b)	320 Granville Street	approved rezoning for a 31-storey office building (under const.)
(c)	609 West Hastings Street	an 11-storey office building
(d)	601 West Hastings Street	approved rezoning for a 25-storey office building (under const.)
(e)	757 West Hastings Street	<i>Sinclair Centre</i> , heritage “A” office and commercial buildings up to seven storeys, federal and municipal designation
(f)	601 West Cordova Street	<i>Waterfront Station</i> , a three-storey heritage “A” retail building and transportation hub, municipally designated
(g)	686-698 West Hastings Street	<i>Bank of Commerce</i> , heritage “A” office and commercial building, municipally designated
(h)	602 West Hastings Street	<i>Bank of Ottawa / Bank of Nova Scotia Building</i> , an 8 storey office building
(i)	555 West Hastings Street	<i>Harbour Centre - SFU</i> , heritage “B” office and commercial building up to 28-storeys
(j)	580 West Hastings Street	<i>Morris J. Wosk Centre for Dialogue</i> , a three-storey heritage “A” educational facility, the municipally designated “Bank of Toronto” building

## 2. Policy Context

**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. This area extends from 16th Avenue north to Burrard Inlet, between Clark Drive to the east and Burrard Street to the west. By 2007, after extensive research and analysis, the study concluded that there was an anticipated shortfall of 5.8 million sq. ft. 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 approved the *Metro Core Jobs and Economy Land Use Plan*, which has as its objectives intensification of job space in the CBD and mitigation against additional residential speculation within the City's key commercial area. Further approvals to address the job space gap included amending the *Downtown Official Development Plan* and adopting a *Central Business District (CBD) and CBD Shoulder Rezoning Policy*.

**Rezoning Policy for the CBD and CBD Shoulder** – The *Rezoning Policy for the CBD and CBD Shoulder* strategically 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 economic 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 in job space that has been identified. This application for an office building within the City's CBD addresses the intent of this policy.

**Vancouver Economic Action Strategy** – The *Vancouver Economic Action Strategy* provides directions to enhance the City's economic performance, with a focus on creating a climate for economic growth, and on supporting business investment and trade. The strategy further seeks to attract and retain talent through measures that include increased affordability and availability of family housing and of childcare for working families.

## **Strategic Analysis**

### 1. Proposal

Proposed is a new 28-storey office building at 619-623 West Hastings Street with a floor area of 14,756 sq. m (158,837 sq. ft.) including five levels of underground parking. The new tower is proposed at 110.46 m (362.4 ft.) in height. Also proposed is retention of the 1929 A-listed heritage Royal Bank Tower at 675 West Hastings Street and heritage designation of the building's exterior. This existing building comprises approximately 13,050 sq. m (140,469 sq. ft.) of office space and it is 20 storeys or approximately 74.0 m (243 ft.) in height.



**Figure 2: View from Granville and Hastings with a rendering of the proposed building adjacent to the Royal Bank Tower**



## **2. Land Use**

The site at 619-685 West Hastings Street is located in Area B of the Downtown (DD) District, with land use regulated by the Downtown Official Development Plan (DODP). Area B offers a wide range of non-residential uses, principally general commercial uses (retail and service) and office commercial uses. As the rezoning application proposes office use for 619-623 West Hastings and similar uses as are currently permitted under the DODP for Area B for 675 West Hastings Street, it is consistent with the land use parameters of Area B.

The site is also located in the City's Central Business District (CBD) which is the premier business and cultural district for Vancouver and the focal point of the region's transportation system. To ensure continued economic vitality and competitiveness of this centre of commerce, policy for the CBD prioritizes commercial uses and increased job space, and also encourages the rezoning of commercial sites to maximize their job space potential. This application for an office building within the city's CBD addresses the intent of these policies. Should this application be approved, it would result in the creation of a new CD-1 District with uses consistent with the intent of the *Rezoning Policy for the CBD and CBD Shoulder* and the DODP.

The DODP is structured in such a way that if a site within its boundaries is rezoned to Comprehensive Development (CD-1) District, the rezoned site is automatically removed from the Downtown (DD) District (no amendments to the DODP are required) and, as a result, the DODP no longer applies to the rezoned site. Although no longer part of the DODP, staff apply

DODP urban design and land use policy considerations (in this case those of the Central Business District) where possible in creating the new CD-1 District Schedule.

**Table 2: New Office Floor Space (Major Developments\*) in Vancouver since Jan. 2009**

<b>Completed</b>	<b>sq. ft.</b>	<b>Projects</b>	<b>Jobs (est.)</b>
Metro Core	3,171,000	19	10,570
Rest of City	1,407,000	9	4,690
<b>City Total</b>	<b>4,578,000</b>	<b>28</b>	<b>15,260</b>

<b>Under Construction</b>	<b>sq. ft.</b>	<b>Projects</b>	<b>Jobs (est.)</b>
Metro Core	2,394,000	11	7,980
Rest of City			
<b>City Total</b>	<b>2,394,000</b>	<b>11</b>	<b>7,980</b>

<b>Approved Rezoning and Development Permit</b>	<b>sq. ft.</b>	<b>Projects</b>	<b>Jobs (est.)</b>
Metro Core	2,037,000	10	6,790
Rest of City	1,392,000	2	4,640
<b>City Total</b>	<b>3,429,000</b>	<b>12</b>	<b>11,430</b>

<b>Completed, Under Construction, Approved Rezoning and Development Permit</b>	<b>sq. ft.</b>	<b>Projects</b>	<b>Jobs (est.)</b>
Metro Core	7,602,000	40	25,340
Rest of City	2,799,000	11	9,330
<b>City Total</b>	<b>10,401,000</b>	<b>51</b>	<b>34,670</b>

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

*Source: City of Vancouver development tracking as of November 5, 2019*

### **3. Office Development**

Table 2 above shows how major office development has been accelerating since the time of Council's policy changes for the Metro Core and for areas outside of the Downtown. Included in the "Approved Rezoning and Development Permit" total for the Metro Core is new job space totalling 3,429,000 sq. ft. This is a significant change from the five-year period prior to the 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 resulting from residential speculation in the CBD.

If this application is approved, 14,756 sq. m (158,837 sq. ft.) of office space would be added to this total.

### **4. Density**

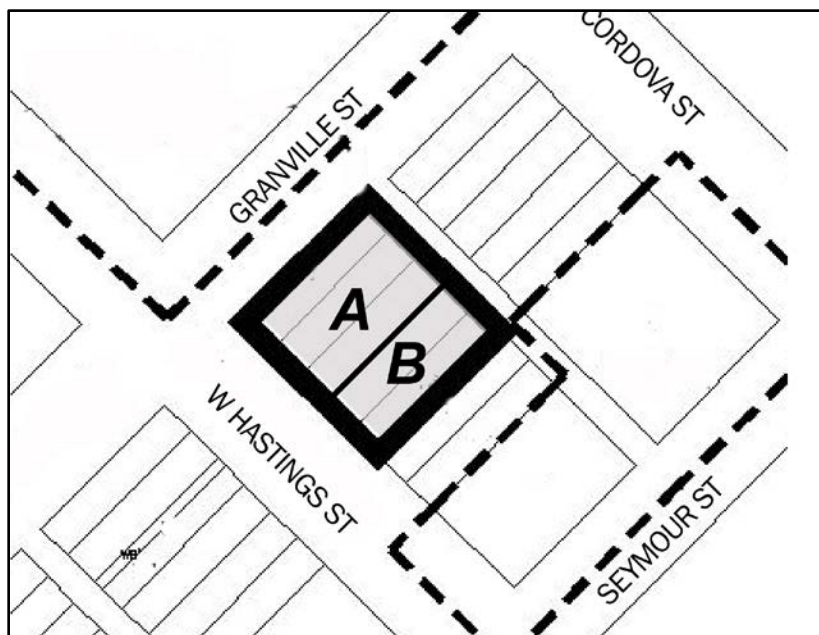
The rezoning application proposes to increase the floor space ratio (FSR) from the Downtown District Area B maximum of 9.0 to 25.5, on the vacant site at 619-623 West Hastings Street.



This would allow construction of the 14,756 sq. m (158,837 sq. ft.) of new office space. The increase in density is consistent with the intent of the *Rezoning Policy for the CBD and CBD Shoulder* to provide additional employment space, and staff's urban design assessment concludes that the proposed floor area can be appropriately accommodated, subject to the design development conditions in Appendix B.

No changes in density are proposed for 675-685 West Hastings Street. The heritage Royal Bank Tower is proposed to be retained as is. This 13,050 sq. m (140,469 sq. ft.) building is at 15.0 FSR and is non-conforming with regard to the maximum 9.0 FSR in Area B of the Downtown (DD) District.

**Figure 3: Proposed Sub-areas in CD-1 By-law**



In the proposed CD-1 By-law (Appendix A), sub-areas A and B are created to regulate density, with sub-area A being 675-685 West Hastings Street and sub-area B being 619-623 West Hastings Street. Density in sub-area A is limited to 9.0 FSR, except that the existing building may be 15.0 FSR. The 9.0 FSR represents the currently permitted density under the Downtown (DD) District – Area B zoning, while 15.0 FSR is the actual non-conforming density of the existing heritage building. In the CD-1 By-law, 15.0 FSR must be made available to the existing building, as the practice in creating new CD-1 districts is to resolve any non-conforming aspects of retained development. At the same time, the proposed by-law maintains for sub-area A the current limit for a new building of 9.0 FSR. Conversely, in sub-area B, where the new office tower is proposed, density is proposed to increase from 9.0 to 25.5 FSR.

## **5. Heritage Conservation and Designation**

Pursuant to Section 593 and Section 594 of the Vancouver Charter, Council may, by by-law, designate real property in whole or in part as protected heritage property. The proposed heritage designation for the building's exterior requires Council approval at Public Hearing and by-law enactment pursuant to sections 593 and 594 of the Vancouver Charter.

**Heritage Value and Character** – The Royal Bank Tower, located at 675 West Hastings Street, is an A-listed building on the Vancouver Heritage Register. The modernist skyscraper was constructed between 1929 and 1931, characterized by an Art Deco-inspired massing with a stepped tower, detailed in neo-Romanesque elements. The building also has valuable, mainly preserved, interiors (Upper and Lower Banking Halls). See Appendix F for the Statement of Significance.

**Condition and Viability of the Property** – The exterior of the building is generally in good condition but this significant heritage resource is in need of Building Code upgrades. The building is well maintained and actively used as an office building. The redevelopment of the adjacent vacant parcel pursued in this application has presented an opportunity for the heritage building to be conserved, and structurally and seismically upgraded.

**Compatibility with Community Planning Objectives and Land Use Policy** – The proposed conservation strategy for the Royal Bank Tower includes the preservation, restoration and rehabilitation of the character-defining elements along the west, south and north elevations. It also includes the rehabilitation of the east elevation by physically attaching the historic building to a new building. This intervention would allow for the seismic upgrade of the historic building as part of the new construction. This upgrade involves the installation of a series of steel plates, or “drag struts”, in the floors of the Royal Bank Tower that are physically attached to the new building. Some of the exterior architectural features will be seismically restrained (the limestone balustrades and cornices). The exterior of the Royal Bank Tower will be protected by heritage designation. Retention and conservation of the building and its historic use achieves both the Heritage Policy as well as the land use policy objectives for the area.

**Heritage Incentives** – Pursuant to Section 595 of the Vancouver Charter, if sought, Council is required to compensate an owner of property being designated as a protected heritage property for any reduction in market value caused by the designation. In this case, the applicant/landowner proposes to conduct voluntary seismic upgrades and partially conserve the heritage building’s exterior facades in exchange for obtaining the rezoning approval for the adjacent lot and no other compensation is sought or will be provided. This will be appropriately secured as legal obligations in a Heritage Restoration Covenant which will be registered on title to the site as a condition of enactment of the CD-1 By-law. In executing this agreement, the applicant will explicitly accept the rezoning as proposed, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of the heritage building’s exterior facades and the obligations to seismically upgrade and, rehabilitate and conserve the heritage building’s exterior will be secured. Conditions to enter into and register a Heritage Restoration Covenant on title are included in Appendix B.

**Vancouver Heritage Commission** – The Vancouver Heritage Commission reviewed the application on April 10, 2017 and supported the proposed seismic upgrades, and rehabilitation of the facades (see Appendix D).

## **6. Form of Development** (see drawings in Appendix E)

The application proposes to develop a new 28-storey office building at 619-623 West Hastings Street, adjacent to the Royal Bank Tower located at the northeast corner of Granville and Hastings streets. The new building will occupy the small 52 feet by 120 feet infill site between the heritage tower and an adjacent existing 11-storey tower to the east. This vacant site is under the same ownership as the Royal Bank Tower.

The 20-storey Royal Bank Tower, completed in 1931 during the Great Depression, is an “A” listed building on the municipal heritage register and is significant as the City’s first banking tower. The design reflects the early development of the modernist skyscraper form. The steel-frame is clad in stone and is characterised by an Art Deco-inspired stepped massing above a monumental base. The banking hall is located at the base and features a grand arched portico entry at Hastings Street. Decorative motifs are provided including stone parapets and balustrades which terminate and frame the primary roof lines. The tower was the anchor of the City’s financial district until expansion in the 1960s and 1970s resulted in a new generation of modern skyscrapers further west along Hastings Street.

**Height** – The proposed 28-storey office tower is compliant for the permitted height for this site in the Downtown District Official Development Plan (DODP). The Queen Elizabeth view cone limits height to 110.46 m, as is proposed.

**Massing and Material Expression** – The new building is intended to provide a respectful modern response to the Royal Bank Tower. The new tower is broken into three masses with shallow steps that align with those of the heritage tower. Due to the small site footprint and resultant floorplates, the tower reads as a slimmer form in comparison to typical office towers which have larger floorplates. The floorplates range from approximately 6,100 sq. ft. at the base to 5,400 sq. ft. at the upper level.

The building’s predominant material expression is a triple-glazed curtain-wall system, to be articulated as a skin to reinforce the simplicity of the stepped massing. The vertical divisions of the curtain wall are spaced to echo the verticality of the window composition for the primary façades of the Royal Bank Tower. Metal fin elements further reinforce this verticality and provide solar control on the southwest and northwest elevations. An additional level of detail is created by the changing depth of the vertical fins which create visual interest and variety when viewed at an angle.

The floor levels of the new building align with those at the Royal Bank Tower which provides an opportunity for future shared use. The alignment of the floor levels also supports the structural concept wherein the new building is designed to support the old. A series of horizontal struts at each floor level will connect the buildings with the core and shear walls of the new building designed to seismically restrain the Royal Bank Tower. Parapets and balustrades are also to be anchored.

A recess in the massing is provided at the west side of the new building to mirror the existing recess at the Royal Bank Tower and create a light well to provide access to light and air for office occupants. As part of the sustainable design concept, a heliostat system is proposed to reflect sunlight into the depth of the light well to optimise the amount of daylight available in the space in order to reduce energy consumption. Common roof deck access is provided as an amenity for office occupants, and the building is set back approximately 1 m (3.3 ft.) from the front property line to allow for improvement to the public realm with a wider sidewalk.

**Urban Design Panel** – The rezoning application and the proposed form of development was reviewed by the Urban Design Panel on April 19, 2017, and received support (see Appendix D). The panel noted that the building would be a positive contribution to new architecture in Vancouver.

Staff conclude that the proposal is an appropriate response to the site and the adjacent Heritage A-listed Royal Bank Tower, and recommend that the form of development be approved subject

to the conditions in Appendix B, which seek further refinements to the design at the development permit stage.

The form of development drawings are included in Appendix E and the development statistics are included in Appendix H.

## **7. Parking and Transportation**

**Parking and Loading** – The narrow 52-foot wide site for the new tower cannot accommodate a vehicular ramp, so a double car elevator is proposed off of the rear lane. The elevator would give access to five levels of underground parking with a total of 54 car spaces proposed, including four disability spaces. A separate pedestrian elevator is also proposed giving access to the parking levels from the Hastings Street lobby entrance. Loading is shown at grade level off of the lane. Two Class A and one Class B loading spaces are indicated. There is no existing parking in the Royal Bank Tower and none proposed. Under the current Parking By-law, a Transportation Demand Management (TDM) Plan can be submitted to qualify for reductions in parking. Reductions can also be considered when a heritage building is preserved. Final parking and loading numbers will be determined at the development permit stage. The application must meet the provisions of the Parking By-law.

**Bicycle Spaces** – The application indicates a total of 59 Class A bicycle spaces plus 14 bicycle lockers located below-grade at the lane level. These spaces can be accessed by the pedestrian elevator in the Hastings Street entry. The development must meet the by-law requirements for bicycle spaces. Final bicycle space requirements will be determined at the development permit stage, noting that additional space in the building may have to be allocated for bicycle spaces. Design conditions are provided in Appendix B with regard to the cyclist elevators and access doors.

**Canada Line/SkyTrain Connection** – Located in the Central Business District (CBD), the subject site is extremely well located with regard to transit. There are multiple bus and bicycle routes on the adjacent streets, and one Canada Line and two SkyTrain stations within 500 m of the site.

## **8. Environmental Sustainability**

The *Green Buildings Policy for Rezoning* (last amended February 7, 2017) requires that rezoning applications satisfy either the near zero emission buildings or low emissions green buildings conditions within the policy. These new requirements are mandatory for all rezoning applications received on or after May 1, 2017. Applications received prior to May 1, 2017 may choose to meet this updated version of the policy or the preceding version.

This application was developed under, and has opted to satisfy, the preceding version of the policy, which requires that rezoning applications achieve a minimum of LEED Gold rating, with targeted points for water efficiency, stormwater management and a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, along with registration and application for certification of the project. The applicant submitted a preliminary LEED scorecard indicating that the project is pursuing and is on track to go beyond the requirement and achieve LEED Platinum certification.

No specific Neighbourhood Plan or Policy requiring Neighbourhood Energy Utility (NEU) connectivity was in place at the time of rezoning application submission, and the subject site is

located in the downtown area where the City is not actively pursuing a City-owned NEU, therefore, there is no NEU connectivity requirement.


Conditions related to sustainability are set out in Appendix B.

### ***Public Input***

**Public Notification** – A rezoning information sign was installed on the site on February 2, 2017. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage. A total of 2,790 notifications were distributed within the neighbouring area on or about February 23, 2017. An open house was held on March 14, 2017, with staff and the applicant team present. A total of approximately 13 people attended the event.

**Public Response** – A total of eight responses to this proposal have been submitted to the City. There was generally a high level of support for the design of the building and for the building's integration with the heritage Royal Bank Tower. There was also support for the proposed additional office employment floor space at this location. Some respondents felt the tower should be taller, and additional greenery, such as a green wall, be included. Reduced parking at the site was supported. See Appendix D for a full summary of public input.

**Figure 4: Notification and Public Response**

Total notifications	 2790
Open House attendees	13
Comment sheets	5
Other feedback	3

Note: All reported numbers above are approximate

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

The site is subject to City-wide DCLs and City-wide Utilities DCLs on the proposed 14,756 sq. m (158,837 sq. ft.) of commercial floor area associated with the proposed new tower. Based on rates in effect as of September 30, 2019 total DCLs of approximately \$3,278,396 would be anticipated from this development.

DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection from DCL rate increases, provided that an application has been received prior to the rate adjustment. See the City's [DCL Bulletin](#) for details on DCL rate protection.

**Public Art Program** – The *Public Art Policy for Rezoned Developments* requires that rezonings involving a floor area of 9,290 sq. m (100,000 sq. ft.) or greater allocate a portion of their construction budgets to public art as a condition of rezoning.

Based on the current rate in effect a public art budget of approximately \$314,497 would be anticipated from this development. The Public Art rate is subject to periodic adjustments to address inflation and is finalized at the development permit stage.

Developers may fulfill the public art commitment in one of two ways:

- Option A – Artwork is commissioned by the developer. An experienced public art consultant must be engaged to coordinate the public art process. Consultants are responsible for the preparation of art plans and the coordination of artist selection and artwork fabrication, installation, and documentation. The Public Art Committee reviews and approves the Public Art Plan which must be completed prior to issuance of the Development Permit.
- Option B – For developers not wanting to directly commission the artwork, 80% of the required art budget is paid to the City as a contribution to the Signature Projects Fund. These contributions are pooled with contributions from the City, philanthropists, and other agencies to commission artworks of major significance at key city sites.

### ***Offered Public Benefits***

**Heritage** – The owner has offered to restore the exterior facade and to provide seismic upgrades to the Royal Bank Tower at 675 West Hastings Street, and to accept designation of its exterior as a protected heritage property. The on-site heritage conservation is valued at approximately \$9,633,000. Note that the rezoning application was submitted in 2016 and subject to the heritage policies in place at that time. As such, the framework of the new Heritage Incentive Program, adopted in March 2019, does not apply.

**Community Amenity Contribution (CAC)** – Within the context of the City's *Financing Growth Policy*, an offer of a community amenity contribution to address the impacts of rezoning can be anticipated from the owner of a rezoning site. CACs are typically made through the provision of either on-site amenities or a cash contribution towards other public benefits and take into consideration community needs, area deficiencies and the impact of the proposed development on City services.

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, which included analysis of both the proposed leasehold and strata-titled portions of the new office building. 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. As such, the on-site benefit in the form of heritage conservation is recommended for this application in lieu of a CAC. The financial analysis considered that the

lower half of the new building would be subdivided into commercial strata units and the upper half would be held as leasehold. Accordingly, a standard condition is provided in Appendix B for the leasehold portion to not be subdivided by way of strata plan and to be held in a single ownership for the life of the building.

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

### ***FINANCIAL IMPLICATIONS***

As noted in the section on Public Benefits, the applicant has offered to undertake heritage conservation works on the heritage tower at 675 West Hastings Street and to designate the exterior of this tower as protected heritage property. After factoring in the costs of this conservation work, valued at approximately \$9,633,000, no commercial linkage payment or community amenity contribution is anticipated.

Based on rates in effect as of September 30, 2019, total DCLs of approximately \$3,278,396 would be expected from this development.

The applicant will also be required to provide a public art contribution with an estimated value of \$314,497.

### ***CONCLUSION***

Assessment of this rezoning application has concluded that the proposed land uses, density and height are supported and that, if approved, the project will contribute toward Vancouver's job space and economic development objectives, as well as toward the City's heritage objectives.

The General Manager of Planning, Urban Design and Sustainability recommends that the application be referred to public hearing, together with a draft CD-1 By-law as generally shown in Appendix A. Further it is recommended that, subject to the public hearing, the application including the form of development (as shown in the plans in Appendix E) and the Heritage Designation By-law (generally as shown in Appendix C), be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*



**619-685 West Hastings 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 a public hearing, Schedule A will be included with the draft by-law that is prepared for posting.]*

**Designation of CD-1 District**

2. The area shown within the heavy black outline on Schedule A is hereby designated CD-1 ( ).

**Definitions**

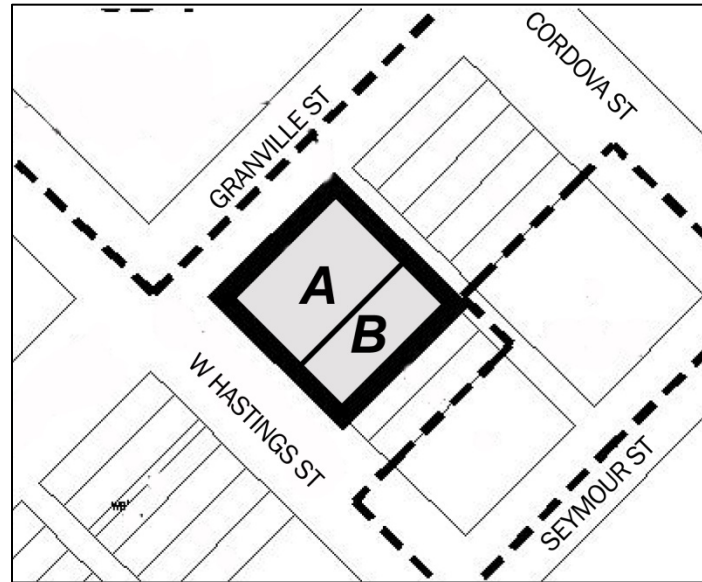
3. Words in this By-law have the meaning given to them in the Zoning and Development By-law, except that:

“Light Industrial” means any manufacturing, wholesaling, warehouse, or other light industrial use, as may be approved by the Development Permit Board or the Director of Planning and must be compatible with the other uses listed in section 5 and with existing uses in the vicinity of the site.

**Sub-Areas**

4. The CD-1 district is to consist of two sub-areas generally illustrated in Figure 1, solely for the purpose of allocating maximum permitted building height and floor area.

Figure 1



## Uses

- 5.1 Subject to Council approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development or heritage alteration permit, the only uses permitted within sub-area A of CD-1 ( ), and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
- (a) Office Uses;
  - (b) Cultural and Recreational Uses;
  - (c) Institutional Uses;
  - (d) Light Industrial Uses;
  - (e) Retail Uses;
  - (f) Services Uses; and
  - (g) Accessory Uses customarily ancillary to any use permitted by this section.
- 5.2 Subject to Council approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted within sub-area B of CD-1 ( ), and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
- (a) Office Uses;
  - (b) Cultural and Recreational Uses;
  - (c) Institutional Uses;
  - (d) Retail Uses;
  - (e) Services Uses; and
  - (f) Accessory Uses customarily ancillary to any use permitted by this section.

### **Floor Area and Density**

- 6.1 Computation of floor space ratio must assume that sub-area A consists of 870 m<sup>2</sup> and sub-area B consists of 580 m<sup>2</sup>, being the site sizes at the time of the application for the rezoning evidenced by this By-law, prior to any dedications.
- 6.2 The floor space ratio in sub-area A must not exceed 9.0, except that for a building existing as of [date of enactment] the floor space ratio must not exceed 15.0.
- 6.3 The floor space ratio in sub-area B must not exceed 25.5.
- 6.4 Computation of floor area 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.
- 6.5 Computation of floor area must exclude:
- (a) patios and roof gardens only if the Director of Planning first approves the design of sunroofs and walls; and
  - (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.
- 6.6 The use of floor area excluded under section 6.5 must not include any purpose other than that which justified the exclusion.

### **Building Height**

7. The building height, measured above the base surface to the top of roof slab of the uppermost habitable floor, must not exceed the maximum heights set out in the table below, except that no part of the development shall protrude into the approved view corridors, as set out in the City of Vancouver View Protection Guidelines.

<b>Sub-Area</b>	<b>Maximum Building Height</b>
A	74.0 m
B	110.46 m

\* \* \* \* \*

**619-685 West Hastings Street  
CONDITIONS OF APPROVAL**

*Note: If the application is referred to a public hearing, these Conditions of Approval will be referenced in the Summary and Recommendations included in the hearing agenda package. Any changes to the conditions approved by Council will be contained in its decision. Applicants are advised to consult the hearing minutes for any changes or additions to these conditions.*

**PART 1: CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT (for proposed new building in Sub-area B at 619-623 West Hastings Street)**

*Note: Consideration by Council at the public hearing of the proposed form of development is in reference to plans prepared by MCM Partners Architects, received October 27, 2016, and provides that the Director of Planning may allow minor alterations to this form of development when considering the detailed scheme of development submitted with the development application.*

THAT, prior to approval by Council of the form of development for 619-623 West Hastings Street, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

**Urban Design**

- 1.1 Design development to improve the architectural expression at the entry level and the relationship to the Royal Bank Tower.

Note to Applicant: The glazing treatment of the lobby level may extend higher to the mezzanine levels to align with the height of the base of the Royal Bank Tower. The design of the glazing at the entry and mezzanine levels may be further articulated. Alternately, the design of the entry canopy may be more prominent or expressive in contrast to the planar entry façade.

- 1.2 Design development to improve the architectural design and detailing of the north and east elevations to be more compatible with the south and west elevations, noting the building's prominence and visibility 'in the round'.

- 1.3 Design development to maintain the general extent of transparency proposed at the east elevation.

Note to Applicant: A more solid end-wall condition will not be supported.

- 1.4 Design development to ensure that the proposed high quality architectural design is maintained through the development permit stage, including the provision of large-scale elevation and section details for the triple-glazed curtain wall, metal fins, and canopy.

## **Sustainability**

- 1.5 Identification on the plans and elevations of the built elements contributing to the building's sustainability performance as required by the *Green Buildings Policy for Rezoning*s (2014).

Note to Applicant: Provide a LEED® checklist confirming the above and a detailed written description of how the LEED® 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 is also required under the policy.

## **Engineering Services**

- 1.6 Provide any gas service to connect directly to the building without any portion of the service connection above grade within the road right of way.
- 1.7 The owner or representative is advised to contact Engineering Services to acquire the project's permissible street use. Prepare a mitigation plan to minimize street use during excavation and construction (i.e. consideration to the building design or sourcing adjacent private property to construct from) and be aware that a minimum 60 days lead time for any major crane erection / removal or slab pour that requires additional street use beyond the already identified project street use permissions.
- 1.8 Provide construction details to determine ability to meet municipal design standards for shotcrete removal (Street Restoration Manual section 02596 and Encroachment By-law (#4243) section 3A) and access around existing and future utilities adjacent your site. Current construction practices regarding shotcrete shoring removals have put City utilities at risk during removal of encroaching portions of the shoring systems. Detailed confirmations of these commitments will be sought at the building permit stage with final design achievements certified and confirmed with survey and photographic evidence of removals and protection of adjacent utilities prior to building occupancy. Provision of written acknowledgement of this condition is required. Contact Engineering Services for details.
- 1.9 Place the following statement on the landscape plan: *"This plan is 'NOT FOR CONSTRUCTION' and is to be submitted for review to Engineering Services a minimum of 8 weeks prior to the start of any construction proposed for public property. No work on public property may begin until such plans receive 'For Construction' approval and related permits are issued. Contact Engineering Services, Development Services and/or your Engineering, Building Site Inspector for details."*
- 1.10 Provide automatic door openers on the doors providing access to the bicycle room(s) and note on plans.
- 1.11 Design development to provide the required vertical clearance for parking and loading.

Note to Applicant: If pipes, utilities or other servicing within the building is required within the parking levels or loading area, provide sufficient vertical clearance to retain the

required minimum vertical clearance. Overhead projections into loading spaces are not permitted.

- 1.12 Provide an improved plan A103 showing all existing poles, guy wires, garbage bins or any other obstructions within the lane that would limit maneuvering for the parking or loading.
- 1.13 Provide improved individual parking plans for P1 to P5 noting the following:
- (a) Design elevations on each level to calculate the slope and crossfall.
  - (b) Number and dimension all parking stalls and dimension all maneuvering aisle widths.
  - (c) Note reflective paint or markings on the drawings for the two columns protruding from the west wall into the maneuvering aisle on the parking levels.
- 1.14 Provide turning swaths showing the maneuvering for stalls 1, 2 and 3 on P2 to access the westerly vehicle elevator.

Note to Applicant: The required maneuvering must be achieved in three maneuvers or less. If excessive maneuvering is required, delete the small car stall 9 in the maneuvering aisle. This condition exists on multiple levels.

- 1.15 Provide minimum vertical clearance for the vehicle elevator, security gates, parking levels and loading.

Note to Applicant: A section drawing is required showing elevations, and vertical clearances. A minimum vertical clearance of 2.3 m is required for access and maneuvering to all disability spaces. Vertical clearance of 3.8 m is required for Class B loading spaces and maneuvering.

- 1.16 Provide an improved plan showing the access route from the Class A bicycle spaces to reach the outside.

Note to Applicant: Clarify if bicycle access is from Hastings Street or the lane as the route must be 'stairs free'. If Class A bicycle access is from Hastings Street, provide a dedicated bicycle elevator with doors on both ends to allow bicycles to easily roll in from one end and roll out the other. The elevator to be a freight style elevator to comfortably accommodate two people with two bicycles and provide minimum interior dimensions of 5'-6" x 6'-8".

Note to Applicant: Changes to the Parking By-law were approved by City Council on July 25, 2018. Development Permit applications received after January 1, 2019 are subject to new requirements for vehicle parking, bicycle parking, pick-up-drop-off spaces, and transportation demand management (TDM). For more information:  
<https://council.vancouver.ca/20180724/documents/p10.pdf>. The DP application will be required to provide the disability parking stalls, passenger loading spaces and TDM measures.

## **PART 2: CONDITIONS OF BY-LAW ENACTMENT**

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, the General Manager of Planning, Urban Design and Sustainability, the General Manager of Engineering Services and the General Manager of Arts, Culture and Community Services, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

### **SUB-AREA A (675-685 West Hastings Street - retained heritage RBC Tower)**

#### **Engineering Services**

- 2.1 Consolidation of Lots 18 to 20, Block 14, DL 541, Plan 210 to form a second single parcel [sub-area A in the proposed CD-1 By-law].
- 2.2 Arrangements (legal agreements) are to be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for all Royal Bank Tower elements which encroach onto City property. Upon completion of all exterior work, a new BC Land Surveyor's Location Certificate will be required to confirm the extent of all building encroachments at that time.

Note to Applicant: An application to the City Surveyor is required. To enable permit issuance at the DP stage a letter of commitment, to enter into a City standard encroachment agreement, is required. For general information, see the [Building Encroachments](http://vancouver.ca/files/cov/building_encroachment_guide.pdf) guide ([http://vancouver.ca/files/cov/building\\_encroachment\\_guide.pdf](http://vancouver.ca/files/cov/building_encroachment_guide.pdf)).

- 2.3 Clarification is required for the following:
  - (a) Whether there is to be a canopy reinstated over the easterly Hastings Street entrance of the existing building. If not, the applicant is to make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the release of the canopy agreement (BL86180-86184).
  - (b) Whether the sump pump still exists in the lane behind the existing building. If it is no longer in existence, the applicant is to make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the release of Indemnity Agreement 27601H.
  - (c) Whether the areaway under the Hastings Street sidewalk (originally covered with prism lights) in front of the existing building still exists, or has been decommissioned to City standards. A referral to the Structures Engineer (Dane Doleman) is required. Upon verification of decommissioning, the areaway Agreement 17441F is to be discharged.
  - (d) Whether the oil intake pipe still exists under the sidewalk on Granville Street. If it is no longer in existence, the applicant is to make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the release of Indemnity Agreement 79910H.

Note to Applicant: It is recommended that arrangements are made to discharge Party Wall Agreements 13593D and 1167F.



## **Heritage**

- 2.4 Submit a fully developed conservation plan which should include both heritage conservation procedures for the exterior of the building and for the seismic/structural upgrade proposal. The conservation plan should present fully defined conservation procedures for the proposed treatment of each of the building exterior components (e.g. masonry, balustrades, parapet walls, window sills, windows, various architectural projecting features, etc.) All procedures should be consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada. Particular attention should be given to minimizing the adverse impact of the construction (seismic/structural upgrades) on the interior of the two building lobbies which both have exceptional interior finishes and features.
- 2.5 Enter into a Heritage Restoration Covenant pursuant to Section 219 of the Land Title Act which will include the following conditions to require the conservation of the exterior of the heritage building at the cost of the owner in exchange for obtaining the increased development potential on sub-area B:
- (a) Requirement under the Vancouver Charter for a heritage alteration permit to be obtained prior to any alteration to the exterior of the heritage building, which exterior is to be designated as protected heritage property.
  - (b) Completion of heritage rehabilitation and conservation work, which must include the following:
    - (i) Preservation, restoration and rehabilitation of the character-defining elements along the west, south and north building elevations (parapet walls, balustrades, masonry, window sills, windows, various architectural projecting features;
    - (ii) Rehabilitation of east elevation by physically attaching historic building to the new building with the masonry wall being integrated as an interior wall that would face a new indoor courtyard;
    - (iii) Seismic improvement of the heritage building by the installation of a series of steel plates, or “drag struts”, in the floors of the Royal Bank Tower that are physically attached to the new building; and
    - (iv) Seismic stabilization of the exterior features of the building, such as limestone balustrades, cornices and other projecting architectural components.
  - (c) Explicit acceptance of the development advantages to be gained by the rezoning of sub-area B as full compensation for the heritage designation of the heritage building’s exterior and the obligations to rehabilitate and conserve the exterior of the heritage building.
  - (d) Covenant to provide that an Occupancy Permit for the new tower will not be issued until completion of the conservation work to the exterior of the heritage building and of the seismic/structural upgrades on the heritage building as agreed upon (this covenant is also to be registered on title to sub-area B, to be discharged on request following issuance of the Occupancy Permit for the New Tower). The covenant should provide that:

- (i) the issuance of an Occupancy Permit for the new tower is conditional on completion of all of the conservation work to the exterior of the heritage building and of at least 75% of the required drag struts in the heritage building;
- (ii) in connection with the release of the Occupancy Permit hold on the new tower, the owner enters into a new Section 219 Covenant and SRW in favour of the City which provides that the:
  - a. the owner covenants to complete the installation of the remaining drag struts within 5 years of issuance of the Occupancy Permit for the new tower;
  - b. the owner posts a letter of credit (or other security satisfactory to the City) in an amount equal to 200% of the estimated cost of installing the balance of the drag struts, which letter of credit will only be released to the owner upon completion of the remainder of the drag struts;
  - c. the City be allowed utilize the posted security if the owner fails to install the balance of the drag struts within this 5 year period; and
  - d. the City will have the right under the SRW to enter the heritage building for the purposes of undertaking the required installation work.
- (e) Statutory right-of-way to allow for the installation and maintenance of a City of Vancouver heritage plaque or marker.

Note to Applicant: The agreement will be executed by both parties and registered on title to sub-area A except as noted above, and the heritage designation by-law will be enacted, prior to enactment of the rezoning by-law

#### **SUB-AREA B (619-623 West Hastings Street - proposed new building)**

##### **Engineering Services**

- 2.6 Consolidation of Lots 16 and 17, Block 14, DL 541, Plan 210 to create a single parcel [sub-area B in the proposed CD-1 By-law].
- 2.7 Provision of a building setback and a surface Statutory Right of Way (SRW) on Hastings Street to achieve 5.5 m (18 ft.) from the back of the existing City curb to the face of the new building to be constructed at 619-623 West Hastings Street. A legal survey of the existing dimension from the back of the City curb is required to determine the final setback/SRW dimension. The SRW is to be free of any encumbrance such as structure, stairs, door swing, landscape and bicycle parking at grade, but the encroaching building portions shown below grade and at the 3rd storey and above will be accommodated within the SRW agreement.
- 2.8 Provision of a Services Agreement to detail the on-site 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 provided. No development permit for

the site will be issued until the security for the services are provided.

- (a) 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. Supply project details including projected fire flow demands, sprinkler demand, hydrant load, and domestic water demands to determine if water main 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.
- (b) Provision of a stormwater management plan that meets the following:
  - (i) The post-development 10-year flow rate discharged to the storm sewer shall be no greater than the 10-year pre-development flow rate.
  - (ii) The pre-development estimate shall utilize the 2014 IDF curves, whereas the post-development estimate shall utilize the 2100 IDF curves to account for climate change.
  - (iii) Developer's Engineer to submit design brief, calculations and/or model, and design drawings to the City. Submittals to be reviewed and accepted by City Engineer.
- (c) Provision of new or replacement duct banks adjacent the development site that meet current City standards. Duct banks are to consist of electrical and communication ducts sized to meet City needs in a configuration acceptable by the General Manager of Engineering Services and in conformance with applicable electrical codes and regulations. A detailed design will be required prior to the start of any associated street work.

Note to Applicant: As-constructed documentation will be required that includes photographic and measured evidence of the installed number of conduits, their final locations and depths.

The detailed Electrical Design will be required prior to the start of any associated electrical work to the satisfaction of the General Manager of Engineering Services and in conformance with Standard Specification of the City of Vancouver for Street Lighting (draft), Canadian Electrical Code and the Master Municipal Construction Documents (the latest edition).
- (d) Provision of a CIP light broom-finish concrete sidewalk with saw-cut joints on Hastings Street between the front boulevard and building.
- (e) Provision of Class B bicycle parking on private property as per the Parking By-law.
- (f) Provision of pedestrian countdown timers for the signal at Hastings and Granville streets.

- (g) Provision of LED lighting at the intersections of Hastings and Granville and Hastings and Seymour streets.
  - (h) Provision of a UPS unit for the signal at Hastings and Seymour streets.
  - (i) Provision of an accessible pedestrian signal at Hastings and Seymour streets.
- 2.9 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 not limited to System Vista, Vista switchgear, pad mounted transformers, LPT and kiosks (including non-BC Hydro kiosks) are to be located on private property with no reliance on public property for placement of these features.

In addition, 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.

Note to Applicant: Ensure that in your consultation with B.C. Hydro that an area has been defined within the development footprint to accommodate such electrical plant. Confirm that this space has been allocated and agreement between both parties has been met.

#### **Public Art**

- 2.10 Execute an agreement satisfactory to the Director of Legal Services and the General Manager of Arts, Culture and Community 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: Contact Eric Fredericksen, Public Art Program Manager, 604.871.6002, to discuss your application.

#### **Non-stratification Covenant**

- 2.11 Enter into a Covenant pursuant to Section 219 of the Land Title Act prohibiting both the separate sale and the further strata subdivision of the leasehold portion of the property on floors 14 through 28.

Note to Applicant: The financial review of the project on which the public benefits are based assumed that the lower half of the new office tower would be subdivided into commercial strata units and that the upper half would be retained as leasehold in a single ownership.

#### **Environmental Contamination**

- 2.12 If applicable:
- (a) Submit a site profile to the Environmental Services (Environmental Protection);
  - (b) As required by the Manager of Environmental Services and the Director of Legal

Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter; and

- (c) If required by the Manager of Environmental Services and the Director of Legal Services in their discretion, enter into a remediation agreement for the remediation of the site and any contaminants which have migrated from the site on terms and conditions satisfactory to the Manager of Environmental Services, the General Manager of Engineering Services and the Director of Legal Services, including a Section 219 Covenant that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning until a Certificate of Compliance satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, has been provided to the City.

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.

\* \* \* \* \*

**619-685 West Hastings Street**  
**DRAFT CONSEQUENTIAL AMENDMENTS**

**DRAFT AMENDMENTS TO THE SIGN BY-LAW NO. 11879**

Amend Schedule A (CD-1 Zoning Districts regulated by Part 9) by adding the following:

“619-685 West Hastings Street                      [CD-1 #]                      [By-law #]                      DD”

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

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

“[CD-1 #]                      [By-law #]                      619-685 West Hastings Street”

**675 WEST HASTINGS STREET (ROYAL BANK TOWER)**  
**DRAFT HERITAGE DESIGNATION BY-LAW**

1. Council considers that the real property described as:

Structure and exterior envelope and exterior building materials of the heritage building (Royal Bank Building)	675 West Hastings Street	PID: 015-509-541, Lot 18, Block 14, District Lot 541, Plan 210 PID: 015-509-567; Lot 19, Block 14, District Lot 541, Plan 210 PID: 015-509-583; Lot 20, Block 14, District Lot 541, Plan 210
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has heritage value or heritage character, and that its designation as protected heritage property is necessary or desirable for its conservation.

2. Council designates the real property described in section 1 of this By-law as protected heritage property under Section 593 of the Vancouver Charter.

\* \* \* \* \*

**619-685 West Hastings Street  
ADDITIONAL INFORMATION**

**1. Vancouver Heritage Commission**

The Vancouver Heritage Commission reviewed the application on April 10, 2017.

**Conservation Review**

- (b) 619-675 West Hastings Street  
Royal Bank Building – VHR – “A”  
Rezoning Application RZ-2016-00028

**Issues:**

- Design development of the proposed addition (tower),
- Interior designation has not been proposed,
- Limited nature of the proposed exterior conservation work (conservation work does not include extensive seismic stabilization of the Royal Bank Tower envelop; only some architectural features will be stabilized)

**Applicant:** Mark Thompson, Architect, Musson Cattell Mackey Partnership  
Donald Luxton, Heritage Consultant, Donald Luxton and Associates Inc.  
Bart Slotman, Uptown Property Group

**Staff:** Zlatan Jankovic, Heritage Planner  
Michael Naylor, Rezoning Planner  
Marie Linehan, Development Planner

Staff and the applicant team reviewed the application and responded to questions.

MOVED by Commissioner Kim Maust  
SECONDED by Commissioner Jan Fialkowski

THAT the Vancouver Heritage Commission supports the rezoning application for 619-675 West Hasting Street, including the use of the new tower to seismically stabilize the heritage "A" listed Royal Bank Building, as presented at its meeting on April 10, 2017, noting the following:

- that the use of the new tower's shear wall to stabilize the old tower will allow for the interior of the Royal Bank building to be preserved without seismic intervention;
- that the Commission notes that the preservation of exterior cornice details form part of the application;
- that the Commission supports the applicant's intention to maintain a light well between the buildings and the use of reflectors to project natural sunlight light into the well;



FURTHER THAT the Commission asks that further design consideration be given to the entrance of the new tower to enhance the distinction between the old and new building; and

FURTHER THAT while the Commission supports the designation of the exterior of the "A" listed heritage Royal Bank Building, and the Commission asks that consideration be given to adding a requirement for the designation of the interior character defining elements of the building as a condition of the zoning approval.

CARRIED UNANIMOUSLY

## **2. Urban Design Panel**

The Urban Design Panel reviewed the application on April 19, 2017.

### **EVALUATION: Support**

**Introduction:** Michael Naylor, rezoning planner, introduced the location and conditions on the two legal parcels that make up the rezoning site. He provided an overview of the existing zoning and of the Metro Core Jobs & Economy policy which enables consideration of the rezoning.

Marie Linehan, Development Planner, noted the rezoning application is to increase the density from the allowable 9.0 FSR under the Downtown District Official Development Plan to 25.55 FSR to develop a 28-storey office building. The Queen Elizabeth view cone limits height on this site to approximately 352 feet (as is proposed).

In the context of this block, there are approved rezoning applications for a 32-storey office building for the corner site to the north, at Granville and Cordova Streets (currently a parkade), and a 25- storey office building for the corner site to the east, at Seymour and Hastings Streets (currently a plaza). There is a 10-storey building on the adjacent lot to the east. The 20-storey Royal Bank Building, located at the adjacent site to the west, and constructed between 1929 and 1931, is a Heritage-A listed building, and is significant as the City's first banking tower. The subject site is small infill site of 52 feet by 120 feet. The site is currently vacant and under the same ownership as the Royal Bank Building.

The proposed office tower is 28 storeys with floor plates ranging from 5, 360 square feet to 6, 100 square feet. 5 levels of underground parking are accessed from car elevators at the lane, the lane being about 10 feet below the street. Common roof deck access is provided.

The building is set back approximately 1 metre from the front property line to allow for a wider sidewalk. The office tower has shallow steps in the massing that align with the stepped massing of the Royal Bank Building. A recess is provided in response to existing recess at the Royal Bank to create a light well. The floor levels align with those at the Royal Bank Building. The structure of the new building, including its core, shear walls and a series of horizontal struts at each floor level connecting to the Royal Bank floors, is designed to seismically restrain the Royal Bank Building. Parapet and balustrade elements are to be anchored, and the exterior is to be designated. For the new building, curtain wall cladding is proposed, with vertical fins of varying depth at the front and west side elevations.

Ms. Linehan then took questions from the panel. Advice from the Panel on this application is sought on the following:

Comment on the proposed height, density and form of development, in particular:

1. Does the proposed form of development provide an appropriate response to the adjacent Royal Bank Building and the overall context?
2. Provide advice on the proposed façade design (fin elements) moving forward to Development Permit stage.

**Applicant's Introductory Comments:** The applicant team noted that it is rare to have a vacant site next to a heritage building. It is a unique opportunity to preserve and upgrade the heritage building without affecting the occupants.

The proposed solution is to use the structure of the new building to support the heritage building. The overall proposed design is intended to be a respectful modern response to the neighbour. The setback at grade signifies entry. The façade design responds to the stepping, and the floor levels align due to the proposed structural solution. It was noted that there is an opportunity in the future to link the floors. The vertical proportions are narrow. The elongation helps with the relationship between the two buildings. The articulation of the fins provides a response to the adjacent horizontal floor levels and fenestration.

Another major massing move is the introduction of the light well. The light well is completed with the new building. The roof is to be glazed to create a more tempered space, and to improve the thermal performance. There is a rooftop deck proposed with two stories of glass screening. There is some vegetation and a kitchen on the roof as an amenity for office workers. With respect to the windows shown at the property line, there is the possibility to use 2 hour fire rated glass (preferred) or exterior sprinklers or fire shutters (not preferred).

**Panel Consensus:** Having reviewed the project it was moved by Mr. Yijin Wen and seconded by Mr. James Cheng, and was the decision of the Urban Design Panel THAT:

The Panel SUPPORT the project.

**Related Commentary:** The panel noted that the minimalist, elegant design is appreciated and will be a positive contribution to new architecture in Vancouver. One panel member commented that the entry should be treated to acknowledge the entrance to the RBC building.

The preservation of the light well and recess in the new building is appreciated. The horizontality is successful. Minor comments include: the south and west elevation facing the heritage building are done well, but the east and north elevations seem neglected and require a different resolution. One panel member suggested the introduction of a discrete cantilever above the heritage building to reallocate space and create more distance between the north building and lane.

The amenity space on the rooftop is welcomed. With the high screen walls at the perimeter, the roof landscape creates a unique microclimate, so explore the type of planting appropriate to that use. There could be a more lush area, like a conservatory space.

**Applicant's Response:** The applicant team thanked the panel.

### 3. Public Consultation Summary


**Public Notification** – A rezoning information sign was installed on the site on February 2, 2017. A community open house was held on March 14, 2017. A total of 2,787 notifications were distributed within the neighbouring area on or about February 23, 2017. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)).

**Community Open House** – A community open house was held from 5-8 pm on March 14, 2017, at Delta Hotel (550 West Hastings Street, Manhattan Room, 2nd floor). Staff, the applicant team, and a total of approximately 13 people attended the open house.

**Public Response** – Public responses to this proposal have been submitted to the City as follows:

- In response to the March 14, 2017 open house, a total of five comment sheets were received from the public.
- A total of three letters, e-mails, online comment forms, and other feedback were received from the public.

**Figure 1: Notification and Public Response**

Total notifications	 2787
Open House attendees	13
Comment sheets	5
Other feedback	3

**Note:**

All reported numbers above are approximate.

Each comment form or online response can include a number of comments which may reference points in support, potential concerns and questions or neutral/general statements. Therefore, staff focus on qualitative theming of comments, and overall percentages are not provided.

Some duplication of responses may result where respondents chose to provide feedback to a rezoning application more than once using a number of mediums (open house comment sheet, online feedback, form letter, petition, etc.).

Below is a summary of all feedback received from the public by topic, and ordered by frequency:

- *General Support:* There was a high level of support for the building in general. Many people thought it was a good utilization of the site.
- *Design:* There was also a high level of support for the design. Many people thought the scale and building type fit well with the context of the area.

Several also loved the heliostat mirrors and thought they added to the visual appeal of the building and Vancouver skyline in general. There was overall support for how well the building utilized the RBC building and preserved its integrity.

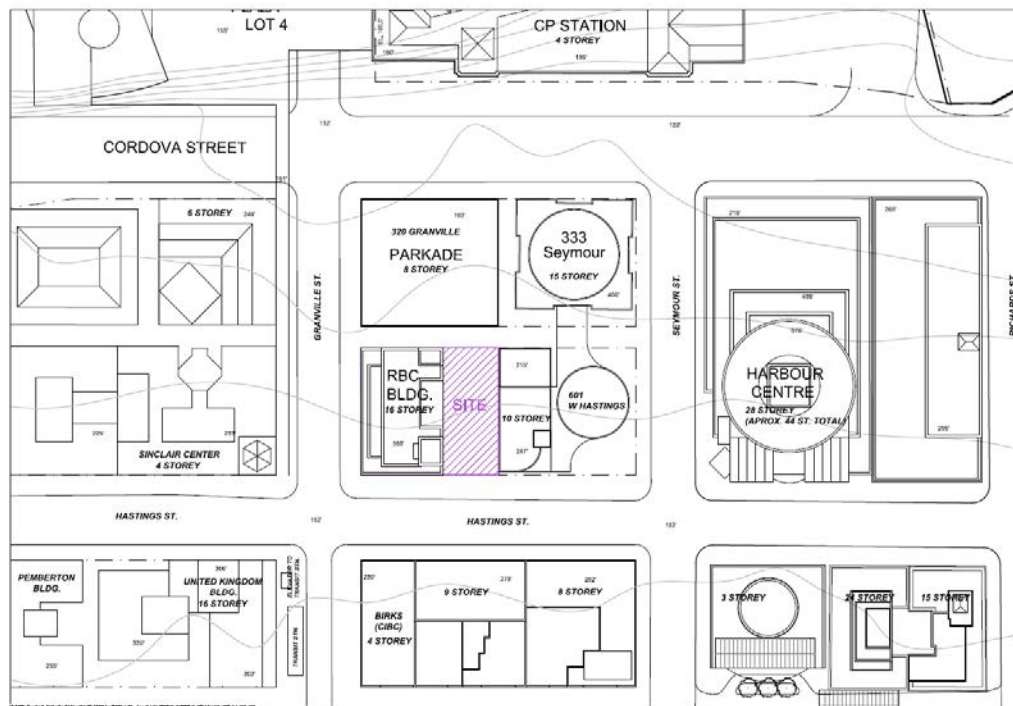
The following miscellaneous comments were received from the public:

- Suggestion to reduce parking space provided as the area is already close to transit options.
- Suggestion to increase height to allow for more office space for the downtown core.
- Suggestion for the addition of a green wall or panels to cover the exposed concrete core.
- Suggestion to add more greenery downtown rather than another building.
- Comment that the area is already oversaturated with towers and overcrowded - suggest moving development to DTES.

\* \* \* \* \*

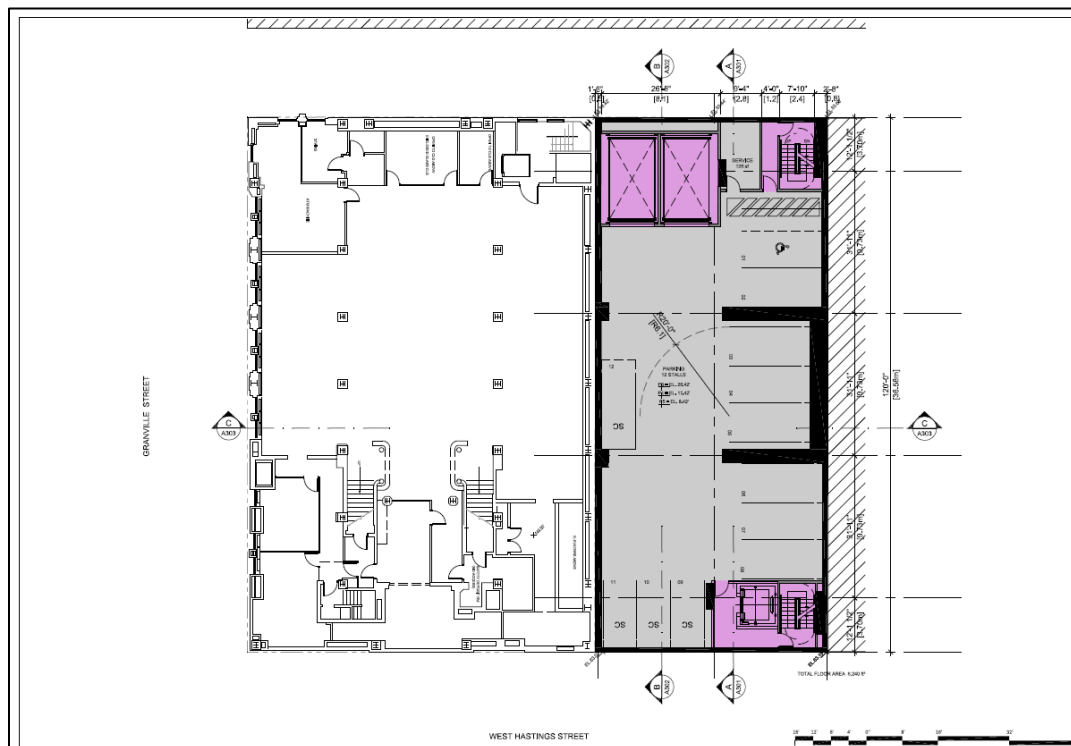
619-685 West Hastings Street  
FORM OF DEVELOPMENT DRAWINGS

Site Plan

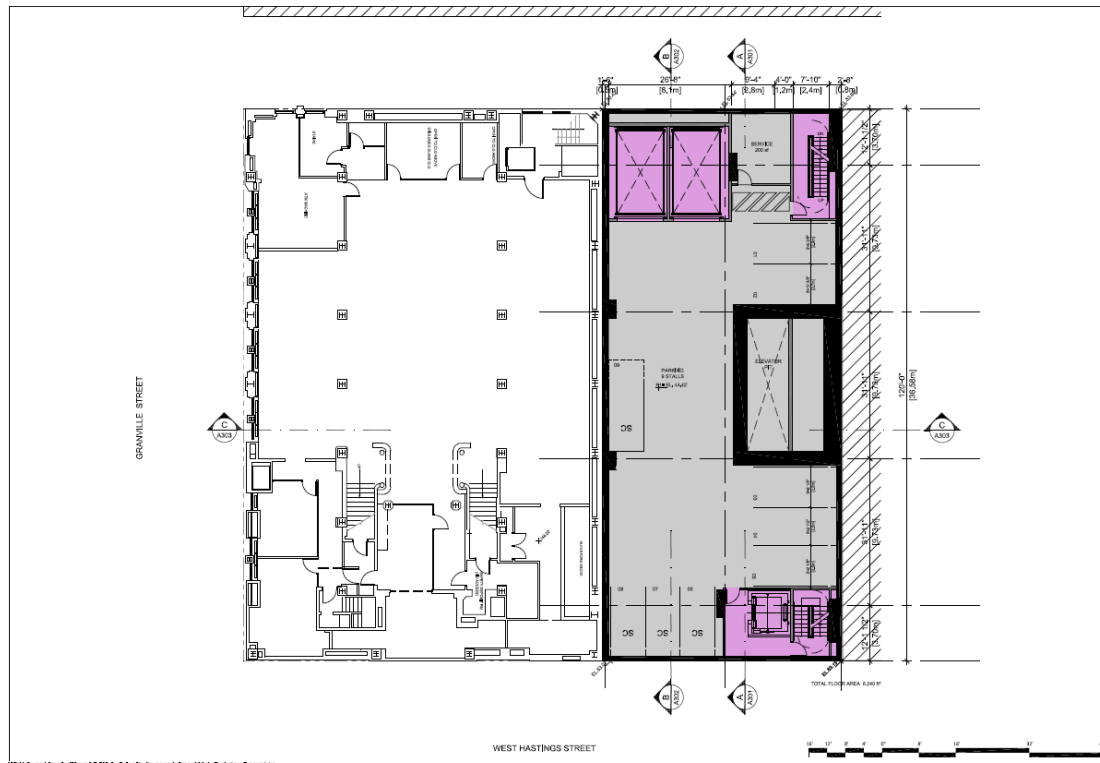


Floor Plans

P3-P5 Floor Plan



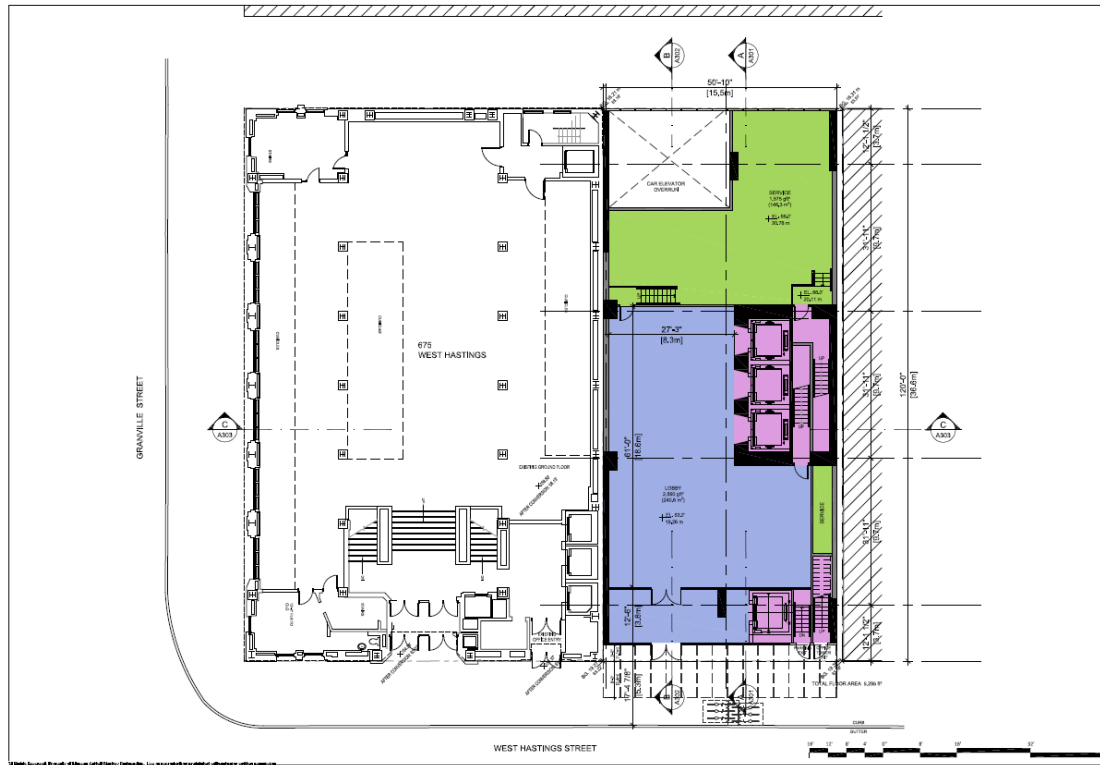
P1 Floor Plan



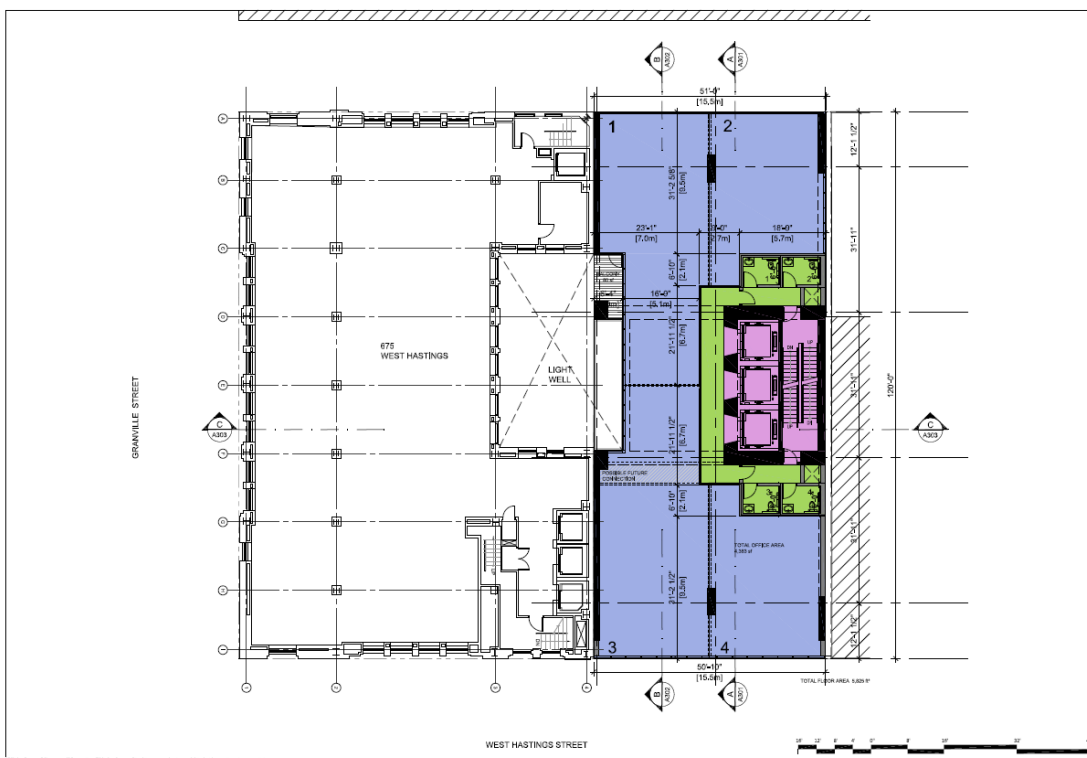
Loading and Services Floor Plan



## Ground Floor Plan

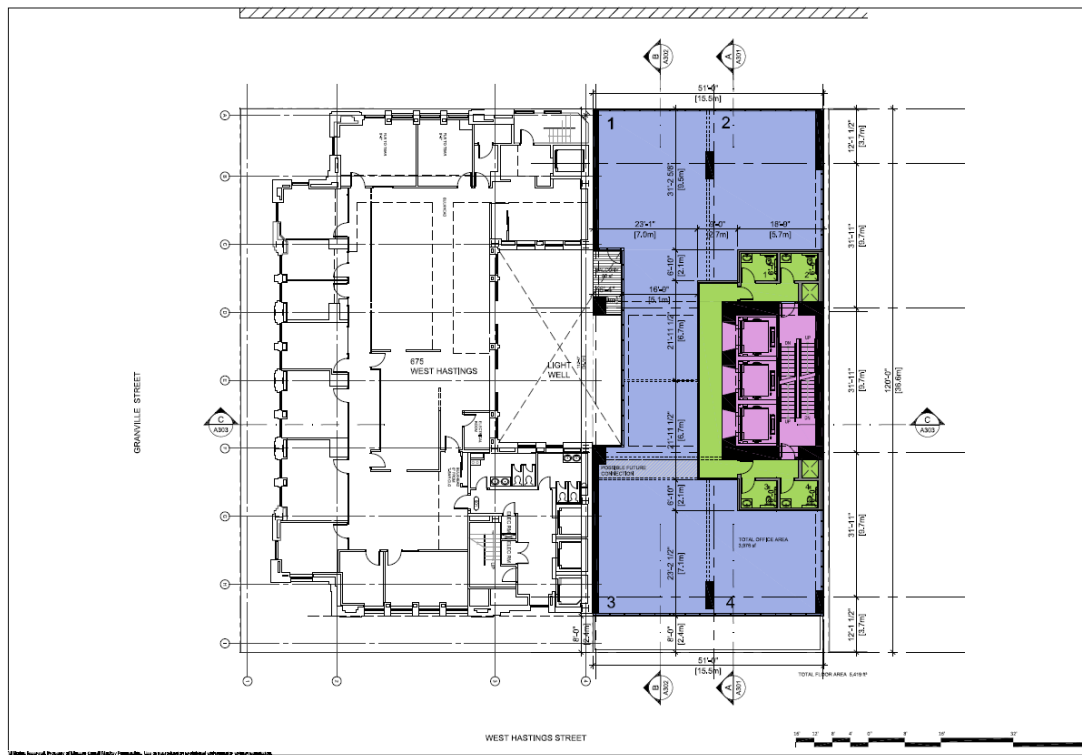


## Typical Office Floor Plan – Level 3-10

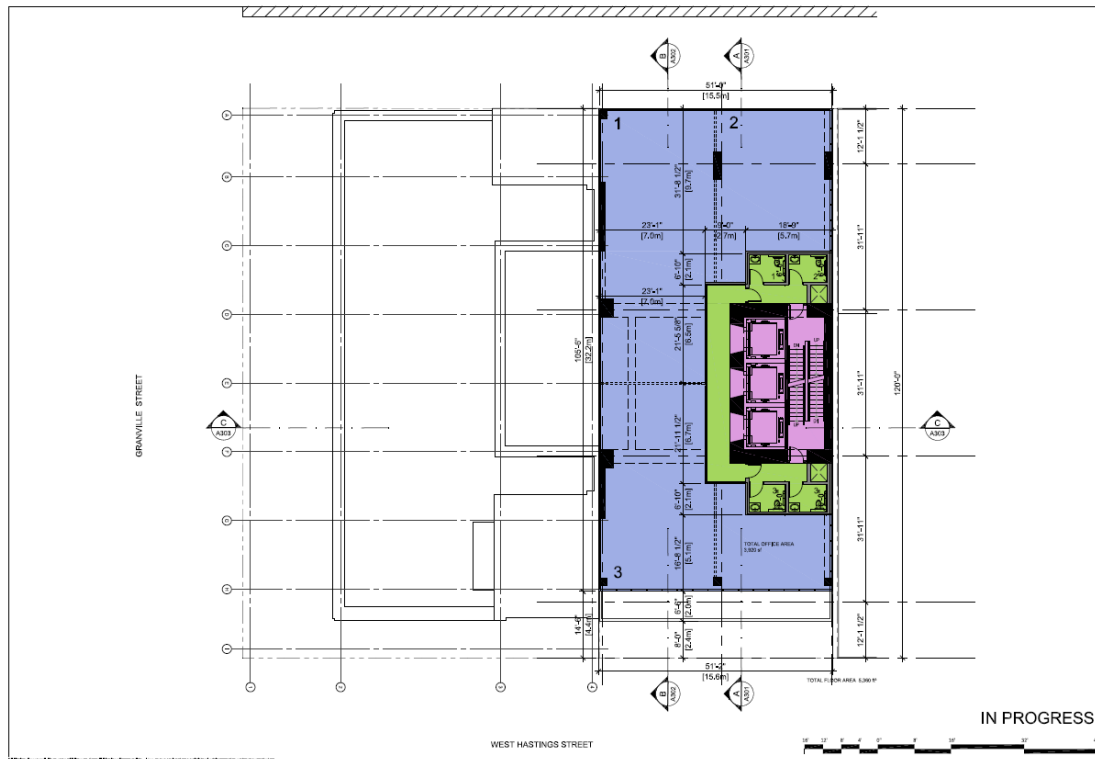




Typical Office Floor Plan – Level 11-20

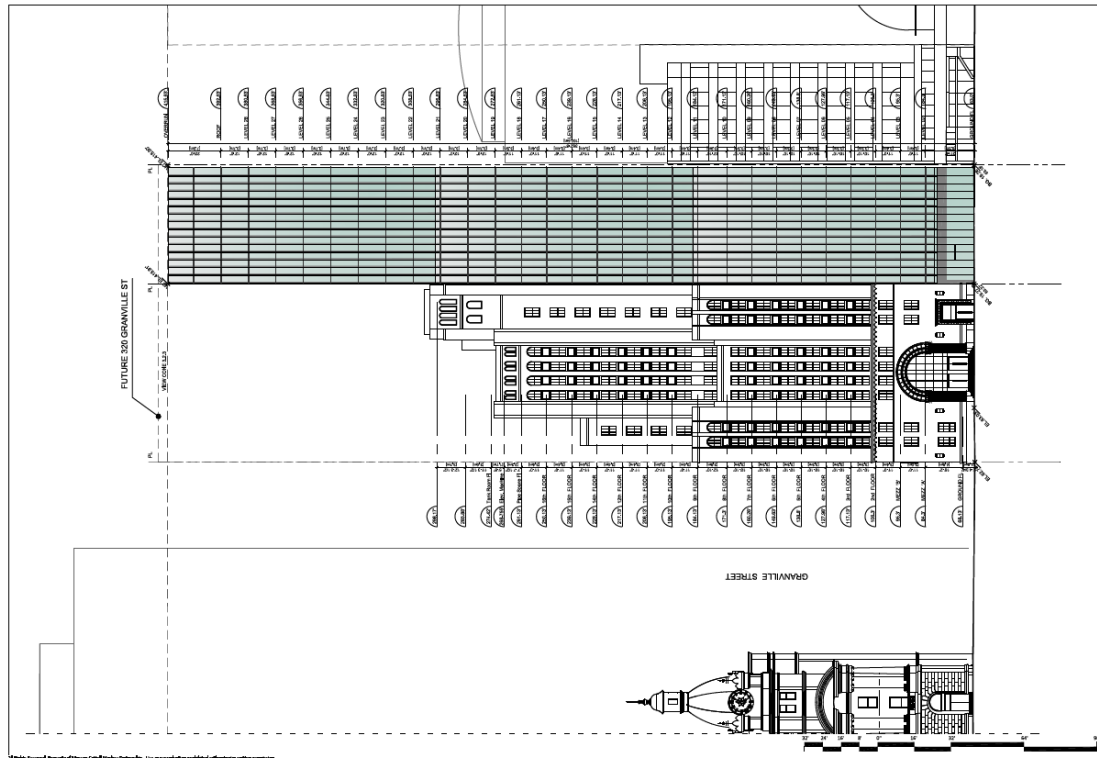


Typical Office Floor Plan – Level 21-28

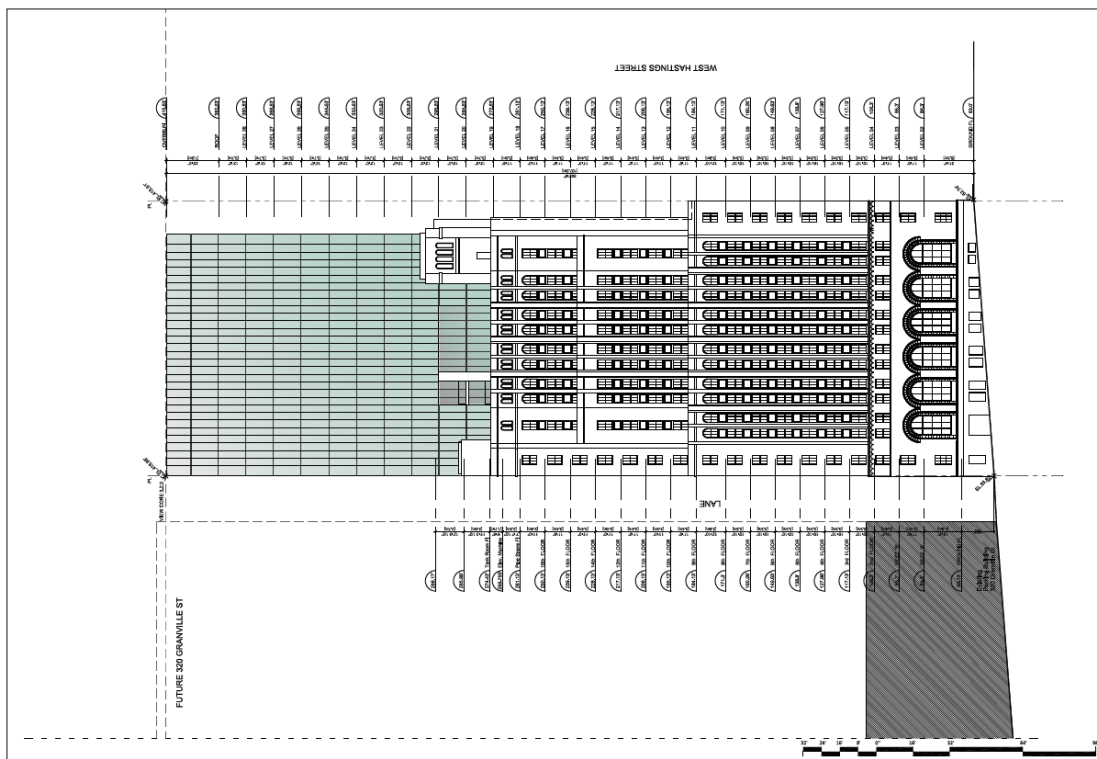


## Elevations

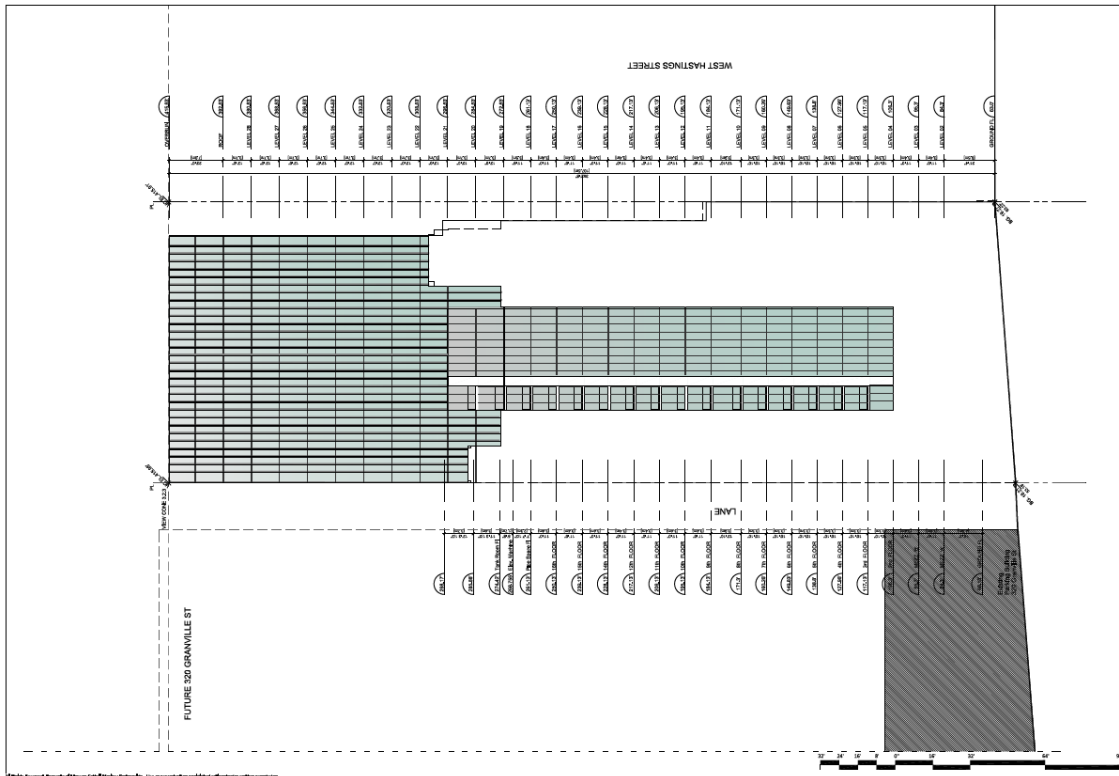
### West Hastings Street Elevation



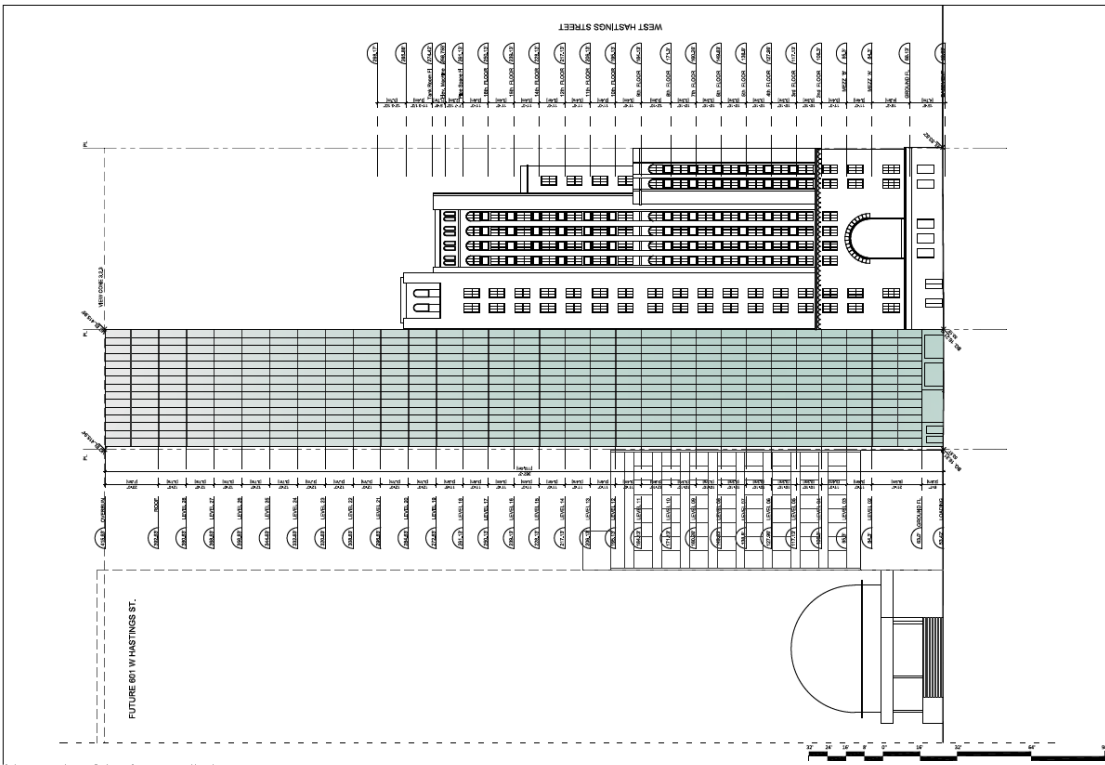
### Granville Street Elevation



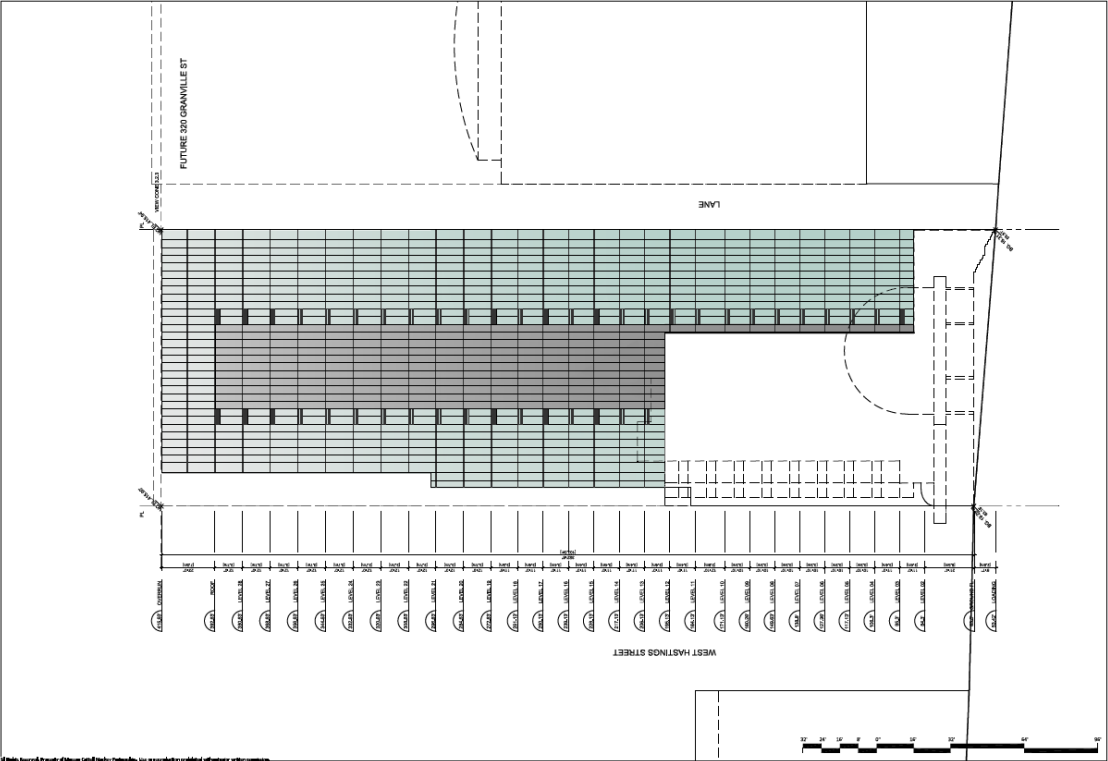
## Granville Street Elevation



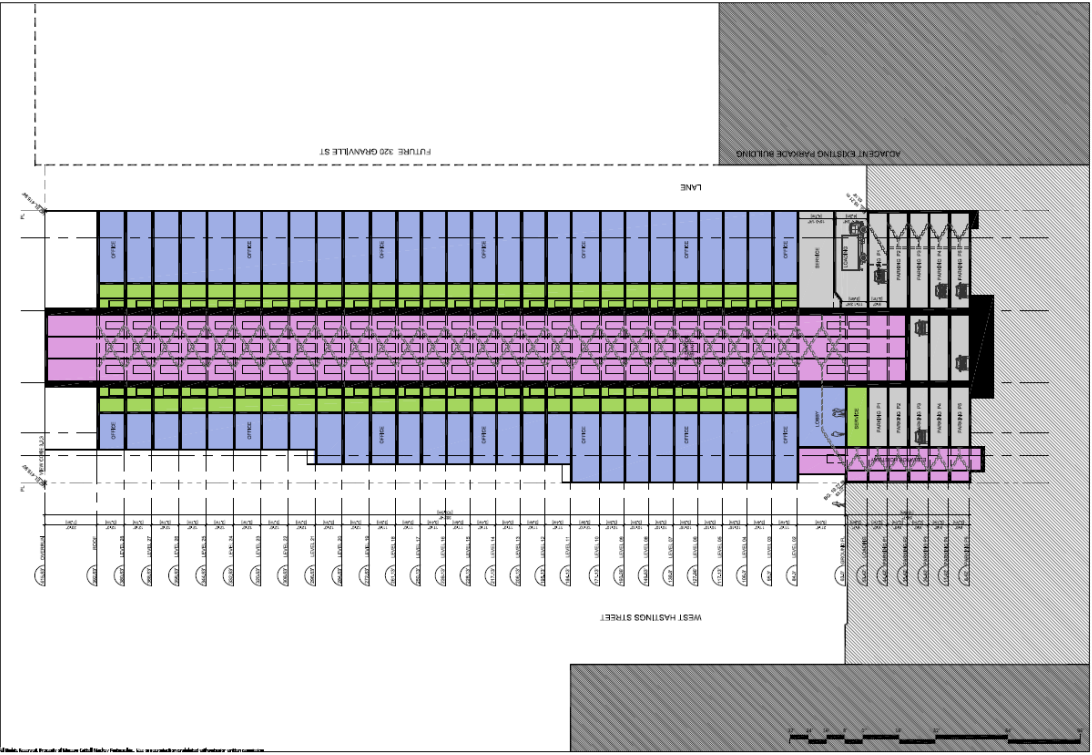
## Lane Elevation

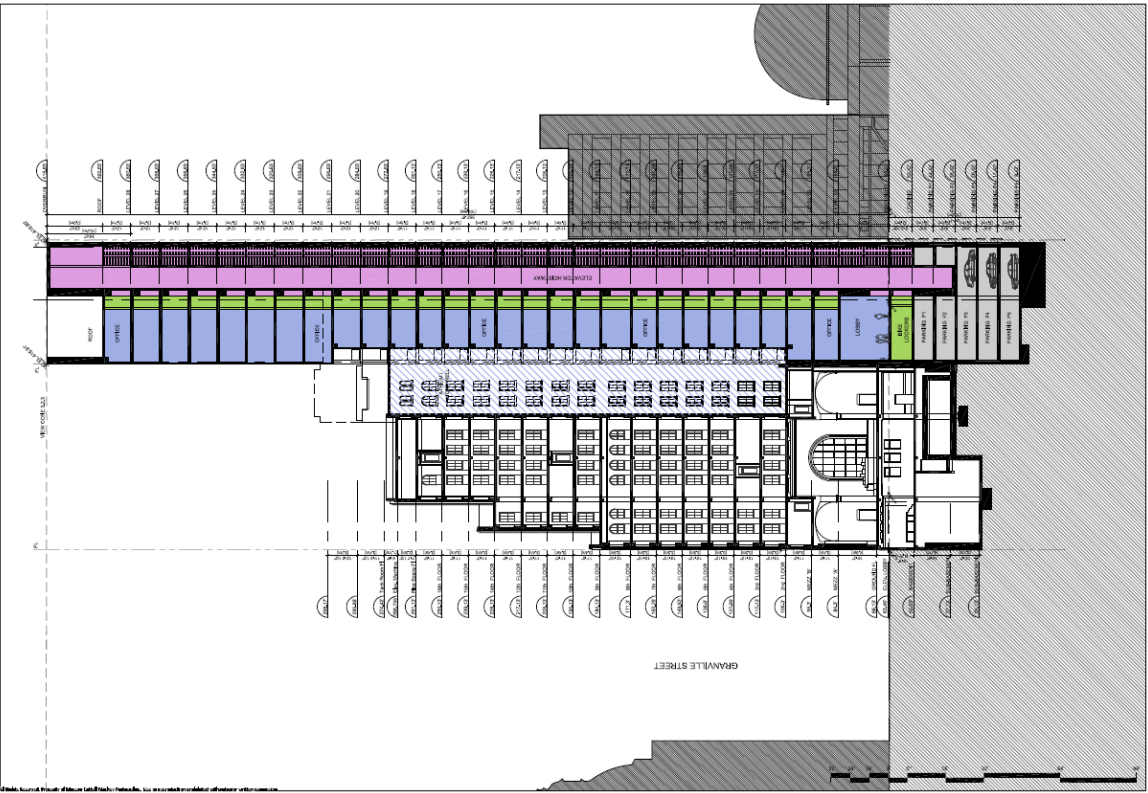
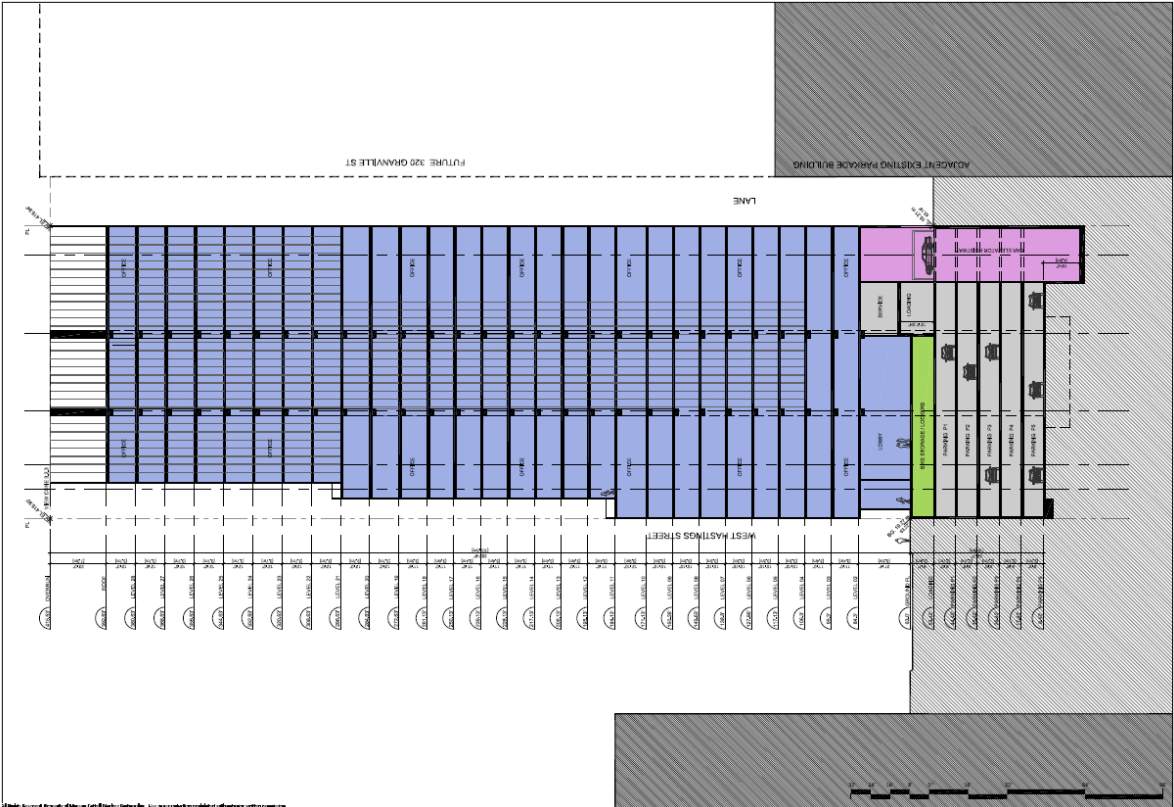


Seymour Street Elevations



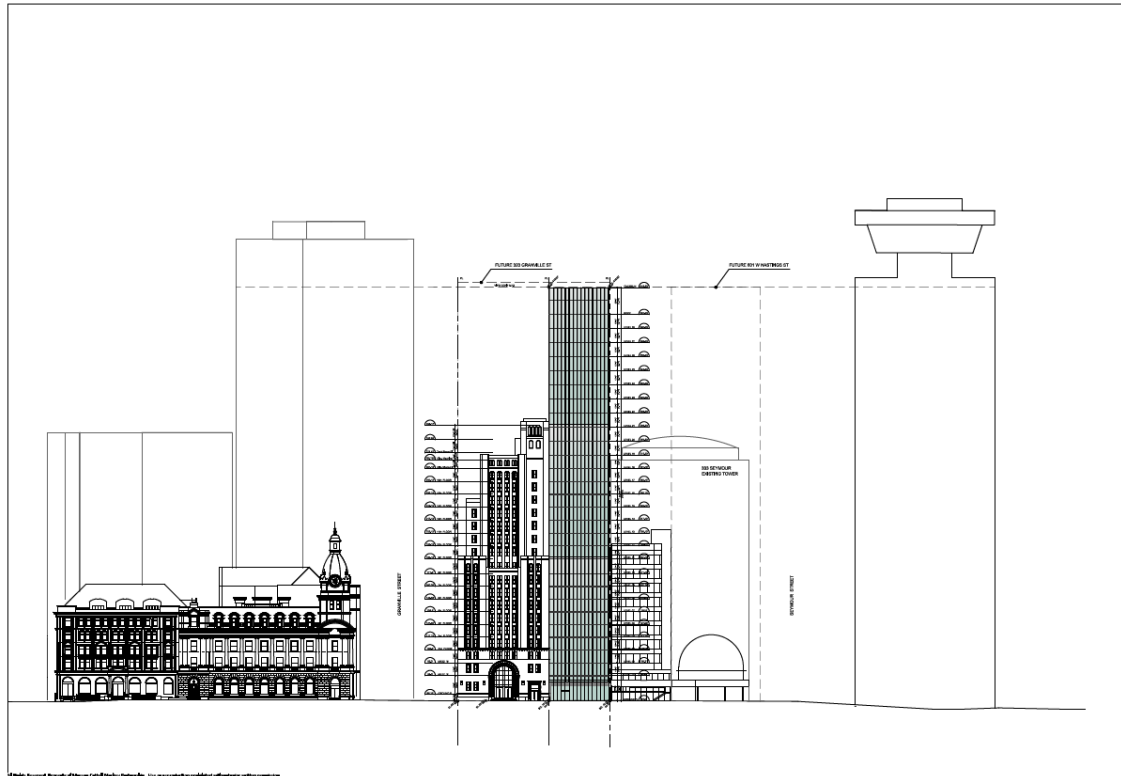
Sections







## Streetscape – West Hastings Street



## Perspective Renderings





\* \* \* \* \*

**675 WEST HASTINGS STREET (ROYAL BANK TOWER)**  
**STATEMENT OF SIGNIFICANCE (SOS)**

**Drafted December 2016**  
**Donald Luxton and Associates**  
**with revisions by City staff May 2019**

**Description**

The Royal Bank Tower is an eighteen-storey office building located on West Hastings Street at Granville Street in downtown Vancouver. The Art Deco-inspired massing of the tower steps back as it rises, and is detailed with neo-Romanesque elements.

[Note: the Heritage Value section was significantly shortened as the number of words in the original document exceeded what could go in the template to the Province.]

**Heritage Value**

The Royal Bank Tower, completed in 1931, is valued: for its illustration of the westward progression of the financial district in downtown Vancouver; for its association with the Royal Bank; for its design by the bank's chief architect, Sumner Godfrey Davenport; and for its structural design by consulting engineers Purdy and Henderson.

The Royal Bank Tower is significant as an example of the westward movement of Vancouver's financial district. Originally centred around Gastown, Vancouver's commercial core, and similarly its financial institutions, began migrating west as the city expanded and companies grew through the Edwardian era. When the Royal Bank acquired this prime site, it was the most valuable piece of property in the city. Businesses began to relocate west to underdeveloped sites on one of Vancouver's primary streets, Hastings Street, including financial institutions that constructed new regional head offices along the corridor. This continued through the interwar era, as exemplified by the prominent siting of the Royal Bank Tower. This remained until a new generation of modern skyscrapers within 'megablock' developments clustered near Burrard Street in the 1960s and 1970s.

The Royal Bank Tower is valued for its commission and continuous occupancy by the Royal Bank of Canada. It replaced the bank's former British Columbia headquarters at 400 West Hastings Street, demonstrating the company's desire to project a dominant and secure corporate image. The Royal Bank, which had emerged in the 1920s as Canada's largest bank, was first among its peers in Vancouver to express its power through the construction of a skyscraper. The bank's regional offices were located in the tower for more than four decades, until they moved to the new Royal Centre development in 1973. The Royal Bank branch on the main and lower floors of the tower has remained in place since its opening and represents the company's enduring relationship with the site.

The Royal Bank Tower is significant for its modernistic skyscraper design by S.G. Davenport, chief architect for the Royal Bank of Canada from 1920 until 1942. The tower echoes the traditional nature of financial institutions at the time, as they communicated power and stability. Its opening in 1931 at the height of the Great Depression further illustrates strength of major Canadian banks, and the depth of resources that banks could rely on even in the worst of economic times. The design of the tower echoes the Royal Bank's Montreal headquarters, which had just been completed and features a similar base with arched windows, along with a classical composition. Typical of the conservatism displayed by banks, the dynamic Art Deco



massing of the building has been disguised with historical motifs, so as to avoid the appearance of excessively daring modernism. Neo-Romanesque motifs have been used throughout, blended with classical details. Davenport successfully resolved a rational design response that expressed the progressive look of a modern skyscraper, clothed with sufficient historical detail to ensure respectability. Approximately 90% of the materials for the tower were sourced within the province, including the cut stone cladding from Haddington Island.

The tower is also valued for its association with New York-based consulting engineers, Purdy and Henderson, renowned for many decades of work and establishing the role of consulting engineers as a critical team member in skyscraper projects. They had earlier employed S.G. Davenport to supervise overseas construction of Royal Bank facilities in the West Indies, which further solidified the relationship between this firm and the bank. This convergence firmly established the working relationship that would later complete work on the Royal Bank Tower in Vancouver. Purdy's involvement in the design of skyscrapers was known to be more extensive than anyone else during his storied career.

### **Character Defining Elements**

The elements that define the heritage character of the Royal Bank Tower are its:

#### *Exterior*

- location at the intersection of West Hastings and Granville Streets in downtown Vancouver;
- continuous association with the Royal Bank;
- commercial form, scale and massing as expressed by its eighteen-storey height, plus lower level, that steps back as it rises in a series of setbacks; general symmetry; two-storey, campanile-like elevator penthouse; central banking hall entry and secondary office entry; and flat roofs;
- steel-framework construction, with cladding of Haddington Island andesite;
- modernistic skyscraper design, including: a balance of strongly articulated horizontal and vertical elements; monumental base level with round-arched double-height windows and a grand arched banking hall entry; round-arched window openings at the termination of the setbacks; and neo-Romanesque embellishments at arched edges, spandrels and balustrades;
- variety of original steel windows and surviving original mahogany double-hung, multipaned wooden-sash windows; and
- additional features such as the cast metal lights at the office entry.

#### *Interior*

- features of the main entry, including: its carved andesite archway featuring animals and swirling motifs; flooring of travertine marble with marble mosaic border; variegated Indiana Limestone walls; gated brass entrance on its east side with arched black marble surround; ornamental brass elevator door leading to the safety deposit boxes, with marble surround and mother of pearl call button set into brass wall plate; and staircase leading up to the main banking hall with cream-coloured marble newel posts and central ornate brass handrail;
- features of the original elevator lobby, including: original historic chandelier; travertine marble floor with black marble border; high moulded plaster ceiling with colourful circular and cross shape panels with animal designs (treated to resemble stone); travertine marble paneling on walls; plaster cornice moulding; brass elevator door panels with marble surrounds; Cutler Mail Chute Co. mail box; brass floor indicators above main elevator doors; and elevator car display and elevator car interiors featuring wood panelled walls with dark wood inlay, ornate brass grills on top of walls and central vent on ceiling and polished stone floors;

- features of the upper Banking Hall, including: marble wall wainscoting with variegated Indiana Limestone walls; grey marble piers with carved capitals; arcades with vaulting and decorative painted plaster; flooring of travertine marble with marble mosaic border; high shallow coffered decorative plaster ceiling; historic original fixtures, including three central light fixtures/chandeliers weighing over 900kg each; and five smaller chandeliers on both sides of arcade aisles; and
- features of the lower Banking Hall, including: its dramatic double quarter-turn staircase with landings, carved marble balusters, marble newel posts with carved flower motifs, marble railings, ornamental newel posts with bird and foliage detailing, ornate brass handrail and newel posts, and marble floor with marble mosaic border around landings; incised limestone walls; original brass entry door panels at bottom of either staircase; heat grate; and banking hall counters of black and gold Belgian marble.

\* \* \* \* \*



# ROYAL BANK TOWER

675 WEST HASTINGS STREET, VANCOUVER, BC

## CONSERVATION PLAN

JUNE 2016

DONALD LUXTON  
AND ASSOCIATES INC 

View the full Conservation Plan at Rezapps (<https://rezoning.vancouver.ca/applications/619-675whastings/index.htm>). Click on "Conservation Plan".

**619-685 West Hastings Street  
PUBLIC BENEFITS SUMMARY**

**Project Summary**

28-storey office building at 619-623 West Hastings Street, along with retention of the 1929 A-listed heritage Royal Bank Tower at 675 West Hastings Street and heritage designation of the building's exterior.

**Public Benefit Summary**

The project would add additional employment space in the Downtown CBD, offer to conserve and designate the exterior features and to seismically upgrade a heritage building, contribute to public art and make a DCL payment.

	<b>Current Zoning</b>	<b>Proposed Zoning</b>
Zoning District	DD (B)	CD-1
FSR (site area = 6,242 sq. ft.)	9.00	25.50
Buildable Floor Space (sq. ft.)	56,178	158,837
Land Use	office, retail-service	office, retail-service

**Summary of Development Contributions Expected Under Proposed Zoning**

City-wide DCL <sup>1</sup>	\$2,436,560
City-wide Utilities DCL <sup>1</sup>	841,836
Public Art <sup>2</sup>	314,497
<b>TOTAL</b>	<b>\$3,592,893</b>

**Other Benefits (non-quantified):** Designation of the exterior of the VHR A-listed building at 675 West Hastings Street (Royal Bank Tower) and securement of a Conservation Plan to undertake conservation work on the exterior features and to seismically upgrade the building (heritage works valued at approximately \$9,633,000).

<sup>1</sup> Based on rates in effect as at September 30, 2019; rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection, see the City's [DCL Bulletin](#) for details.

<sup>2</sup> Based on rates in effect as of 2014; rates are subject to periodical adjustments to reflect increases in local construction costs. See [Public Art Policy and Procedures for Rezoned Developments](#) for details.

\* \* \* \* \*

**619-685 W Hastings Street  
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**Property Information**

Street Address	Parcel Identifier	Legal Description
Sub-area B (vacant site): 619 West Hastings Street 623 West Hastings Street	015-509-508	Lot 16, Block 14, District Lot 541, Plan 210
	015-509-524	Lot 17, Block 14, District Lot 541, Plan 210
Sub-area A: 675 West Hastings Street (heritage tower lobby) 685 West Hastings Street (RBC banking hall)	015-509-541	Lot 18, Block 14, District Lot 541, Plan 210
	015-509-567	Lot 19, Block 14, District Lot 541, Plan 210
	015-509-583	Lot 20, Block 14, District Lot 541, Plan 210

**Applicant Information**

<b>Applicant/Architect</b>	Musson Cattell Mackey Partnership
<b>Developer/Property Owner</b>	Permanent Enterprises Limited

**Site Statistics**

<b>Sub-area</b>	619-623 W Hastings St (sub-area B)	675-685 W Hastings St (sub-area A)
<b>Site Area</b>	580 sq. m (6,242 sq. ft.)	870 sq. m (9,360 sq. ft.)
<b>Site Dimensions</b>	36.58 m (120 ft.) x 15.85 m (52 ft.)	36.58 m (120 ft.) x 23.77 m (78 ft.)

**Development Statistics**

	Permitted Under Existing Zoning	Proposed	Recommended (Other Than Proposed)
<b>Zoning</b>	DD (Area B)	CD-1	--
<b>Uses</b>	Office, Retail, Service	Office, Retail, Service	--
<b>Max. Density</b>	9.0 FSR	25.5 FSR (sub-area B)	
<b>Floor Area</b>	Sub-area A: 7,830 sq. m (84,240 sf) Sub-area B: <u>5,220 sq. m (56,178 sf)</u> Total: 13,050 sq. m (140,418 sf)	Sub-area A (existing tower): 13,050 sq. m (140,469 sq. ft.) Sub-area B (new tower): 14,756 sq. m (158,837 sq. ft.) Total: 38,185 sq. m (299,306 sq. ft.)	
<b>Max. Height</b>	DD (Area B) 137.2 m (450 ft.) Subject to view cones	Sub-area A (existing tower): 74.0 m / 243 ft. (20 storeys) Sub-area B (new tower): 110.46 m / 362.4 ft. (28 storeys)	
<b>Parking Spaces</b>	Per Parking By-law	Commercial 50 Disability 4	Per Parking By-law
<b>Loading</b>	Per Parking By-law Class A 2 Class B 3	Class A 2 Class B 1	Per Parking By-law
<b>Bicycle Spaces</b>	Per Parking By-law	Class A 73 Class B 6	Per Parking By-law