

# CHINATOWN

## Economic Revitalization Update and Improvements to Development Policies

### 華埠經濟振興及發展政策檢討

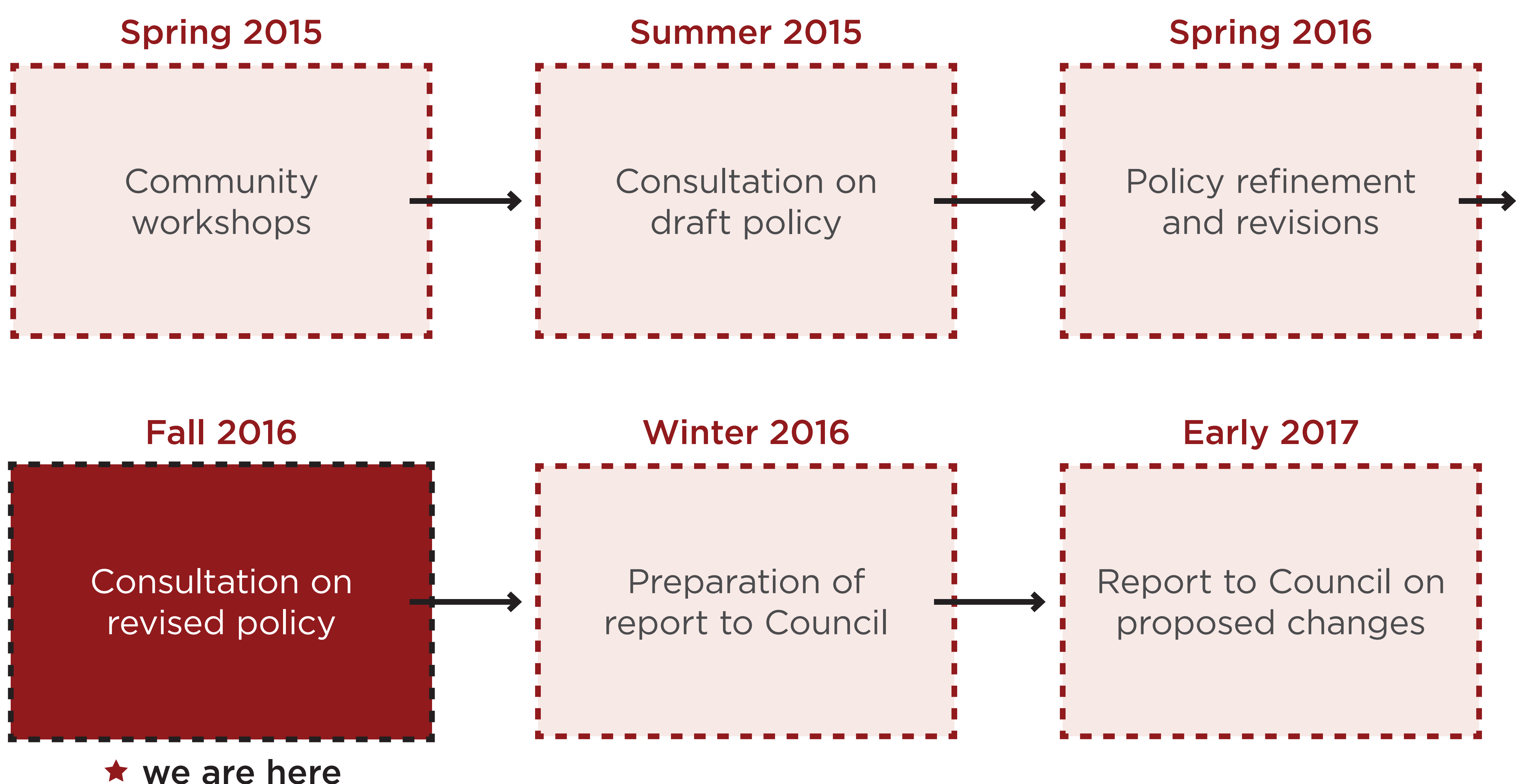
#### What is this open house about?

- Staff are preparing an update on the Chinatown Economic Revitalization Action Plan as a 3-year review.
- Staff have proposed changes to development policies in Chinatown to improve the form of new buildings, manage change, clarify the density that can be achieved, protect heritage, and stimulate the economy.
- A summary of your feedback will be incorporated into a staff report to City Council on the proposed changes.

溫哥華市的職員正在準備更新華埠經濟振興行動計劃給市議會，這是三年檢討的一部分。

在檢討裡，職員準備提出一些調整：改善發展政策來提高質量；澄清建築密度；保護社區的歷史性和鼓勵多用途發展來支持華埠的經濟。

公眾諮詢之後，工作人員會在2017年提交報告到市議會。





# Downtown Eastside Plan

## 市中心東端社區計劃



The Downtown Eastside Plan includes policies that guide the development of Chinatown:

### 6.3.1 Economic Revitalization:

Accelerate implementation of the Chinatown Economic Revitalization Strategy's (CERS) three strategic directions:

1. Thriving Business District
2. Historic Neighbourhood Revitalization
3. Vibrant Public Spaces

### 6.3.2 Commercial Development:

Retain the predominant retail and commercial character with tourist- and resident-oriented goods and services, restaurants, and offices through economic revitalization.

### 6.3.3 Residential Development:

Encourage residential intensification through compatible new mixed-use development, while reinforcing the existing scale and character of the area.

### 6.3.4 Society Heritage Buildings:

Pursue the rehabilitation of the heritage buildings owned by Chinatown family and benevolent associations (Chinatown Society Heritage Buildings), as community and cultural anchors critical to the authentic revitalization of Chinatown.

### 6.3.5 Public Space:

Support strategic public realm improvements to enhance and improve public realm quality and amenities and create vibrant public places.

### 6.3.6 Key Cultural Anchors:

Provide strategic support to the community towards the retention and enhancement of key cultural anchors, including the Dr. Sun Yat-Sen Classical Chinese Garden, the Chinese Cultural Centre of Greater Vancouver, and the Chinatown Society Heritage buildings.

### 7.3.1 Building Heights:

Maintain Historic Area Height Review conclusions that maximum height in the Chinatown area should be:

- HA-1: 50 - 75 feet
- HA-1A: 90 feet, with rezoning policy for 120 - 150 feet, subject to site context, urban design, and public benefits

### 7.3.2 Density:

Determine maximum density through review of site specific context, heritage considerations, and urban design.



# Chinatown Neighbourhood Plan

華埠社區計劃



## The Chinatown Neighbourhood Plan seeks to balance revitalization with heritage conservation by:

- Supporting heritage, cultural, and affordable housing projects
- Bringing in new residents to support local businesses
- Improving public spaces and supporting economic revitalization

The Chinatown Neighbourhood Plan and Economic Revitalization Action Strategy was adopted by Council in July 2012.

The plan includes a vision for Chinatown:

*“A place that tells the history with its physical environment, a place that serves the needs of residents, youth and visitors, and a hub of commercial, social and cultural activities.”*

華埠願景: 一個商業、社交及文化活動的中心點，以外觀環境能夠展示其歷史，能夠滿足居民、青少年及訪客的不同需要。

規劃方向:

- 保護傳統建築, 支持文化和可負擔住宅項目
- 吸引新居民支持本地商戶
- 改善公共環境, 刺激經濟發展



# Economic Revitalization Update

華埠經濟行動計劃更新



## Supporting heritage, cultural and affordable housing projects:

保護傳統建築, 支持文化和可負擔住宅項目

- Invested \$2.1 million into key upgrades for 35 projects through the Society Buildings Matching Grant Program
- Approved Chinese Society Legacy Program, committing \$3.6 million to program cost, including \$400,000 invested in technical studies and capacity building
- Held 6 capacity-building workshops with Societies
- Facilitated Province of BC study on seniors' housing and intangible cultural assets
- **Next Step:** Support Chinatown Society Heritage Buildings Association to implement the Legacy Program Phase 1
- **Next Step:** Continue to explore funding and partnership opportunities for seniors' housing



## Bringing in new residents to support local businesses:

吸引新居民支持本地商戶

- Approved 6 new mixed-use projects
- Approved 550 new housing units (including 22 seniors' housing units)
- Maintained a stable number of vacant storefronts, with new commercial space now coming onto the market
- **Next Step:** Improve development policies to continue to support revitalization



## Improving public spaces and supporting economic revitalization:

改善公共環境, 刺激經濟發展

- Supporting youth cultural initiatives to engage seniors
- Invested \$700,000+ into public realm improvements
- **Next Step:** Applying lessons from Blood Alley Square Redesign to Chinatown's historic laneways
- **Next Step:** Continue developing a community economic development strategy to support local businesses, starting with research on legacy businesses



# Changes to Development Policy

調整發展政策



**City staff are proposing improvements to development policies in Chinatown to better balance revitalization with heritage conservation.**

The intent of these improvements is to:

- Re-affirm Council policies supporting a balanced approach to heritage and revitalization
- Ensure new buildings better fit Chinatown's character
- Set realistic expectations on density

調整發展政策目的:

- 重申市議會的政策, 平衡保護傳統建築和振興的需要
- 確保新建築更切合華埠特色
- 澄清可達到的建築密度



# Changes in Chinatown

## 華埠的變遷

Chinatown is experiencing a period of revitalization, growth, and change.

These changes have led to the policy improvements proposed today.

華埠正在經歷一個增長和經濟振興的時期。新居民和新商鋪遷入華埠，增加社區的活力。然而，變化的速度也導致房地產過熱。展望未來，許多因素會繼續推動華埠住宅和商鋪的需求。這些因素包括人口增長，高架橋土地的再開發，和在附福溪平地的新聖保羅醫院。社區對華埠傳統特色逐漸流失表示關注。



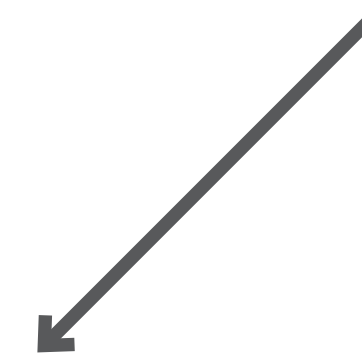
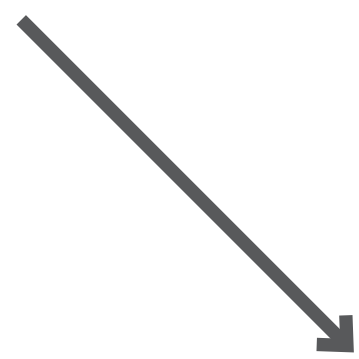
**Economic Revitalization:** New businesses locating into Chinatown support economic revitalization.



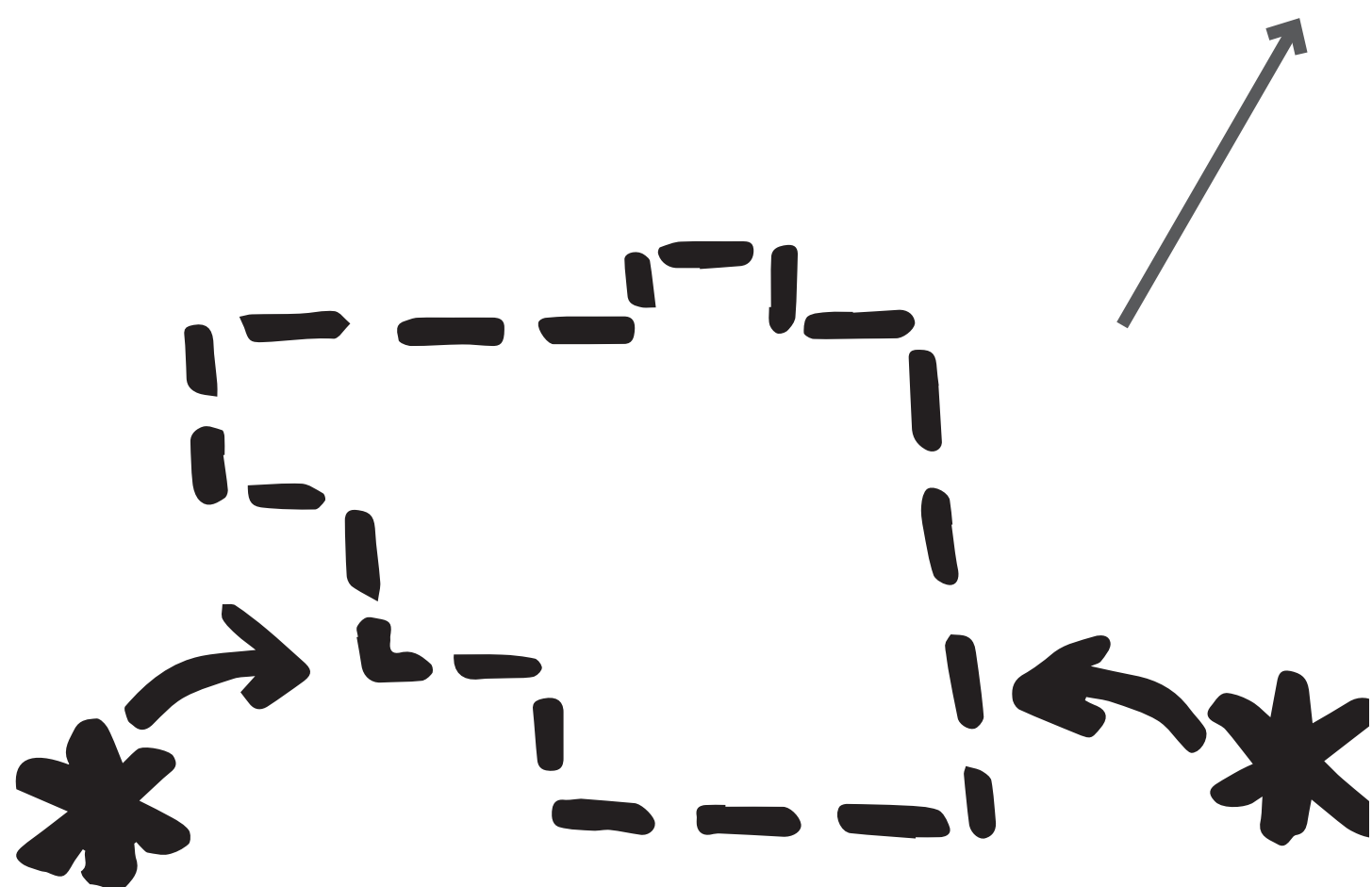
**New Residents:** Chinatown is experiencing growth, as new residents move in and add vibrancy to the area.



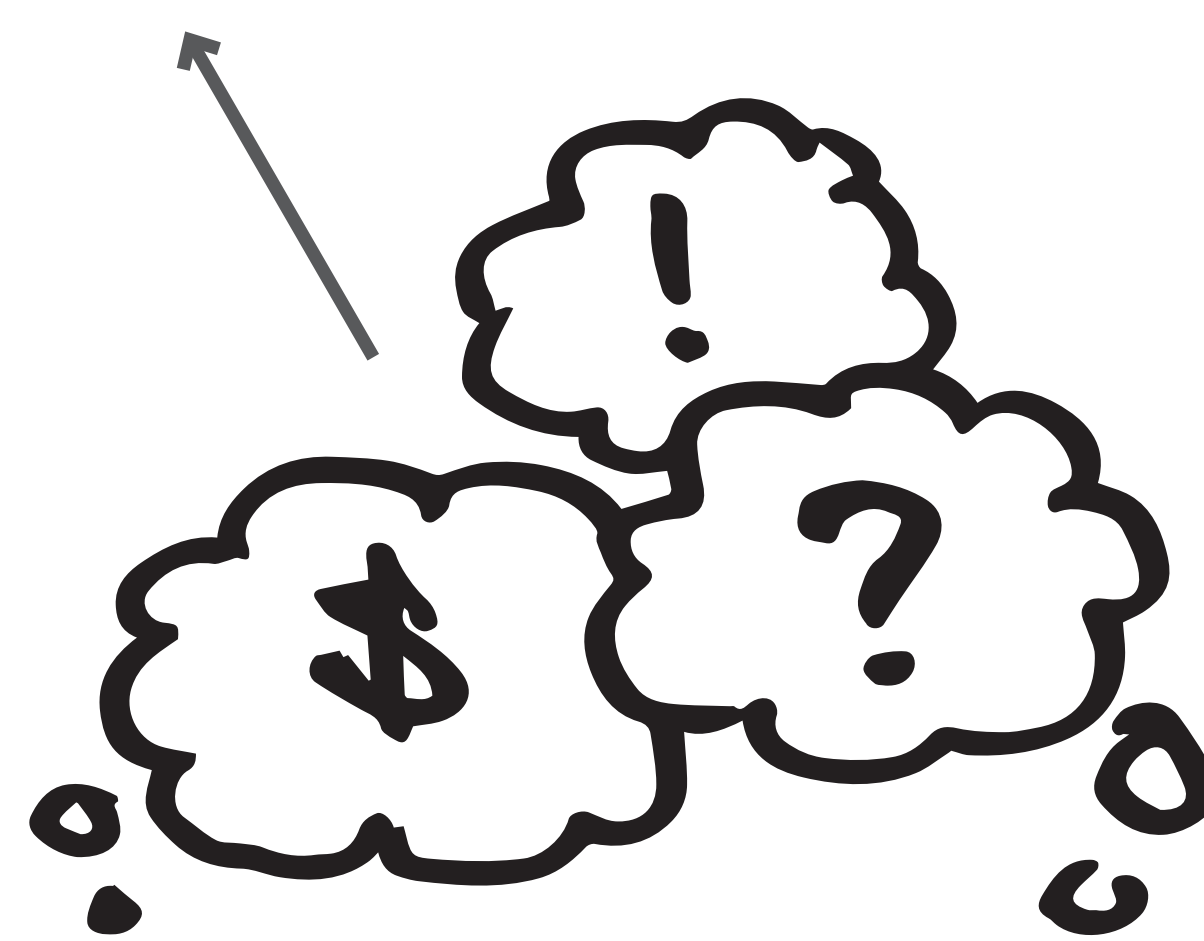
**Character:** The community has expressed concerns about the loss of Chinatown's character.



**Improvements to Development Policies in Chinatown**  
調整發展政策



**High Demand:** Population growth is driving demand for housing and commercial space. This is expected to increase due to the new St Paul's Hospital and Northesast False Creek/viaducts replacement projects.



**Speculation:** The pace of change is leading to unrealistic expectation on density, land speculation, and lot assembly in the area.

# Proposed Improvements

調整發展政策

## Current Challenges

現在的情況

## Proposed Improvements

建議的改善

### Density 建築密度

Lack of density limit leads to buildings with low ceiling height, compromised livability, and no retail mezzanine.  
New buildings are incompatible with the scale and character of Chinatown.

Introduce a limit to maximum density and number of storeys to clarify achievable floor area.  
Maintain maximum height limits.

### Land Use 土地用途

Retail with condos above is not part of Chinatown's traditional character, which has a more diverse mix of uses with many small businesses.

Encourage a more traditional mix of uses by requiring second floor non-residential use, except where social and/or seniors' housing is provided.

### Rezoning 新發展項目(更改土地用途)

Rezoning projects are seen as out of scale with the area, and provide fewer public benefits than expected.

Change rezoning policy to an inclusionary zoning area requiring social and/or seniors' housing.

### Heritage 傳統建築

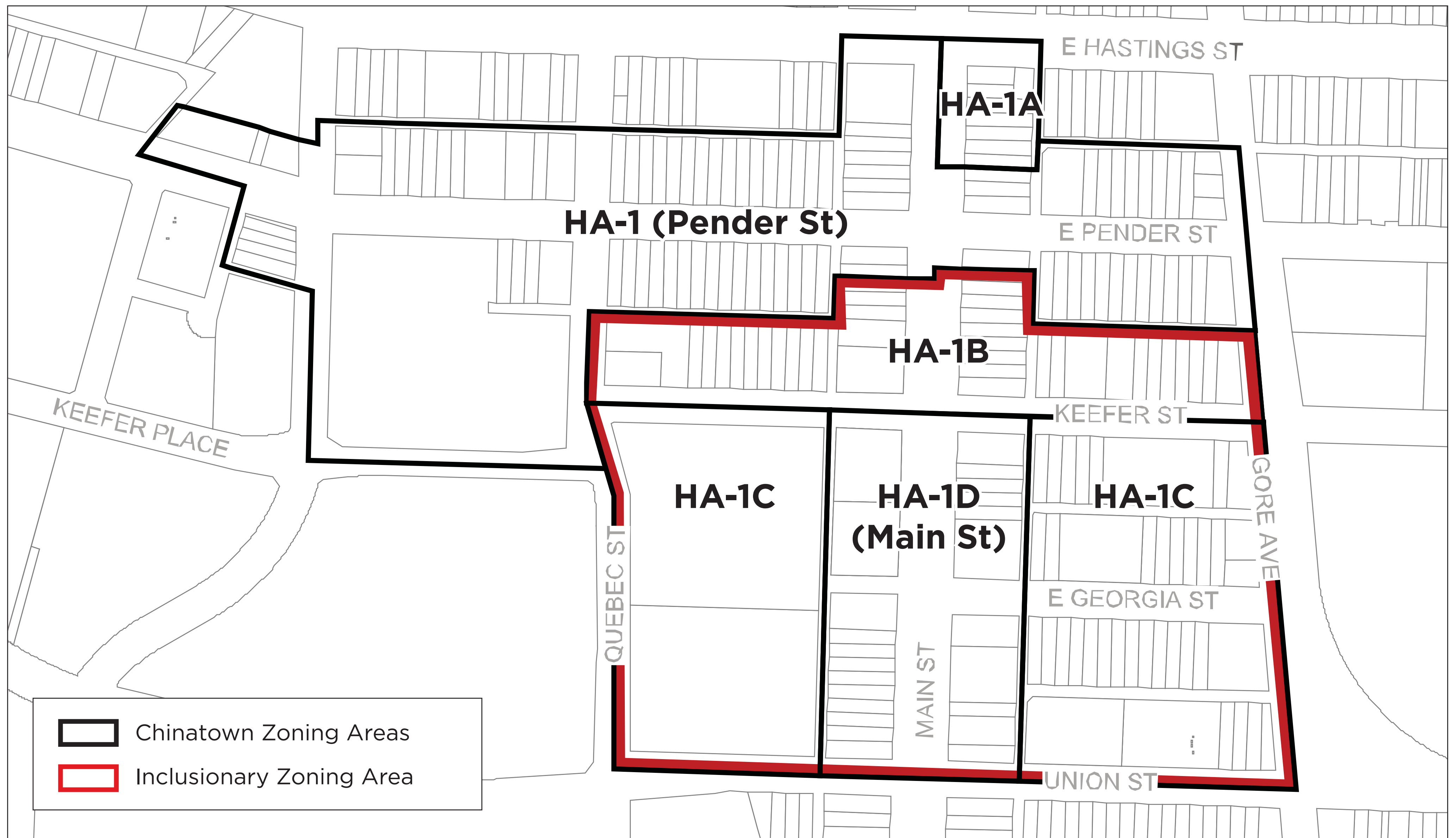
Overall loss of Chinatown character.

Enhance protection of heritage properties.



# Summary of Policy Changes

## 政策修改概要



### Clarify maximum density and maximum number of floors, and maintain maximum height

澄清可達到的建築密度、  
建築高度維持不變

- HA-1 (Pender St) Outright: 3.75 FSR\*, 5 floors, 50 ft high
- HA-1 (Pender St) Conditional: 5.45 FSR, 7 floors, 75 ft high
- HA-1A, 1B, 1C, and 1D: 6.05 FSR, 8 floors, 90 ft in height
- Set maximum site frontage and maximum residential density

### Require increased non-residential uses and incentivize better retail spaces

增加非住宅用途

- Require 2 floors to be non-residential, except where social and/or seniors' housing is provided
- Require laneway retail and commercial mezzanine

### Set an inclusionary zoning area requiring seniors' housing

支持長者社會房屋

- HA-1B and HA-1C: 6.65 FSR, 11 floors, 120 ft high
- HA-1D (Main Street): 7.65 FSR, 14 floors, 150 ft high
- Minimum 20% of units must be seniors' housing

### Explore designating Chinatown as a Heritage Conservation Area

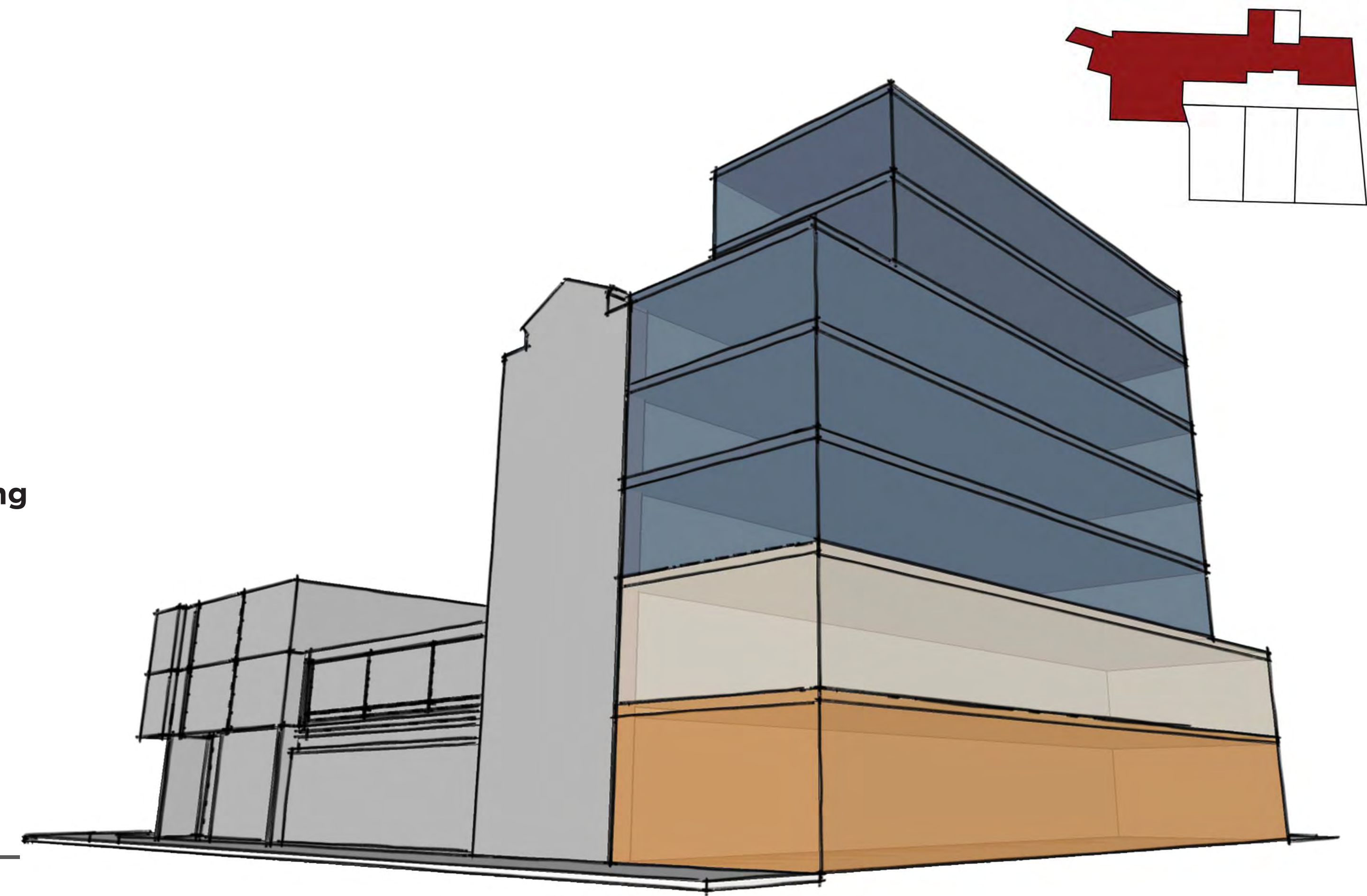
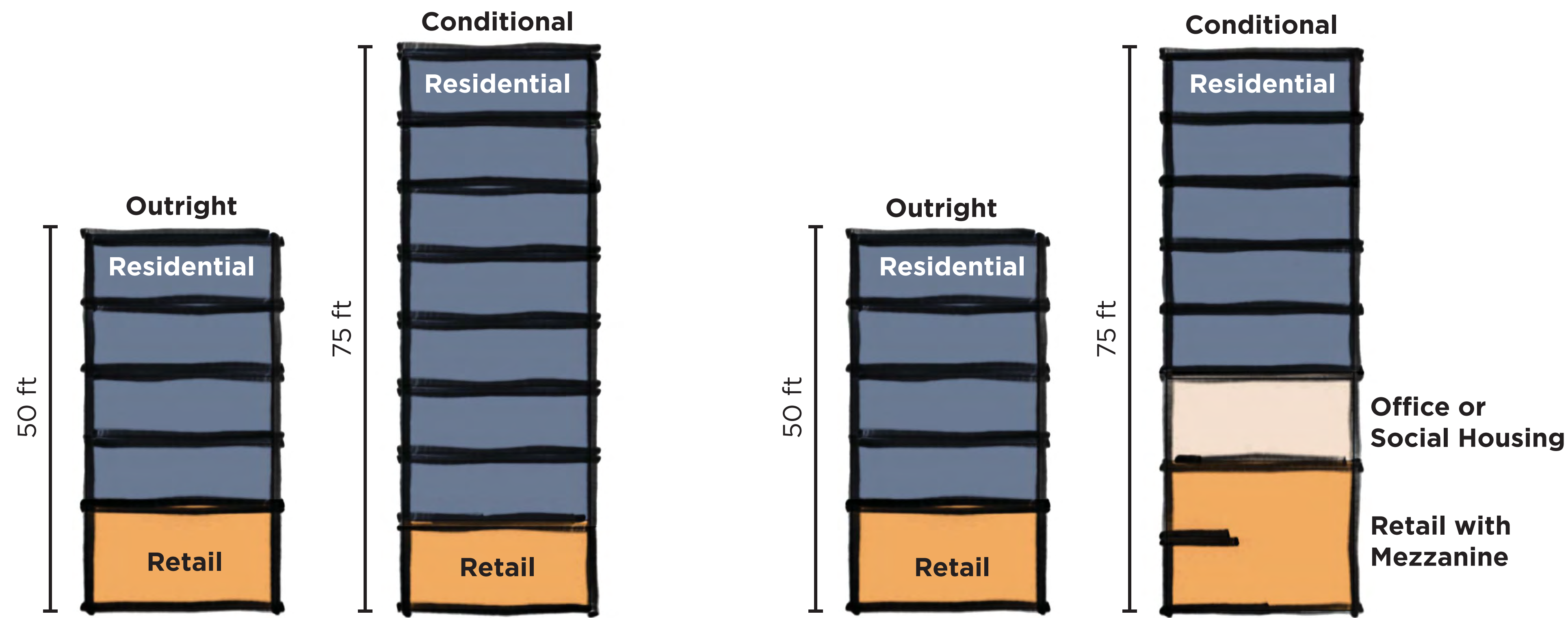
研究指定華埠為文物保  
護區

- HCA designation would legally protect heritage properties from demolition and provide more clarity around conservation



# HA-1 Zoning Area (Historic Pender Street, National Historic Site)

充滿傳統和文化價值的片打東街 - HA-1 區



	Current Zoning	Proposed Improvements
<b>Density</b>	No maximum	3.75 FSR maximum outright 5.45 FSR maximum conditional
<b>Use</b>	Choice of use	Require 1.20 FSR to be non-residential, relaxable up to 1.85 for laneway retail and commercial mezzanine*
<b>Frontage</b>	Site frontage: no limit Retail frontage: 25 to 50 ft	Site frontage: 50 ft maximum or existing Retail frontage: maintain current retail frontage limit
<b>Height</b>	50 ft maximum outright, 75 ft maximum conditional (based on urban design)	Maintain current 50 ft maximum outright, and 75 ft maximum conditional (based on urban design)
<b>Floors</b>	No maximum	5 floors maximum outright 7 floors maximum conditional

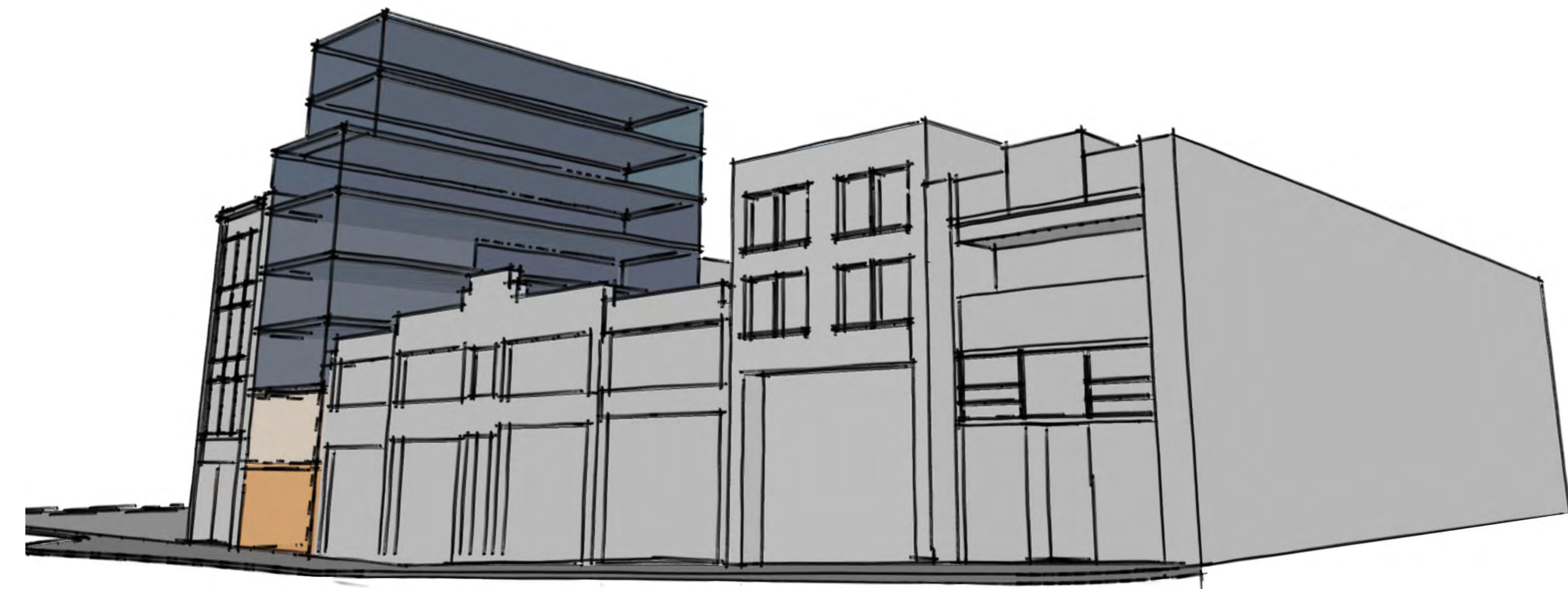
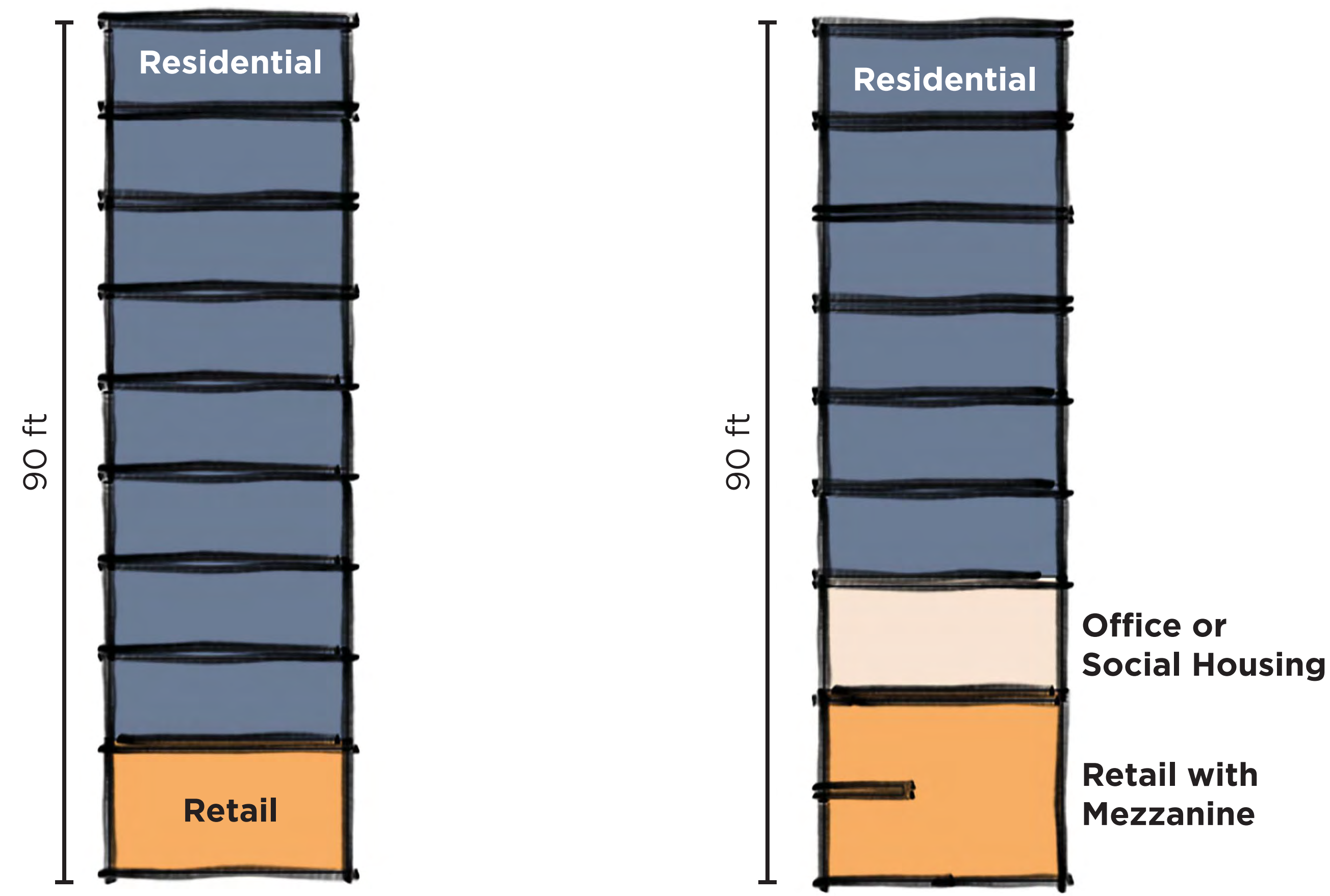
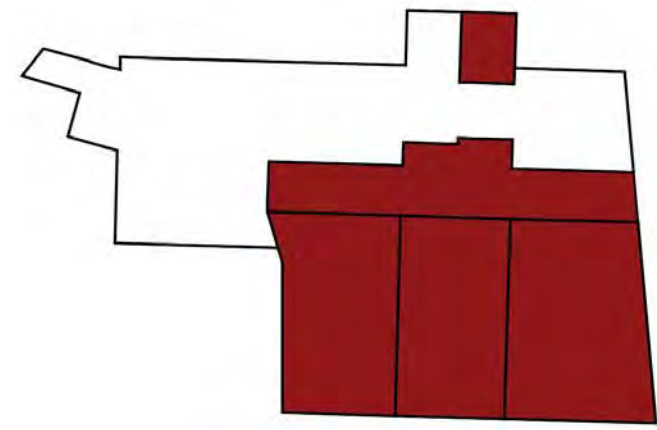
**HA-1 corresponds to the boundaries of the protected heritage properties on Pender Street.**

\*Second floor commercial is not required when social and/or seniors' housing is provided



# HA-1A, HA-1B, HA-1C & HA-1D Zoning Areas

支持增長和經濟 南華埠 - HA-1A區



Current Zoning

Proposed Improvements

<b>Density</b>	No maximum	6.05 FSR maximum
<b>Use</b>	Choice of use	Require 1.20 FSR to be non-residential, relaxable up to 1.85 for laneway retail and commercial mezzanine*
<b>Frontage</b>	Site frontage: no limit Retail frontage: 50 ft maximum (in guidelines only)	Site frontage: 75 ft maximum or existing Retail frontage: 50 ft maximum (strengthened in zoning)
<b>Height</b>	90 ft maximum	Maintain current 90 ft maximum
<b>Floors</b>	No maximum	8 floors maximum

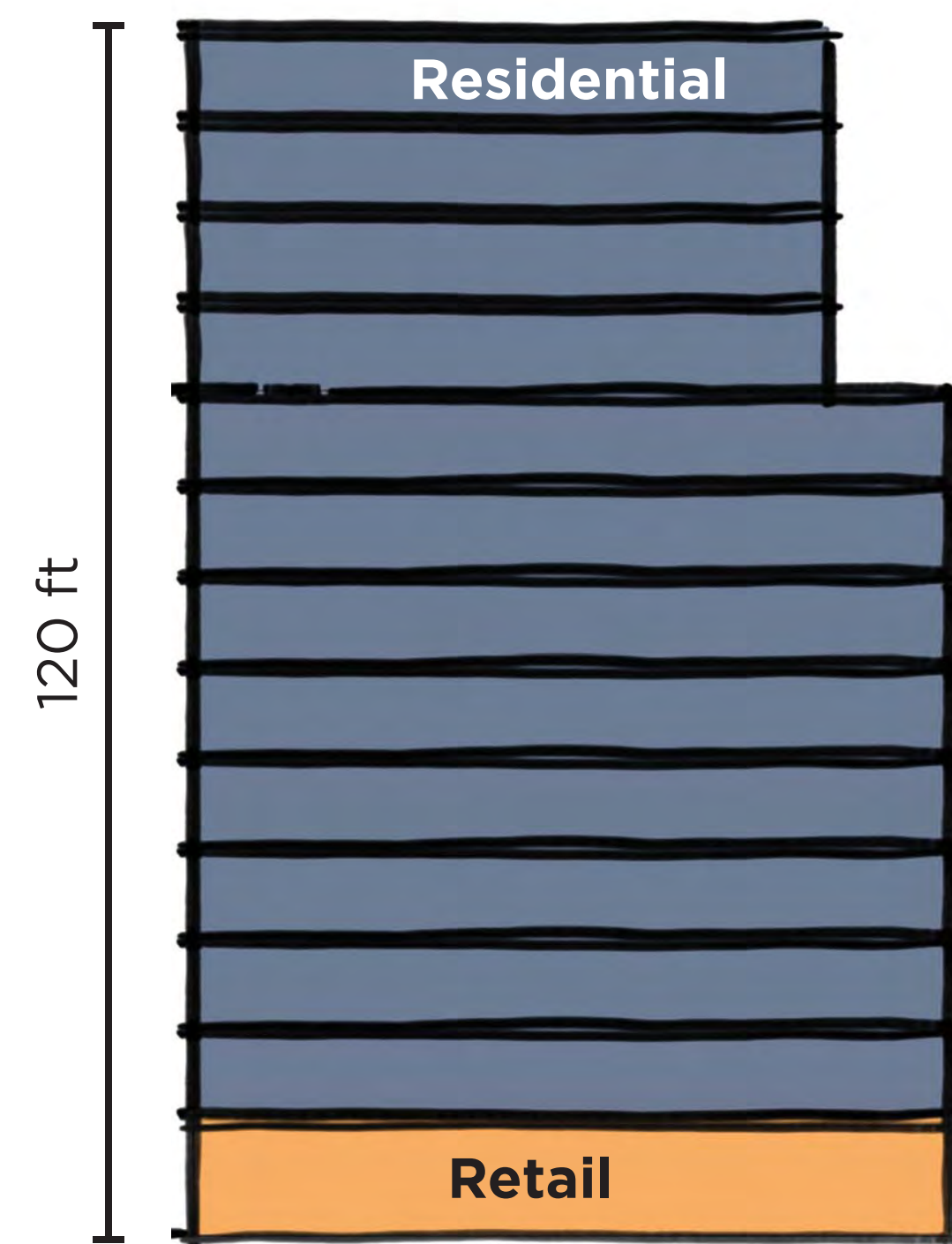
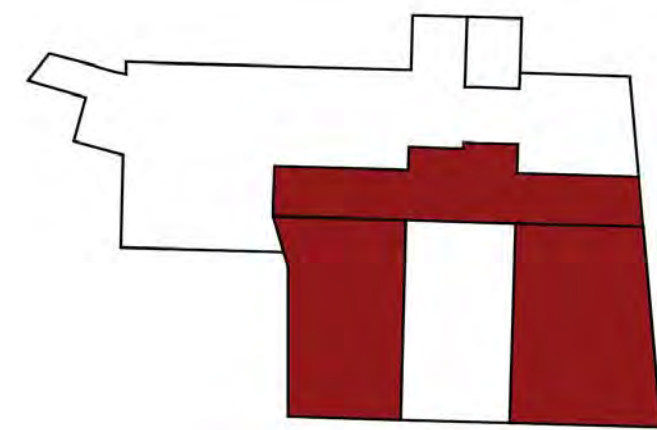
**HA-1A, HA-1B, HA-1C, and HA-1D make up the remainder of Chinatown not covered by the HA-1 subarea. They provide greater capacity for new development and growth.**

\*Second floor commercial is not required when social and/or seniors' housing is provided

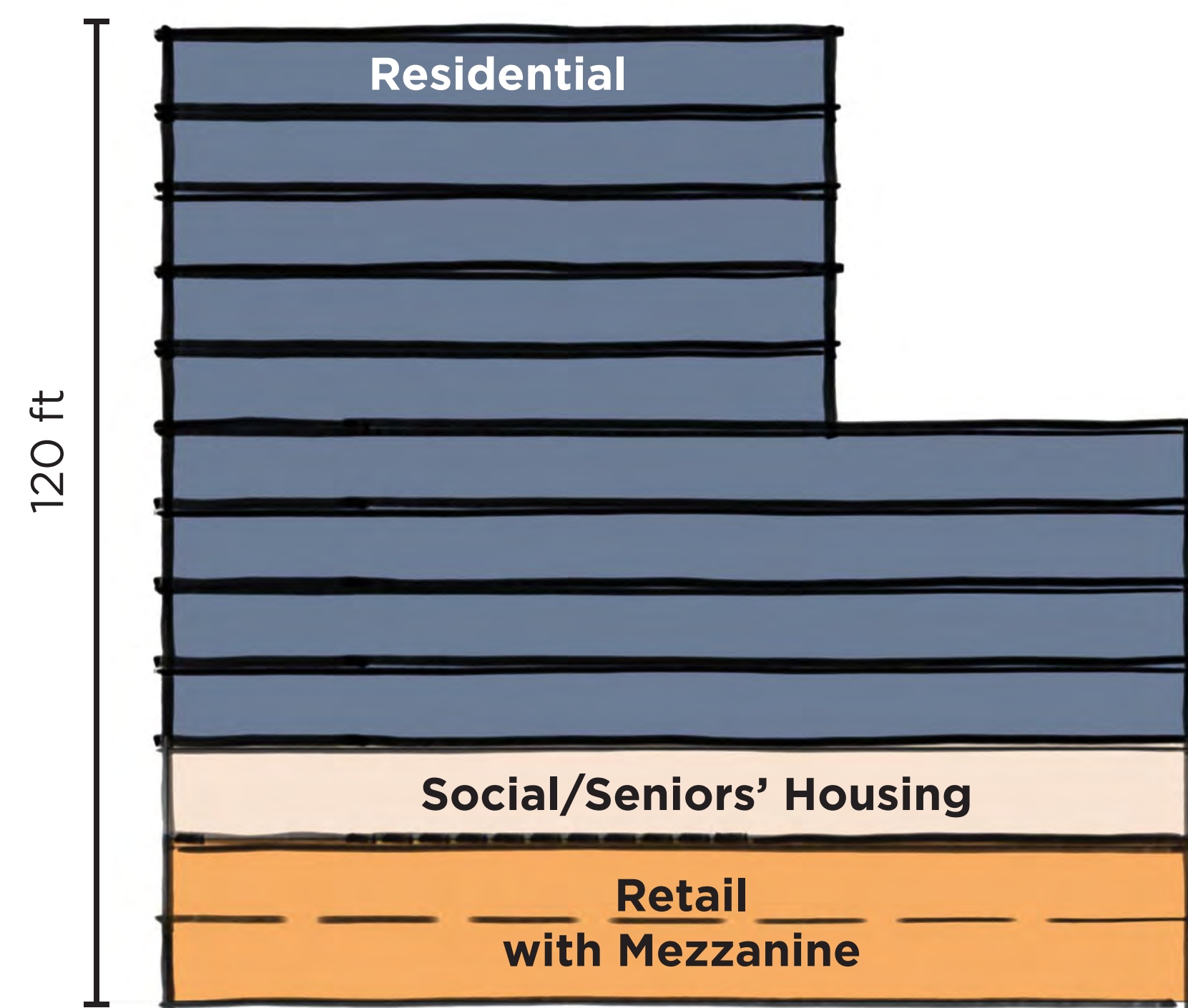


# HA-1B & HA-1C Inclusionary Zoning Area (Chinatown South)

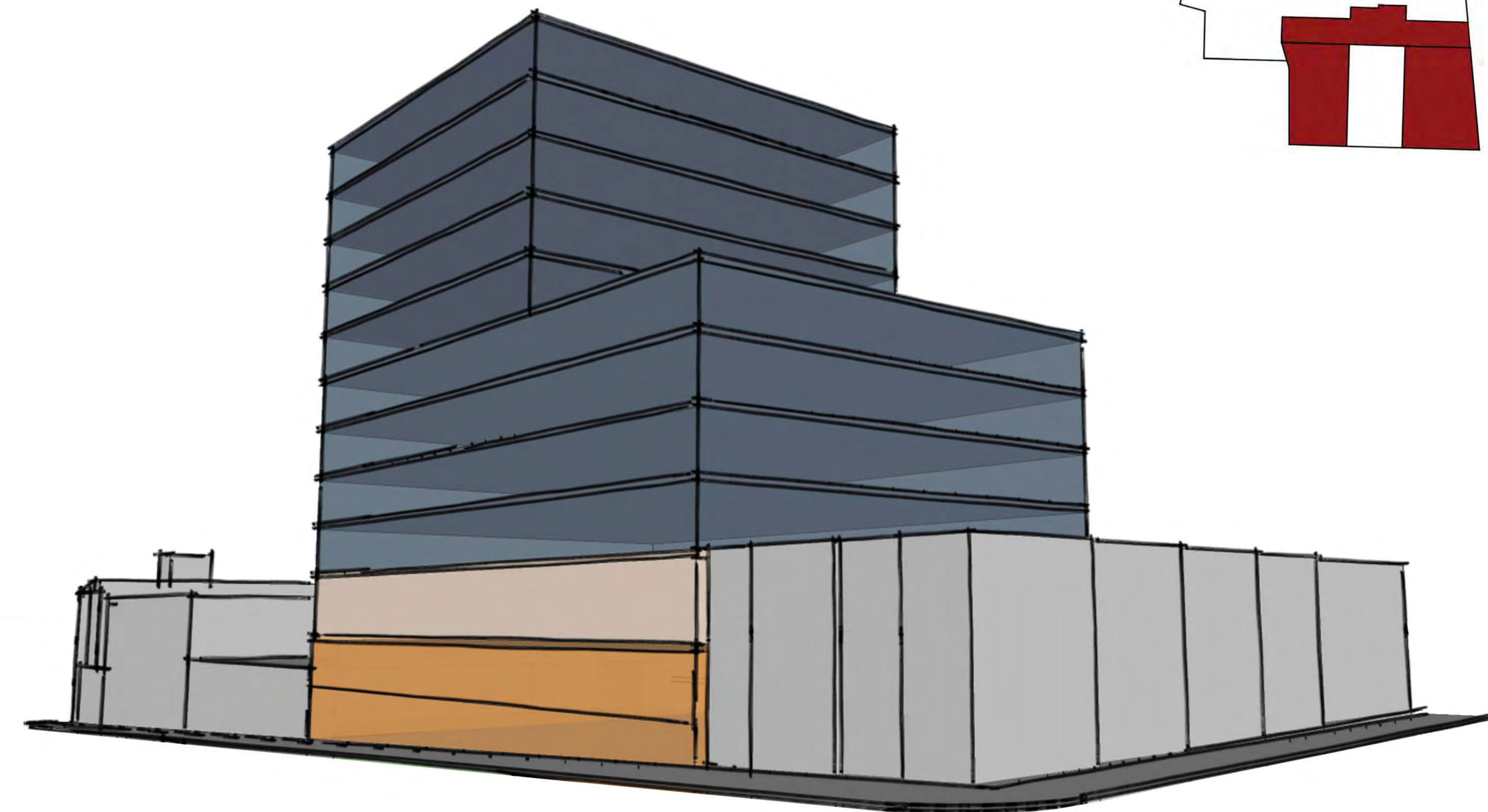
新型項目南華埠



Current Rezoning



Proposed Improvements



	Current Rezoning	Proposed Improvements
Density	No maximum	6.65 maximum
Use	Choice of use	Require 1.20 FSR to be non-residential, relaxable up to 1.85 for laneway retail and commercial mezzanine*
Frontage	No limit (recommended 75 to 125 ft)	125 to 200 ft for corner sites 150 to 200 ft for mid-block sites 50 ft maximum retail frontage
Height	120 ft maximum	Maintain current 120 ft maximum
Floors	No maximum	11 floors maximum
Seniors' Housing	Negotiated as part of the rezoning process	Required 20% of units to be seniors' housing to achieve additional height and density

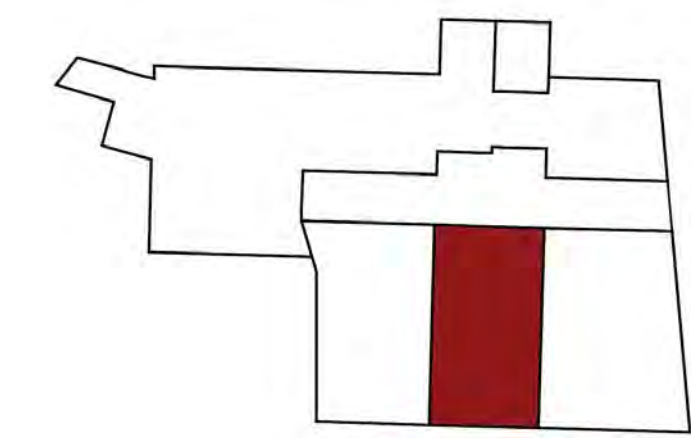
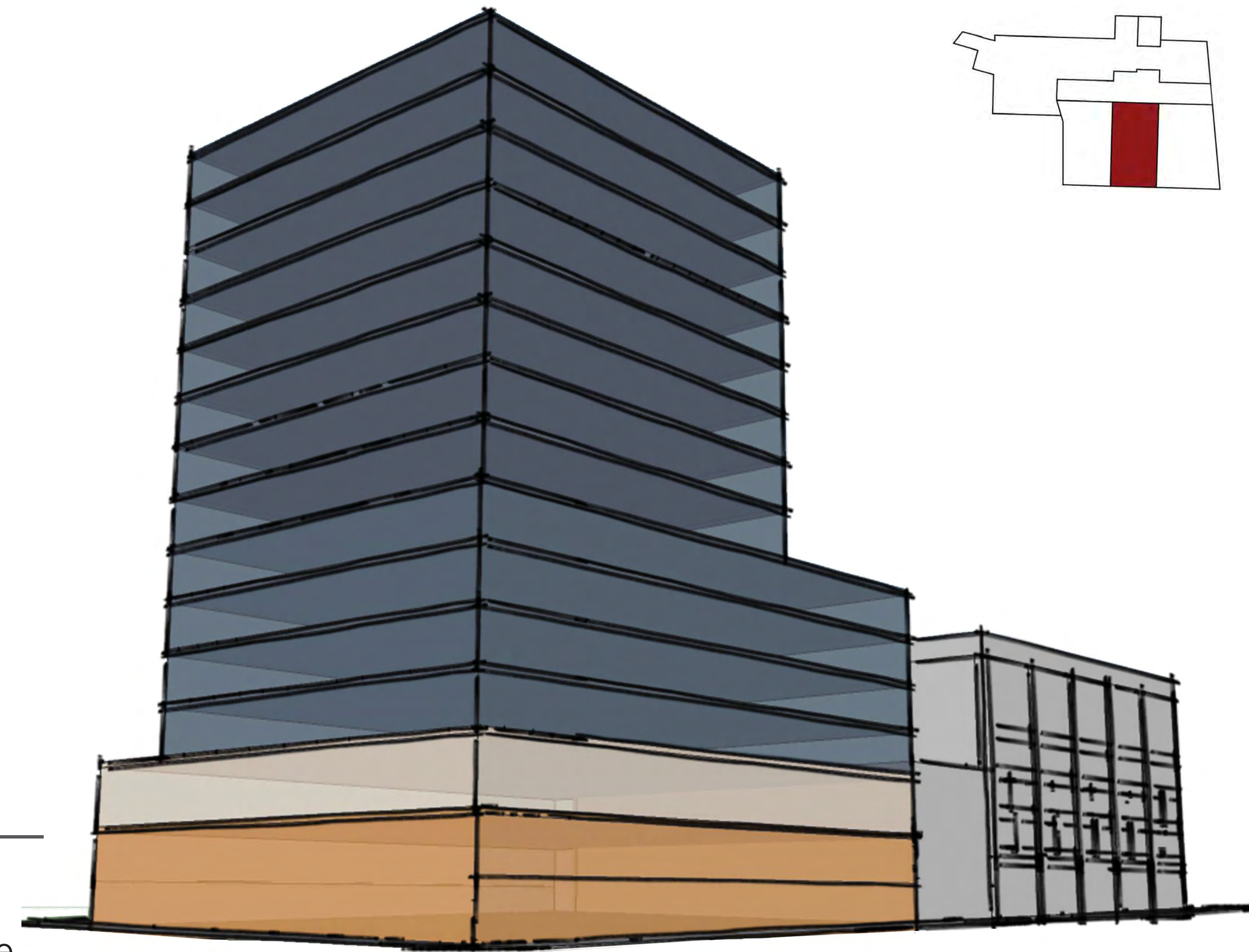
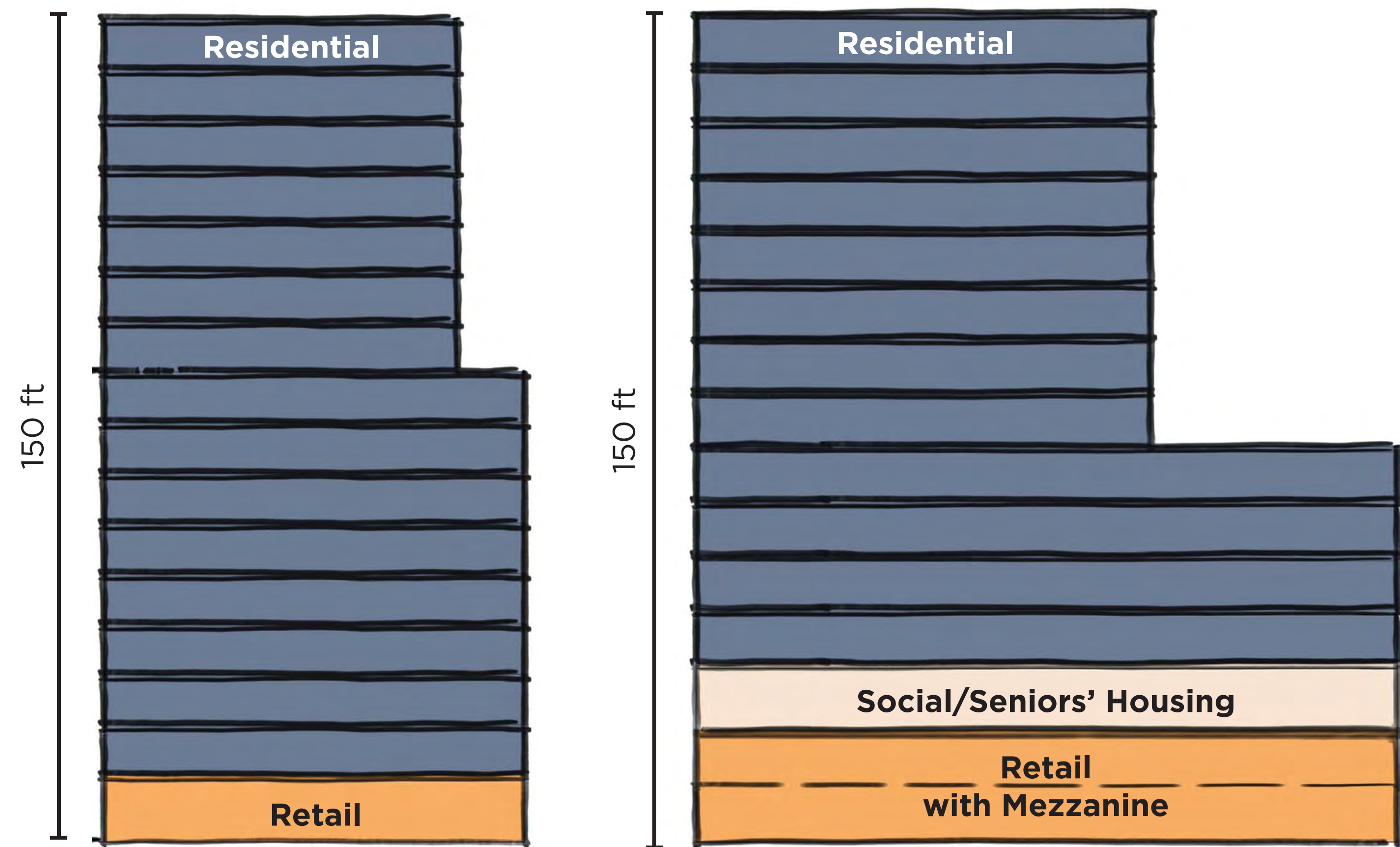
**HA-1B and HA-1C provide density and height bonuses for social housing. HA-1B differs from HA-1C because it provides a transition between the historic HA-1 subarea and the remainder of Chinatown by permitting only one density and height bonusing site per block.**

\*Second floor commercial is not required when social and/or seniors' housing is provided



# HA-1D Inclusionary Zoning Area (Main Street)

新型項目緬街



Current Rezoning

Proposed Improvements

<b>Density</b>	No maximum	7.65 maximum
<b>Use</b>	Choice of use	Require 1.20 FSR to be non-residential, relaxable up to 1.85 for laneway retail and commercial mezzanine*
<b>Frontage</b>	No limit (recommended 75 to 125 ft)	125 to 200 ft for corner sites 150 to 200 ft for mid-block sites 50 ft maximum retail frontage
<b>Height</b>	150 ft maximum	Maintain current 150 ft maximum
<b>Floors</b>	No maximum	14 floors maximum
<b>Seniors' Housing</b>	Negotiated as part of the rezoning process	Required 20% of units to be seniors' housing to achieve additional height and density

**HA-1D provides density and height bonuses for social housing. HA-1D comprises four blocks on Main Street and differs from HA-1B and HA-1C because it provides greater density and scale to accommodate growth.**

\*Second floor commercial is not required when social and/or seniors' housing is provided



# Frequently Asked Questions

## 1. What are the existing policies in Chinatown? Why is the City reviewing them?

- The objective of the Council-approved Chinatown Neighbourhood Plan and Economic Revitalization Strategy is to protect Chinatown's unique heritage while bringing new life to the community.
- The community raised issues about the character of the new developments that have been approved and built under the development policies adopted in 2011. (See board 7 for issues raised)
- The City heard these issues and agreed to review development policies and make improvements.

## 2. Scale and character: Why are there minimum and maximum site frontages proposed?

- Currently there is no maximum site frontage for any development, only recommended frontages in guidelines.
- The proposed maximum site frontage is intended to limit assembly of sites for a development. The proposed minimum site frontage is intended to ensure the size of development sites are appropriate to the scale of development being proposed.
- Small site developments will continue to be permitted and encouraged.

## 3. Social Housing for Seniors: How does the 20% social housing for seniors requirement work?

- Studies have shown strong demand for more seniors housing, especially for ethnic seniors and low-income seniors. Chinatown is identified as a suitable neighbourhood for seniors housing.
- Requiring social housing for seniors from new private development, in exchange for additional height and density, is one way to help fund them.
- There is a limit to how many social housing units for seniors can be funded in a private development using additional height and density because of construction and land costs\*.
- Therefore, achieving social housing units using additional height and density present a trade-off between maximizing the number of social housing units and appropriate scale of development.
- With the level of density proposed in Chinatown, additional funding, e.g. from non-profit partners or BC Housing, will still be required to achieve social housing units in Chinatown.

\*Not including on-going operating cost which relies on monthly rental income from the housing units.

The existing development policies in Chinatown, including a rezoning policy for taller buildings, were adopted by City Council in 2011. These policies intend to protect historic Pender Street and direct growth to south of Pender Street while leveraging public benefits.

For example, a wider site is needed for taller buildings to allow for appropriate setbacks from the street and to spread out taller elements (with an approximate 70 to 80ft distance of separation) to allow more natural light onto the sidewalk, expose more sky between these tall elements, and increase livability for residential units within the buildings.

The proposed policy prioritizes social housing for seniors over other public benefits, such as cultural and heritage projects, because there is not enough density to fund all of these public benefits.

For example, a project on Main Street achieved 22 units (16 % of total 134 units) of social housing for seniors. These 22 units were funded by additional height and density, a \$200,000 grant from the City and additional \$2.4 million investment from SUCCESS.



# Frequently Asked Questions

## 4. Review and decision process: What are the main differences between the current rezoning policy vs the proposed “inclusionary zoning area”?

### Who makes the decision in these two processes?

- Rezoning policy and inclusionary zoning area are two different ways to achieve public benefits.
- In both cases, developments seeking additional height and density are required to provide public benefits, notify and consult the public.
- For rezoning applications, City Council make decisions on approval or non-approval.
- For projects proposed under the “inclusionary zoning area”, the Development Permit Board make decisions on approval or non-approval. This board is made up of members who are appointed by City Council.

Until the changes are reviewed by City Council, and receive approval or non-approved, the Planning department will continue to review and process development and rezoning applications based on current development policies.

## 5. When will the proposed changes take effect?

- Staff are preparing a report to City Council with the proposed changes before Summer 2017.
- The proposed changes will take effect if they are approved by City Council.

## 6. What public consultation has been done?

- Public consultation on this topic began in 2015.
- To-date, we have met with 300 people, including Chinese seniors, residents, youth, business owners, property owners, developers, realtors, heritage advocates, Chinese Societies, and community organizations.
- Consultation includes special workshops, presentations to advisory committees, meetings, and public open houses.
- A summary of comments we heard will be included in the Council report.

### Require language assistance?

View fully translated display boards at [vancouver.ca/chinatown](http://vancouver.ca/chinatown)

Call **3-1-1** and request simultaneous translation

Contact the area planner, **Helen Ma** at **604-873-7919** who is fluent in Cantonese.

## 7. How do I submit my comments?

### Before March 31, 2017

- By email: [chinatown@vancouver.ca](mailto:chinatown@vancouver.ca)
- Dropped off: 453 West 12 Avenue, City of Vancouver, Planning - Downtown Division, Attention: Helen Ma, Planner

### After March 31, 2017

- Comments sent to staff will be considered but cannot be summarized in staff’s report to City Council.
- Speak to City Council about the report. Once a Council date has been confirm, an email notificant will be sent out 2-weeks before with instructions on how to sign up to speak. Remember to give us your email address if you would like to be notified.
- If you aren’t able to come to the meeting, you can still submit comments directly to: [mayorandcouncil@vancouver.ca](mailto:mayorandcouncil@vancouver.ca)

Comments can be written in English and Chinese.

- Comment form and information boards are available online at [vancouver.ca/chinatown](http://vancouver.ca/chinatown)



# What We've Heard

## Comments on the proposed policies:

## What we are considering in response to community feedback:

Support for: setting a maximum density, setting a maximum number of floors, requiring second-floor non-residential uses or seniors' social housing, requiring retail mezzanines and laneway retail, and requiring minimum 20% seniors' social housing for developments above 90 ft.

- Recommending these changes be approved by City Council.

Concerns that the recommended requirement for 125 ft minimum and 200 ft maximum site frontages will spark further land assemblies.

- Site frontage requirements are important as there is no maximum limit now.
- Consider making the site frontage maximum narrower.

Concerns about a streamlined process for the inclusionary zoning area for buildings above 90 ft, even if it is to help achieve social housing for seniors.

- Consider maintaining the current rezoning process for buildings above 90 ft, and maintain 20% minimum requirement for seniors' social housing.

Using buildings above 90 ft to leverage public benefits such as social housing and funding for heritage programs is "not worth it."

- Consider rescinding the rezoning policy: maintain zoning maximum height (75 ft for Pender, 90 ft for Chinatown South).
- However, this does not meet Council's objectives for public benefits.

Suggestion that development can "boost" the neighborhood economy.

- Continue to allow for and manage development in Chinatown.



# What We've Heard

## Comments on the proposed policies:

## What we are considering in response to community feedback:

Suggestion that the minimum requirement for seniors' social housing in building above 90 ft be more than 20%.

- Evaluate feasibility of requiring more than 20% social housing.
- Take into account limitations on how much social housing can be leveraged given land and construction cost.

Request for additional heritage protection (tangible and intangible heritage).

General criticism on pace of change, affordability, and retail gentrification.

- Investigate designating Chinatown as a Heritage Conservation Area for additional protection.
- Investigate San Francisco's Legacy Business Program and how to apply it here.

Suggestion that more incentives are needed to encourage small-lot development.

- Investigate with Engineering the possibility of exempting parking and loading requirements for small-lot developments.

General support for seniors' housing, but different opinions on types of housing (eg market rate or low-income).

- Further investigate the options for seniors' housing.

Criticism that more outreach is needed, especially for Chinese-speaking seniors.

- Hosting an additional open house today (Feb 4), with all information fully available in Chinese.
- Cantonese- and Mandarin-speaking staff and translators are available.
- 3-1-1 can also provide translation over the phone.