



POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: April 18, 2017  
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VanRIMS No.: 08-2000-20  
Meeting Date: May 2, 2017

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: CD-1 Rezoning: 105 Keefer Street and 544 Columbia Street

**RECOMMENDATION**

- A. THAT the application by Merrick Architecture, on behalf of Beedie (Keefer Street) Holdings Ltd., to rezone 105 Keefer Street [*PID: 010-650-377, Lot 1, Block A, District Lots 196 and 2037, Plan 7362*] and 544 Columbia Street [*PID: 010-650-407, Lot 2, Block A, District Lots 196 and 2037, Plan 7362*] from HA-1A (Chinatown Historic Area) District to a CD-1 (Comprehensive Development) District, to increase the height from 27.4 m (90 ft.) to 36.0 m (118 ft.) to permit development of a 12-storey mixed-use building with commercial uses at the ground floor, 25 social housing units (targeted to seniors) on the second floor and 106 strata residential units on levels 3 to 12, be referred to Public Hearing, together with:
- (i) plans prepared by Merrick Architecture, received December 12, 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, subject to the conditions contained in Appendix B;

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

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

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

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

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

- D. THAT, if after Public Hearing, Council approves in principle this rezoning and the Housing Agreement described in section (c) of Appendix B, the Director of Legal Services be instructed to prepare the necessary Housing Agreement By-law for enactment, prior to enactment of the CD-1 By-law contemplated in this report, subject to the terms and conditions as may be required at the discretion of the Director of Legal Services and the General Manager of Community Services.

- 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 a rezoning application to rezone the sites at 105 Keefer Street and 544 Columbia Street from HA-1A (Chinatown Historic Area) District to CD-1 (Comprehensive Development) District. The proposal is for a 12-storey mixed-use building, comprised of commercial uses at grade, 25 social housing units on the second floor and 106 strata residential units on levels 3 to 12, all over two levels of underground parking. A height of 36.0 m (118 ft.) and an FSR of 7.04 are proposed.

The application is made under the *Rezoning Policy for Chinatown South (HA-1A)*. Staff have assessed the application based on this policy, and on other applicable policies and guidelines, and support the proposed uses and form of development, subject to the 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, along with the conditions of approval outlined in Appendix B.

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

Relevant Council policies for this site include:

- *Rezoning Policy for Chinatown South (HA-1A) (2011)*
- *Chinatown Neighbourhood Plan and Economic Revitalization Strategy (2012)*
- *Chinatown Historic Area (HA-1A) District Schedule*
- *Chinatown HA-1A Design Guidelines (2011)*
- *Downtown Eastside Plan (2014)*
- *Rezoning Policy for the Downtown Eastside (2014)*
- *View Protection Guidelines (1990)*
- *Housing and Homelessness Strategy (2011)*
- *Housing Design and Technical Guidelines (2015)*
- *High Density Housing for Families with Children Guidelines (1992)*
- *Green Building Policy for Rezoning (2010, last amended 2016)*
- *Vancouver Neighbourhood Energy Strategy (2012)*
- *Neighbourhood Energy Connectivity Standards – Design Guidelines (2014)*
- *Community Amenity Contributions – Through Rezoning (1999, last amended 2016)*
- *Financing Growth Policies (2003)*
- *Public Art Policy and Procedures for Rezoned Developments (2014)*

### ***REPORT***

#### ***Background/Context***

##### **1. Site and Context (refer to Figure 1)**

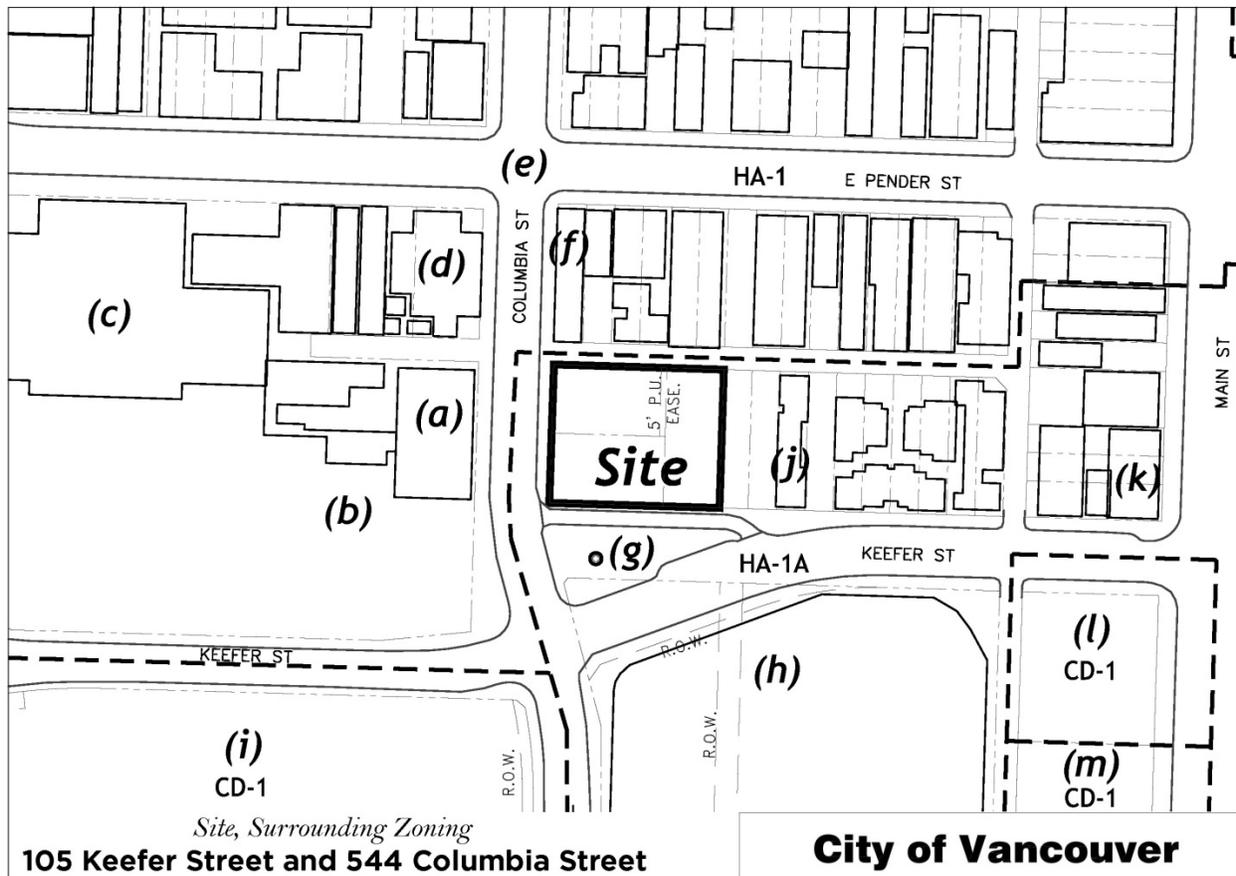
This 1,698 sq. m (18,278 sq. ft.) site is located at northeast corner of Keefer and Columbia streets in Chinatown South. It has a 45.4 m (149 ft.) frontage along Keefer Street and a 36.9 m (121 ft.) frontage along Columbia Street. Currently the site is being used as a surface parking lot.

The site is also known as the “Keefer Triangle Site”, named after the triangular shape of the Chinatown Memorial Plaza located directly to the south of the site. The Chinatown Memorial Plaza features a commemorative monument, with statues of a Chinese railway worker and a Chinese World War II veteran, and is a key community gathering and ceremonial space in Chinatown.

Located across Columbia Street are the Chinese Cultural Centre (including the Chinese Canadian Military Museum) and the entrance to Dr. Sun Yat-Sen Park and Garden. Directly across Keefer Street is the five-story commercial and parking structure known as Chinatown Plaza.

For the rest of the block along Keefer Street, there is a mix of older, lower-scale buildings on the north side of the street. At the end of the block at the intersection of Keefer and Main streets stand two recent mixed-use residential developments.

Figure 1 – Site and Surrounding Zoning



Significant developments and public spaces in the immediate area include:

- (a) Chinese Cultural Centre/Chinese Canadian Military Museum (approximately 60 ft. height)
- (b) Dr. Sun Yat-Sen Garden and Park (a walled public park featuring classical Chinese garden design with an enclosed Garden on the western portion of the grounds)
- (c) Chinese Cultural Centre (2-storey building with a courtyard)
- (d) 88 East Pender Street (5-storey commercial/institutional building)
- (e) Historic East Pender Street (zoned HA-1)
- (f) 100 East Pender Street ("New Sun Ah Building") (5-storey building built in 1911, approximately 55 ft. height)
- (g) Chinatown Memorial Plaza
- (h) Chinatown Plaza (5-storey building containing commercial uses and a parking structure)
- (i) Andy Livingston Park
- (j) 133 Keefer Street (6-storey building built in 1910 and renovated in 2009)
- (k) 189 Keefer Street ("Keefer Block") (9-storey strata residential building built in 2012, 90 ft. height)
- (l) 188 Keefer Street ("188 Keefer") (17-storey strata residential building built in 2013, 150 ft. height)

- (m) 183 East Georgia Street ("BlueSky Chinatown")(18-storey market rental building built in 2013, 150 ft. height)

## 2. Policy Context

*Chinatown Vision (2002)* — In 2002, Council adopted Chinatown Vision. The Vision serves as a foundation to guide City policy decisions and priorities in the Chinatown community.

The 11 Vision Directions developed by the community, below, describe Chinatown as "*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.*"

1. Heritage Building Preservation
2. Commemoration of Chinese-Canadian and Chinatown History
3. Public Realm Improvements
4. Convenient Transportation and Pedestrian Comfort
5. A Sense of Security
6. Linkage to the Nearby Neighbourhoods and Downtown
7. Youth Connection and Community Development
8. Attractions for Vancouverites and Tourists
9. A Community with a Residential and Commercial Mixture
10. Diversified Retail Goods and Services
11. A Hub of Social and Cultural Activities

*Historic Area Height Review (HAHR) (2010)* — In January 2010, Council adopted most of the recommendations of the *Historic Area Height Review (HAHR)*, a key objective of which is to bring new residential development opportunities to revitalize Chinatown.

*Rezoning Policy for Chinatown South (HA-1A) (2011)* — Subsequent to adopting HAHR, on April 19, 2011 Council approved the *Rezoning Policy* as one of the key policies to implement the recommendations of the study. The *Rezoning Policy* is to provide guidance for rezoning applications in Chinatown South, specifically for proposals to increase height beyond provisions of the base zoning. The main objective of the *Rezoning Policy* is to direct growth to Chinatown South, which has fewer heritage buildings than Pender Street, and to leverage public benefits from new development. Council endorsed that the additional height achieved through rezoning be used to support innovative heritage, cultural and affordable and social housing projects.

The *Rezoning Policy* allows consideration of heights up to 150 feet for sites along Main Street between Keefer and Union streets, and up to 120 feet for sites in the rest of the HA-1A area. The Keefer Triangle Site was included as an eligible site in the *Rezoning Policy* to be considered for additional height above 90 feet, up to a maximum of 120 feet. The *Rezoning Policy* also has form of development guidelines to manage the impact of any additional proposed height.

*Chinatown Neighbourhood Plan and Economic Revitalization Strategy (2012)* — In tandem with approving the *Rezoning Policy* to bring additional residents to Chinatown, in June 2012, Council adopted the *Chinatown Neighbourhood Plan and Economic Revitalization Strategy*. Recognizing that residential intensification alone cannot bring back a vibrant Chinatown,

Council directed staff to work with community groups in the area to comprehensively address community aspirations.

The *Chinatown Neighbourhood Plan* was the result of over a decade of community work to encourage investment in the community and to improve conditions for those who live, work and visit the area. The *Economic Revitalization Strategy* is the fifth and final component of the Plan. The Strategy built on lessons that had been learned over the last decade of work in Chinatown and presented short- and medium-term actions to improve the local economy. The three focus areas of the Strategy are:

- recruitment and retention of local businesses;
- retention of cultural and heritage assets; and
- opportunities to improve public spaces and activate laneways.

### 3. Revisions to Rezoning Application

The application has been revised three times since initially being submitted in 2014. The revisions were made in response to public comments received through community consultation, as well as to commentary and advice provided by Council-appointed advisory bodies such as the Urban Design Panel (UDP) and the Chinatown Historic Area Planning Committee (CHAPC).

- *September 18, 2014* – Original rezoning application for a 13-storey building with 137 strata residential units and commercial uses at grade, a height of 120 feet and a density of 7.30 FSR.
- *September 3, 2015* – First revised application received for a 13-storey building with 127 strata residential units, 25 seniors social housing units on the second floor, and commercial uses at grade, a height of 120 feet and a density of 7.18 FSR. Key changes introduced in this revision included the provision of the housing targeted to seniors and larger setbacks of the top massing from Keefer Street and the lane. There were further adjustments to the overall architectural treatment and façade expression.
- *April 15, 2016* – Second revised application received for a 13-storey building with 119 strata residential units, 25 seniors social housing units (targeted to seniors) on the second floor, and commercial uses at grade, a height of 120 feet and a density of 7.06 FSR. Key changes introduced in this revision included offering of a ground-floor commercial space as a seniors cultural activity space with a discounted lease rate, massing reduction of the two top floors on the southwest corner of the building, and continued refinement of the overall architectural treatment and façade expression.
- *December 12, 2016* – Third revised application received for a 12-storey building with 110 strata residential units, 25 seniors social housing units (targeted to seniors) on the second floor and commercial uses on the ground floor, including a seniors cultural activity space, a height of 115 feet and a density of 7.04 FSR. Key changes introduced in this revision included the elimination of one floor from the development and introduction of a passageway that extends through the building east to west, to further refine the expression of the building massing.

The December 12, 2016 submission is now put forward for Council's consideration and is the subject of this report.

### *Strategic Analysis*

#### 1. Proposal

The application proposes a mixed-use development having a total floor area of 11,958 sq. m (128,718 sq. ft.), comprised of a 12-storey building with commercial uses (including a seniors cultural and recreational space) on the ground floor, social housing units on the second floor and strata residential units on levels 3 to 12, all over two levels of underground parking. The application proposes a height of 35.1 m (115 ft.) and a density of 7.04 FSR.

Staff recommend increasing the building height by additional 0.9 m (3 ft.), to a total of 36.0 m (118 ft.), to accommodate a higher ceiling height for commercial uses on the ground floor and for the social housing units on the second floor.

#### 2. Land Use

The proposed mix of land uses on this site aligns with the *Chinatown Plan's* objective to encourage residential development while continuing to provide a diverse range of commercial, retail and cultural uses that serve both residents and visitors.

***Ground-Floor Commercial Use*** – A key economic revitalization goal for Chinatown is to prioritize small Commercial Retail Units (CRUs) to encourage local-serving “mom-and-pop” business establishments and to strengthen the traditional “shopfront” streetscape character of Chinatown. The proposed ground-floor plan envisions nine small individual CRUs, each with an average floor area of 102 sq. m (1,107 sq. ft.). Three of the CRUs are proposed along the rear lane, of which two are solely accessed from the lane. The provision of the laneway commercial units is strongly encouraged by the *Chinatown Plan*, as historically laneways were actively used by pedestrians and served as hubs for commercial activities. (See more discussion about the CRUs in the section on Density, Height and Form of Development.)

One of the CRUs fronting Columbia Street is proposed to be a seniors activity space that would be leased to and managed by a non-profit collective of 12 Vancouver-based seniors groups that would organize cultural and recreational activities for Chinese seniors. The applicant proposes a discounted lease rate to this non-profit collective for a fixed term of ten years, with possibility to extend. A condition of approval in Appendix B requires a Community Use Agreement (CUA) to secure this space for its intended use.

Figure 2 –Site Plan showing the proposed building's ground floor



**Residential Use** – A total of 131 residential units are proposed in the development, including 25 social housing units on the second floor. BC Housing has committed funding to purchase the 25 units which would be operated by a non-profit housing provider. The 25 social housing units are studios and are targeted to seniors. A generous circulation corridor is proposed on the second floor – some of this space would serve as an amenity area for the social housing residents. This application, if approved, would support and advance the objectives of the *Housing and Homelessness Strategy*.

The City's requirement is for the social housing component of this project to include a minimum of 30% of units as affordable to households with incomes which fall under the BC Housing Income Limits (HILs) levels. The applicant will be required to enter into a Housing Agreement which secures a level of affordability, as well as securing the property as social housing for the greater of 60 years or the life of the building. It is expected that the project will be self-sustaining and not require additional subsidy. Should a Housing Infrastructure Grant application be made, staff will review the eligibility of the project for the grant and explore opportunities for the project to achieve broader and deeper affordability in rents. Should there be any revised terms to the Housing Agreement as a result of the evaluation of the Infrastructure Grant Application, they would be reported separately to Council.

In addition to the social housing units, the application proposes 110 strata residential units, including 33 two-bedroom and 4 three-bedroom units which account for 34% of the total strata units. This exceeds the minimum 25% family housing requirement of the *Downtown Eastside Plan*. In response to staff design conditions outlined in Appendix B, the applicant proposes to decrease the number of strata units in the development to 106, with the intent to further increase the percentage of family units. Should the rezoning application be approved, the final number of family units will be determined at the Development Permit stage. The minimum percentage of family units required by the draft CD-1 By-law (Appendix A) is 25%.

There are indoor and outdoor amenity spaces proposed on Level 9 that would be shared by all residents in the building, including those living on the second floor. Conditions to ensure that the project is designed in accordance with the *High Density Housing for Families with Children Guidelines* are included in Appendix B.

### 3. Density, Height and Form of Development (refer to drawings in Appendix G)

The site is located in Chinatown South, where a maximum building height of 27.4 m (90 ft.) may be considered under the HA-1A District Schedule. Consistent with other historic area (HA) districts in the city, such as Gastown and Yaletown, no maximum floor space density is provided in the district schedule, because historically these districts feature streetwall-type buildings where densities have a direct correlation with height and setback requirements.

The site also qualifies for a consideration of an increase in height up to 36.5 m (120 ft.) under the *Rezoning Policy for Chinatown South (HA-1A)*, a policy that recognizes achieving additional growth and resulting public benefits can be balanced with preserving the important heritage and cultural character of Chinatown.

Along Keefer Street, the application proposes a 12-storey building with a nine-storey streetwall podium. The streetwall podium is primarily expressed in masonry with punched windows and inset balconies, to achieve architectural compatibility with the historic buildings in Chinatown. The top three storeys are set back from this podium and expressed in a more contemporary expression in glass and cantilevered balconies, thereby achieving a visual distinction from the lower streetwall. On the west 50 ft. of the site, this pattern is repeated but at a lower scale – in this case, the masonry streetwall façade is seven storeys high with the eighth and ninth storeys set back and expressed in glass. The change in scale of this west portion responds to the established cultural spaces and buildings located due south and directly across Columbia Street.

In the assessment of the application and its impact on this culturally-sensitive area, representative viewpoints from specific locations have been considered, including:

- a) from the intersection of Pender and Columbia streets;
- b) from the west sidewalk of Columbia Street across from the site;
- c) from Chinatown Memorial Plaza; and
- d) from within Sun Yat-Sen Garden.

Staff have concluded that a reduction of building mass on the eighth and ninth storeys is necessary to reduce view impacts from these neighbouring spaces. A design condition in Appendix B seeks to achieve greater setbacks for the two top floors to achieve a lower

perceptible parapet height. A detailed analysis of the proposed form of development is included in Appendix D while the key aspects are summarized in this section.

Figure 3 – Perspective view of proposed development looking northeast



**Density** – As previously noted, there is no maximum density provision under the HA-1A District Schedule. Achievable densities are commensurate with a rectilinear massing defined by height and setbacks.

The application proposes a density of 7.04 FSR. Compared with other projects that have been approved under the *Rezoning Policy for Chinatown South (HA-1A)*, this density is considerably lower. The discrepancy is the result of two factors. Firstly, the *Rezoning Policy* allows a maximum building height of 120 ft. for this site while the other two previously-approved projects were located in an area that allowed a higher maximum building height 150 ft. Secondly, this site is located in a part of Chinatown with much greater cultural sensitivity, and with lower-scaled public buildings and spaces in its immediate context. As such, the overall massing in both the tower and podium components has been scaled back. The density that has been arrived at for this site is therefore more comparable to that achieved in recent Development Permit applications in HA-1A, than that achieved in the two rezoning applications. See Figure 4 for comparable development stats.

Figure 4: Recent Chinatown South (HA-1A) Developments

	Address ("Building Name")	Frontage (ft.)	Height (ft.)	FSR	Year Approved
<b>DEVELOPMENT PERMIT</b>					
	718 Main St. ("Ginger")	100	90	5.80	2006
	221 Union St. ("V6A")	175	90	6.19	2007
	189 Keefer St. ("Keefer Block")	82	90	6.92	2012
	219 E. Georgia St.	25	90	9.20	2012
	129 Keefer St. (in-stream DP application)	50	90	8.33	pending
<b>REZONING</b>					
	633 Main St. (BlueSky Chinatown)	132	150	8.82	2013
	611 Main St. ("188 Keefer")	132	150	8.26	2013
<b>SUBJECT REZONING</b>	105 Keefer St and 544 Columbia St	149	118 (proposed)	7.04 (proposed)	n/a

**Shadow Impacts** – The HA-1A Design Guidelines state that access to sunlight for parks and public open spaces is a priority for Chinatown. Development should also minimize shadowing on other public spaces including streets and, if possible, on semi-private open spaces.

Staff have analysed the shadow studies at equinox (March 21/September 21) and at summer solstice (June 21) during the times of 10 am, noon, 2 pm and 4 pm. The proposed building would have no shadowing impact on Chinatown Memorial Plaza, given its location due south of the subject site. While the proposed building would shadow Columbia Street in the early morning hours, the shadows would not reach the west sidewalk or the Chinese Cultural Centre across the street during these critical time frames. The building would shadow the service lane, located due north, throughout the year, which is typical of all recent and historic developments in Chinatown.

**Public Views** – The HA-1A Design Guidelines state that new developments should maximize opportunities for views, with priority given to public views. In Chinatown South, the views afforded from the public spaces and buildings are directly related to the perception of compatibility of building scales. Refer to the Urban Design Analysis (Appendix D) for a complete assessment of the proposal's view impacts on the Memorial Plaza, on the Chinese Cultural Centre/Chinese Canadian Military Museum, on the Pender Street historic district and on the Sun Yat-Sen Garden.

No Council-approved view cones would be impacted by the proposed building.

**Private views** – Within the historic context of Chinatown, the typical pattern of development is buildings that extend to all property lines and have minimal or no setbacks. The resulting views that are guaranteed from private dwellings or commercial units are typically only those to the street from the front façade, or the rear service lane from the rear façade. Oblique views across another privately-owned site are not guaranteed and are often

only possible during an interim condition where an adjacent site has not been developed to the maximum allowable height under zoning.

While the proposal does introduce a building element that is taller than the typical 90 ft. allowed under zoning, horizontal views from nearby private units are not adversely affected in comparison to a 90 ft. tall development that would have been permissible under the HA-1A District Schedule.

***Development Frontage*** – The Rezoning Policy recommends that site frontage be within the range of 75 to 125 ft. when rezoning for a building height higher than the HA-1A maximum of 90 ft. The subject site is a corner site, with a 121-ft. frontage along Columbia Street and a 149-ft. frontage along Keefer Street.

Photos from 1970s show that the site was once occupied by a gas station and a parking lot. As such, the site's current 45.4 m (149 ft.) frontage is not the result of any recent lot consolidation effort. While the *Rezoning Policy* and the *HA-1A Design Guidelines* discourage large land assemblies, disassembly of this site into smaller increments is not recommended. This approach is consistent with two other rezoning applications approved under the same policy, where large site consolidations were the result of previous historical development. Instead, an architectural expression is sought which breaks up the larger developments into different and smaller building frontages. As well, a fine-grained layout of the CRUs is provided to encourage small-scale retail businesses over large ones.

***Ground Floor Design*** – The introduction of extra pedestrian passageway at the ground floor and the provision of laneway CRUs are in keeping with the objectives to recall the historic patterns of Chinatown in new development and to revitalize the laneways.

Historically, the shopfront pattern in Chinatown entails a typical small shop of approximately 270 sq. m (2,900 sq. ft.) based on a 25-ft.-wide lot. The proposed passageway helps to limit the size of the CRUs on the ground floor. Eight CRUs are proposed ranging in size from 83.6 to 148.6 sq. m (900 to 1,600 sq. ft.). These are considered too small for businesses such as restaurants, which are historically a key part of the Chinatown's commercial base and a significant driver behind night-time use of the area. Because moderately sized CRUs are good for small businesses which are essential to Chinatown's economic vitality, some of the eight CRUs can be combined to allow a size up to 446.0 sq. m (4,800 sq. ft.). This would help to achieve a balance between encouraging smaller CRUs while allowing flexibility for businesses such as restaurants.

Further, a design condition is recommended to increase ground-floor commercial ceiling height by 0.6 m (2 ft.) to a total of 4.9 m (16 ft.), which will ensure commercial viability and compatibility with the traditional high ceilings of shopfronts in Chinatown.

***Urban Design Panel (UDP) Review*** (refer to Appendix E) – The application has been reviewed by the panel three times during the course of the application process. Key concerns from the first two reviews included the building height and massing, as well as architectural expression.

At the third review on January 11, 2017, the panel unanimously supported this iteration of the proposal, stating that there were improvements to the building's scale, fine-grained expression, mass, height, increased verticality and clarity of orientation, especially with the

introduction of the passageway into the building. Panel members' opinions, however, were not unanimous on whether this site can accommodate the proposed height and massing. In voting to unanimously support the proposal, the panel also stated that there were issues and further design refinement, related to architectural language and the spirit of Chinatown, that could be addressed at the Development Permit stage, should the rezoning be approved.

*Chinatown Historic Area Planning Committee (CHAPC) Review* (refer to Appendix E) – The *Rezoning Policy* outlines an early review process which includes presentation of proposals at the enquiry stage to City advisory committees, such as CHAPC.

On May 13, 2014, a rezoning enquiry was presented to CHAPC for review. CHAPC supported it in principle, noting further information would need to be presented at the rezoning application stage to allow a better understanding of height and massing.

Since the application was submitted, two iterations of the proposal, the September 3, 2015 version and the latest revised application (the subject of this report) were reviewed by CHAPC. At both times the proposal did not receive the committee's support. In reviewing the latest proposal, committee members acknowledged improvements to the proposal but key concerns with regards to height and massing remained. Committee members further noted their continued concern regarding the lack of residential liveability, insufficient provision of community amenity space, lack of richness in the mix of uses, and lack of sensitivity of the proposal to its surroundings.

In response to these concerns and as outlined in the Density, Height and Form of Development section, a reduction of massing is requested on the upper storeys at the southwest corner of the building, closest to the significant adjacent cultural buildings and public spaces. Staff further recommend an increase in ceiling heights to the commercial and social housing floors to increase commercial viability and residential liveability. When these conditions are satisfactorily addressed, staff believe that the proposed building with height of up to 118 feet can be accommodated on this site in a manner that is sensitive to the cultural aspects of the neighbouring spaces and buildings.

With regards to the mix of uses including community spaces, staff note that the proposed uses include a wide range of commercial uses including retail and service, social housing and market housing. In addition, the applicant proposes to lease out a CRU to a non-profit seniors collective for a minimum of 10 years. Overall, the mix of proposed uses adequately meets the intent of policies.

**Conclusion** – In evaluating the proposed form of development, staff have taken into consideration applicable policies and guidelines, commentary and advice from advisory committees, as well as commentary from the public. Overall, the proposed building massing has been appropriately sculpted to achieve a balance between the site's sensitive immediate context and its medium- to long-range visibility as a gateway to Chinatown. Staff recommend further design development as outlined in the design conditions in Appendix B, which recognize the cultural sensitivity of the nearby public spaces and buildings and call for an incrementally reduced building mass when viewed from the most sensitive areas of the public realm. The design conditions further seek to increase the general usability and liveability of the commercial and social housing components of the project.

Should the rezoning be approved, staff expect to see continued design improvement through the Development Permit stage, which will involve further public consultation and review by UDP and CHAPC.

#### 4. Transportation and Parking

The application presents two levels of underground parking, with the vehicular ramp accessed from the rear lane. The proposed parking and loading generally meet the requirements of the Parking By-law, as illustrated below:

	REQUIRED	PROPOSED
Vehicle Parking	6 (commercial) 46 (residential)	83
Bicycle Parking	140 (class A) 12 (class B)	191 (class A) 18 (class B)
Loading	3 (class B)	2 (class B)

Two class B loading spaces are proposed off the lane, while the by-law requirement is three class B loading spaces. To make up for the shortfall, staff recommend that a minimum of two additional class A loading spaces be provided on Level P1. A consequential Parking By-law amendment to reflect this alternative approach is included in Appendix C.

**Lane Closure** – As part of this application, the slip lane that currently exists between the site and the Chinatown Memorial Plaza to the south would be closed to vehicular traffic and incorporated as part of the pedestrian plaza. This plaza, an important community space in Chinatown, is proposed to be redesigned and upgraded in the near future under a community driven process. As a condition of the rezoning, at a minimum, the applicant is responsible for refurbishing the area of the closed slip lane, such that its treatment defers to the overall plaza design and enhances its functionality.

Engineering conditions of approval are set out in Appendix B.

#### 5. Environmental Sustainability

The *Green Buildings Policy for Rezoning* (amended by Council on November 29, 2016) requires that residential rezoning applications satisfy either the near zero emission buildings or low emissions green buildings conditions within the policy. These new requirements will be 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 has opted to satisfy the preceding version of the *Green Buildings Policy for Rezoning*, which require rezoning applications achieve a minimum of LEED® Gold rating, with targeted points for water efficiency and 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, which generally conforms to the *Green Buildings Policy for Rezoning*, indicating that the project

could attain the required LEED® points and energy efficiency and, therefore, would be eligible for a LEED® Gold rating.

Energy used by buildings generates 55% of Vancouver's total greenhouse gas emissions. A high priority strategy of the *Greenest City 2020 Action Plan* is to pursue low-carbon Neighbourhood Energy Systems ("NES") for high-density mixed-use neighbourhoods. With a target to achieve a 120,000 tonne/year CO2 reduction by 2020, the *Vancouver Neighbourhood Energy Strategy* (approved by Council in October 2012) focuses on high density areas of the City including the Downtown, Cambie Corridor and Central Broadway areas. In alignment with the *Vancouver Neighbourhood Energy Strategy* and the *Downtown Eastside Plan*, conditions of rezoning are incorporated in Appendix B that provide for NES compatibility, immediate connection to the City-designated NES Utility Provider if available, and future connection if not immediately available.

#### ***PUBLIC INPUT*** (refer to Public Consultation Summary in Appendix F)

Throughout the review of this application, which included four well-attended community open houses, more than 4,500 pieces of feedback have been received (up to April 18, 2017), including individual letters, comment sheets, emails, and petitions. The application has become a symbol of the struggle of the Chinatown community and the city as a whole to define the future for Vancouver's Chinatown.

Appendix F provides a detailed summary of the results of this public consultation. The summary shows that the public are passionate about Chinatown but opinions about where Chinatown is at and how Chinatown should evolve in the future are not unanimous.

Significant comments in support can be summarized as follows:

- *General merits of the proposal* – Respondents commented that the proposal not only meets the City policies and guidelines, but that it is also welcomed in the community given the site's current use as a parking lot.
- *Positive effect on the community* – Respondents viewed recent changes in Chinatown as positive for the community, contributing to the revitalization of the area by bringing in more people and more businesses.
- *Inclusion of social housing and seniors activity space* – The inclusion of the 25 social housing units targeted for seniors, and of the seniors cultural and recreational activity space were strongly supported.
- *Building design* – The architecture was seen as fitting for Chinatown, with many praising the provision of laneway retail.

Significant concerns can be summarized as follows:

- *Building mass and resultant loss of Chinatown character* – The proposal was seen too high and detracting from the historic and cultural fabric that makes Chinatown unique. Some noted that Chinatown is a National Historic Site of Canada and felt that building heights should generally be kept at a lower scale (Note: only the HA-1 District is designated a

National Historic Site). Others noted that there are “intangibles” which also contribute to the unique Chinatown character, such as the people and activities. Some respondents compared this project to some of the recent large-scale developments in the area, particularly along Main Street, that are viewed as out of place and damaging to the character of Chinatown. Respondents felt these larger buildings address the issue of Chinatown character by merely dressing up big buildings with traditional façades, effectively diluting the authenticity of Chinatown.

- *Significance of the site* – Many noted that the site is particularly culturally sensitive given the adjacent Chinatown Memorial Plaza, Dr. Sun Yat-Sen Garden and Park and the Chinese Cultural Centre. The proposed uses, which include market residential strata, are seen as incompatible with the history, struggle and contribution of the Chinese community in Vancouver which is commemorated in the statues in the plaza. Nor was it felt that the proposed building’s massing and height pay enough respect to surrounding lower-scale buildings and significant open spaces. Some felt that, to do justice to this site, an alternate vision is needed that benefits the Chinatown community with the entire housing component of the development designated for Chinese seniors and with multi-use community spaces for all ages. It was suggested that three levels of government should purchase the site to achieve a non-market proposal.
- *Gentrification and loss of affordable housing and businesses* – Many respondents mentioned that the pace of development in Chinatown is too fast. Though the subject site is vacant, the cumulative effect of one more market residential development on the affordability of Chinatown’s businesses and residents were noted by many as a significant concern. Many were concerned about the displacement of vulnerable Chinese seniors, as the affordable housing supply in the area dwindles and the low- to moderate-income local-serving businesses become slowly priced out. The provision of 25 seniors social housing units were thought by many respondents as inadequate. Many believe the benefit of the social housing is too little in comparison with the additional building height and massing requested. And that this benefit is further outweighed by the detrimental effect of 110 new strata residential units, which are seen to accelerate gentrification and economic displacement of low-income people.

Rezoning is one key mechanism to implement Council-adopted policies and directions. When evaluating a rezoning application, staff assess the proposal against the key enabling rezoning policy and the other applicable policies and guidelines. After assessing this application against the Chinatown policies and guidelines, staff conclude that this privately-initiated development proposal has generally managed to insert a respectful building into a sensitive context by:

- reducing building massing above 90 ft. by significantly setting it back from the lower levels, especially along the Columbia Street frontage;
- providing acceptable responses to the *Rezoning Policy, HA-1A Guidelines* and the *Chinatown Plan*, including contributing to the activation of the laneway with provision of lane-fronting CRUs;
- delivering 25 social housing units on the second floor and forgoing the development profit that would be possible should this floor be developed as market strata units (the social housing units would be purchased by BC Housing); and
- offering a discounted lease rate for the Chinese seniors cultural and recreational activity space for 10 years, with possibility for renewal.

Overall, staff acknowledge that achieving a balance, between diverse and changing community aspirations and the need for consistency in development review, is an exceedingly challenging undertaking in an environment where the community is under pressure from outside market forces. Contrary to seven years ago when the *Historic Area Height Review (HAHR)* was approved by Council, there is now significant development interest in Chinatown as evidenced by the new mixed-use projects that have been recently approved or built. New residents and businesses are moving into the area, consistent with the City's policies for Chinatown. However, the community is unsure about what benefits these new projects have brought and is now expressing significant concerns about the pace of development.

Responding to community concerns about character and pace of development, staff are re-evaluating Chinatown development policies with the objective of better controlling the form of new development and protecting Chinatown's character. Staff anticipate bringing a report to Council with recommendations for policy changes before summer 2017.

### ***PUBLIC BENEFITS***

In response to City policies that address changes in land use and density, this application, if approved, can be expected to realize the following public benefits.

#### **Required Public Benefits**

**Development Cost Levies (DCL)** — Development Cost Levies collected from development help pay for facilities made necessary by growth including parks, childcare facilities, replacement (social/non-profit) housing and various engineering infrastructure. The subject site is in the City-wide DCL District, where the rate for residential and commercial uses developed at a density greater than 1.2 FSR is \$149.73/sq. m (\$13.91/sq. ft.). It is anticipated that the proposed floor area of 11,958 sq. m (128,718 sq. ft.) (minus the social housing floor area of 1,039 sq. m/11,184 sq. ft.) will generate DCLs of approximately \$1,634,898.

DCLs are payable at building permit issuance and their rates are subject to Council approval of an annual inflationary adjustment on September 30 of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of 12 months from the date of DCL By-law rate amendment provided that it has been submitted prior to the adoption of such DCL By-law rate adjustment. If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply. See the City's [DCL Bulletin](#) for details on DCL rate protection.

Under the DCL By-law and Section 523D(10) of the *Vancouver Charter*, social housing is exempt from DCLs where a minimum of 30% of the dwelling units are occupied by households with incomes below BC Housing Income Limits, as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication, for which a Section 219 covenant, housing agreement or other security that restricts the use of such units is registered against title and where the housing is owned by the City or a non-profit organisation. The social housing component of the project meets the criteria and is exempt from paying DCLs. The value of this exemption is estimated to be approximately \$155,570, based on a floor area of 1,039 sq. m (11,184 sq. ft.).

**Public Art Program** – The *Public Art Policy and Procedures for Rezoned Developments* requires rezoning proposals having a floor area of 9,290.0 sq. m (100,000 sq. ft.) or greater to contribute public art or provide 80% cash in lieu as a condition of rezoning. Public art budgets are based on a formula (effective September 30, 2016) of \$21.31 per sq. m (\$1.98 per sq. ft.) for all areas contributing to the total FSR calculation. It is anticipated that the eligible proposed floor area of 10,919 sq. m (117,534 sq. ft.) will generate a public art budget of approximately \$232,684. The Public Art rate is finalized at the development permit stage and is subject to Council approval of periodic adjustments to address inflation.

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**

**Social Housing** – The additional density achieved through the rezoning is approximately equal to the floor space of the social housing in the project. BC Housing has announced funding to purchase the 25 social housing units on the second floor, two vehicle parking stalls and an area for bicycle and scooter parking in Level P1. It is anticipated that the social housing units will be managed by a non-profit housing provider that would be selected through a Request for Proposal process. The City's contribution is the additional density for the social housing. Housing grants from the City may also be pursued for the project under a separate approval process.

To secure the transfer of ownership of the 25 units for use as social housing, the applicant will be required to provide a purchase and sales agreement with BC Housing as an enactment condition and ownership must transfer to BC Housing prior to issuance of the occupancy permit. A Housing Agreement will be registered on title prior to enactment of the CD-1 Bylaw to secure these units as social housing units. Rents will be set for at least 30% (8) of the units geared to households with incomes below the housing income limits, as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication.

**Community Amenity Contribution (CAC)** – In 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. Such a CAC is typically made through the provision of either on-site amenities or a cash contribution towards other public benefits. The CAC takes 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 for the market floor area in the development and concluded that there would be no increase in the land value generated by the rezoning, essentially because this floor area is comparable to what is achievable under the existing HA-1A zoning.

**Seniors Cultural and Recreational Activity Space** – A Community Use Agreement (CUA) will be required to secure public access for the below-market CRU on the ground floor.

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

### *Implications/Related Issues/Risk (if applicable)*

#### *Financial*

As noted in the section on Public Benefits, after factoring in the provision of below market commercial space, there was no increase in the land value generated by the rezoning from the market component. Therefore, no CAC is offered by the applicant.

The site is within the City-wide DCL District. If the rezoning application is approved, it is anticipated that the application will pay \$1,634,898 in DCLs. The social housing component is exempt from DCLs under Section 523D (10d) of the *Vancouver Charter* and the *Vancouver Development Cost Levy By-law* and the value of this exemption is estimated to be approximately \$155,570.

If the rezoning application is approved, the applicant would be required to provide new public art on site, or make a cash contribution to the City for off-site public art, at an estimated value of \$232,684.

The social housing component, secured by a Housing Agreement for the longer of the life of the building or 60 years, will be owned by BC Housing and operated by a non-profit housing operator, providing at least 30% (8) of the units for households with incomes below housing income limits. Consistent with Council policies, non-market housing projects are expected to be self-sustaining and do not require further operating subsidies and/or property tax exemptions from the City. BC Housing and the non-profit housing operator may pursue the City for consideration of a housing infrastructure grant. Should Council approve the rezoning application, the grant request will be assessed and prioritized subject to funding availability, and will be presented to Council for consideration in a separate report.

### **CONCLUSION**

Assessment of this rezoning application has concluded that the proposed land uses, density and height meet the *Rezoning Policy for Chinatown South (HA-1A)* and that it aligns with policies and directions of the *Chinatown Neighbourhood Plan*. The application, if approved, would achieve 25 social housing units, meeting the key objective of providing affordable housing in the community.

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 and with a recommendation that these be approved, subject to the Public Hearing, along with the conditions of approval listed in Appendix B, including approval in principle of the form of development as shown in plans included as Appendix G.

\* \* \* \* \*

105 Keefer Street and 544 Columbia 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**

- 1.1 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.

*[Schedule A is a map that will be prepared for the draft by-law, and that will be posted prior to the Public Hearing.]*

**Uses**

- 2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 ( ).
- 2.2 Subject to approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in the By-law or in a development permit, the only uses permitted and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
- (a) Cultural and Recreational Uses, limited to Arcade, Artist Studio - Class A, Arts and Culture Indoor Event, Club, Community Centre or Neighbourhood House, Fitness Centre, Library, Museum or Archives, and Theatre;
  - (b) Dwelling Uses, limited to Dwelling Units in conjunction with any of the uses listed in this By-law;
  - (c) Institutional Uses, limited to Child Day Care Facility, Church, School – Elementary or Secondary, School – University or College and Social Service Centre;
  - (d) Office Uses;
  - (e) Retail Uses, limited to Farmers' Market, Furniture or Appliance Store, Grocery or Drug Store, Public Bike Share, Secondhand Store and Retail Store;
  - (f) Service Uses, limited to Animal Clinic, Barber Shop or Beauty Salon, Beauty and Wellness Centre, , Laundromat or Dry Cleaning Establishment, , Photofinishing or Photography Studio, Print Shop, Restaurant, School - Arts or Self-Improvement, School - Business, and School - Vocational or Trade;

- (g) Accessory Use customarily ancillary to any use permitted by this section 2.2, unless the accessory use is permitted as an outright approval use:
  - (i) the total floor area of all accessory uses must not exceed 25% of the gross floor area of the principle use, and
  - (ii) all accessory uses must be wholly contained within the principle building.

### Conditions of Use

- 3.1 The design and lay-out of at least 25% of the dwelling units located from the third storey and higher must:
  - (a) be suitable for family housing;
  - (b) include two or more bedrooms; and
  - (c) comply with Council's "*High Density Housing for Families with Children Guidelines*".
- 3.2 Permitted uses must be wholly contained within a totally enclosed building, except for:
  - (a) display of flowers, plants, fruits, and vegetables;
  - (b) restaurant;
  - (c) neighbourhood public house;
  - (d) farmers' market; and
  - (e) Public Bike Share.
- 3.3 Notwithstanding section 3.2, if the Director of Planning first considers all applicable Council policies and guidelines, the Director of Planning may permit the outdoor display of retail goods, subject to such conditions as the Director of Planning deems necessary, having regard to:
  - (a) the type of merchandise;
  - (b) the size of the display;
  - (c) the location of the display;
  - (d) the hours of operation of the display; and
  - (e) the impact of the display on adjoining sites.
- 3.4 Permitted uses under section 2.2 must not include bulk storage of vegetable oil or fat, fish, fish oil or meal, scrap, junk, chemicals, paints, varnishes, rags, cotton waste, petroleum, bitumen or tar products or derivatives, or similar flammable products or materials.

### Density

- 4.1 Computation of floor space ratio must assume that the site consists of 1,698.0 sq. m [18,278 sq. ft.], being the site size at the time of the application for the rezoning evidenced by this By-law, prior to any dedications.
- 4.2 The floor space ratio for all uses combined must not exceed 7.04.

- 4.3 The floor space ratio for all ground-floor commercial uses, excluding circulation area such as the passageway, may not exceed 0.6.
- 4.4 The maximum floor area for any single commercial use may not exceed 446.0 sq. m.
- 4.5 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.
- 4.6 Computation of floor area must exclude:
- (a) open residential balconies or sun decks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, except that:
    - (i) the total area of all such exclusions must not exceed 12% of the residential floor area; and
    - (ii) the balconies must not be enclosed for the life of the building;
  - (b) patios and roof gardens only if the Director of Planning first approves the design of sunroofs and walls;
  - (c) 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; and
  - (d) all residential storage area above or below base surface, except that if the residential storage area above base surface exceeds 3.7 sq. m for a dwelling unit there will be no exclusion for any of the residential storage area above base surface for that unit.
- 4.7 Computation of floor area may exclude, at the discretion of the Director of Planning or Development Permit Board:
- (a) amenity areas, except that the exclusion must not exceed, in aggregate, the lesser of 20 % of the permitted floor area or 929 sq. m;
  - (b) unenclosed outdoor areas underneath tower building overhangs, provided they are at grade level, except that they must remain unenclosed for the life of the building; and
  - (c) Covered indoor space above the entrance atrium facing Columbia Street, from the second storey and higher, provided that the space remains open and unoccupied by any habitable structure for the life of the building.

- 4.8 The use of floor area excluded under section 4.6 or 4.7 must not include any use other than that which justified the exclusion.

### Building Height

- 5.1 The building height, measured above base surface, must not exceed 36.0 m [118 ft.], 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.

### Horizontal Angle of Daylight

- 6.1 Each habitable room must have at least one window on an exterior wall of a building.
- 6.2 The location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 24.0 m.
- 6.3 Measurement of the plane or planes referred to in section 6.2 must be horizontally from the centre of the bottom of each window.
- 6.4 If:
- (a) the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
  - (b) the minimum distance of the unobstructed view is not less than 3.7 m;

the Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement.

- 6.5 An obstruction referred to in section 6.2 means:
- (a) any part of the same building including permitted projections; or
  - (b) the largest building permitted under the zoning on any site adjoining CD-1 (\_\_\_).
- 6.6 A habitable room referred to in section 6.1 does not include:
- (a) a bathroom; or
  - (b) a kitchen whose floor area is the lesser of:
    - (i) 10 % or less of the total floor area of the dwelling unit, or
    - (ii) 9.3 sq. m.

### Acoustics

- 7.1 All development permit applications require evidence in the form of a report and recommendations prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise levels in those portions of dwelling units listed below do not exceed the noise level set opposite such portions. For the

purposes of this section, the noise level is the A-weighted 24-hour equivalent (Leq) sound level and is defined simply as noise level in decibels.

Portions of dwelling units	Noise levels (Decibels)
Bedrooms	35
Living, dining, recreation rooms	40
Kitchen, bathrooms, hallways	45

\* \* \* \* \*

105 Keefer Street and 544 Columbia Street  
DRAFT CONDITIONS OF APPROVAL

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

**CONDITIONS OF APPROVAL OF FORM OF DEVELOPMENT**

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Merrick Architecture, and stamped "Received Planning and Development Services December 12, 2016", provided that General Manager of Planning, Urban Design and Sustainability may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

**Urban Design**

1. Design development to achieve a stronger compatibility with the existing neighbouring public spaces and institutions by increasing the setbacks for the western portion of the building mass on levels 8 and 9 to:
  - (i) a minimum 4.9 m (16 ft.) from the south property line for level 8;
  - (ii) a minimum 7.3 m (24 ft.) from the south property line for level 9; and
  - (iii) a minimum 6.1 m (20 ft.) from the west property line for levels 8 and 9.
2. Design development to increase the ceiling height of the ground-floor Commercial Retail Units to a minimum of 4.9 m (16 ft.) clear. An increase to the overall building height may be increased by 0.6 m (2 ft.) from 35.1 m (115 ft.) to 35.7 m (117 ft.) to satisfy this condition.
3. Design development to increase the ceiling height of the seniors housing component located on the second floor, to a minimum of 2.7 m (9 ft.) clear. An increase to the overall building height may be further increased by up to 0.3 m (1 ft.) up to a maximum building height of 36.0 m (118 ft.) to satisfy this condition.
4. Design development to further accentuate the sawtooth profile of the Keefer Street masonry component by increasing the setback of the living space of Suite 2 on Level 9 to 3.7 m (12 ft.).
5. Design development to visually strengthen the street-facing masonry building components through the use of parapets or cornice features for a more formal finish to their top edges.

6. Provision of retractable awnings as the primary weather protection over the proposed storefronts facing Keefer and Columbia streets, with a minimum depth of 2.4 m (8 ft.) when in full extension.

Note to Applicant: Provide a notated, large-scaled detail drawing of the proposed awning system.

7. Design development to include a comprehensive lighting plan for the lane elevation at the ground level to facilitate activation of the lanes for pedestrians.
8. Design development to demonstrate that the building complies with the *High Density Housing for Families with Children Guidelines*, and include a common amenity room with kitchenette and an accessible washroom adjacent to this amenity room."

#### Crime Prevention Through Environmental Design (CPTED)

9. Design development to respond to CPTED principles, having particular regards for:
  - (i) theft in the underground parking;
  - (ii) residential break and enter;
  - (iii) mail theft; and
  - (iv) mischief in alcoves and vandalism, such as graffiti.

Note to Applicant: Building features proposed in response to this condition should be noted on the plans and elevations. Consider use of a legend or key to features on the drawings.

#### Sustainability

10. Confirmation that the application is on track to meeting the *Green Buildings Policy for Rezonings* including a minimum of LEED® Gold rating, with 1 point for water efficiency and 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.

Note to Applicant: A Sustainable Design Strategy must be submitted as part of the Development Permit that articulates which credits the applicant will be pursuing and how their building application, as submitted, incorporates strategies, features or technologies that will help achieve these credits. The design strategy, along with the LEED checklist must be incorporated into the drawing submission. A letter from a LEED Accredited Professional or Administrator must confirm that the proposed strategy aligns with the applicable goals of the rezoning policy. Proof of registration from the CaGBC must be provided with the application and the project registration number incorporated into the drawings. Application for Certification will be required at a subsequent stage.

## Landscape

11. Design development to integrate elements of the Chinatown Memorial Plaza, such as paving pattern, into the ground level common outdoor space;

Note to Applicant: This is intended to acknowledge and preserve the Plaza as a significant community element.

12. Design development to expand programming to include urban agriculture plots in common outside areas;

Note to Applicant: This should follow the City's *Urban Agriculture Guidelines for the Private Realm* and include infrastructure required, such as potting benches, hose bibs, etc. Garden plots should be wheelchair accessible.

13. Design development to expand programming to include children's play areas, including benches for parent supervision;

Note to Applicant: This should be located in proximity of an indoor amenity room, where visual access for adult supervision of children can take place.

14. Provision of an Arborist Report by an ISA certified arborist, to assess existing trees for retention potential and recommend methods of protection;

15. Provision of improved sustainability by the provision of edible plants, in addition to urban agriculture plots.

Note to Applicant: Edible plants can be used as ornamentals as part of the landscape design. Shared gardening areas should reference and be designed to adhere to Council's *Urban Agriculture Guidelines for the Private Realm* and should provide maximum solar exposure and universal accessibility and be outfitted with amenities such as raised beds, water for irrigation, potting bench, tool storage and composting.

### Provision requirements at the time of Development Permit application:

16. A full Landscape Plan for proposed landscape to be submitted. The Landscape Plan should illustrate proposed plant materials (with common and botanical names, plant sizes and quantities), paving, walls, railings, light fixtures, site grading and other landscape features. Plant material should be listed in a Plant List that is clearly keyed to the Landscape Plan. The Landscape Plan should be a minimum 1:100 or 1/8" scale.

17. Section details at a minimum scale of 1/4"=1'-0" scale to illustrate typical proposed landscape elements including planters on structures, benches, fences, gates, arbours, trellises, and other features. Planter section details must confirm depth of proposed planting on structures is deep enough to accommodate rootballs of proposed trees well into the future.

18. Sections (1/4"=1' or 1:50) illustrating the buildings to public realm interface facing the streets, confirming a delineated private to public transition of spaces.

Note to Applicant: The section should include the building façade, as well as any steps, retaining walls, guardrails, fences and planters. The location of the underground parking slab should be included in the section.

19. Design development to locate, integrate and fully screen lane edge gas meters and parking garage vents in a manner which minimizes their impact on the architectural expression and the project's open space and public realm.
20. New proposed street trees should be noted "Final species, quantity and spacing to the approval of City Engineer and Park Board". Contact Eileen Curran (604-871-6131) of Engineering Streets Division regarding street tree spacing and quantity. Contact Cabot Lyford (604-257-8587) of Park Board regarding tree species.
21. A high-efficiency automatic irrigation system to be provided for all planters on parkade slab and minimum of hose bibs to be provided for landscape on grade;
22. A Landscape Lighting Plan to be provided for security purposes.

Note to Applicant: Lighting details can be added to the landscape drawings; all existing light poles should be shown.

### Engineering

23. Clarification of the provision of canopies and or awnings that encroach onto public property and submission of appropriate application(s). Note it appears that there is a conflict with existing street lighting at approximately 54 ft. west of the east property line.
24. A canopy application may be required. Canopies must be fully demountable and drained to the buildings internal drainage system. Canopies are defined as a rigid roof like structure supported entirely from a building and where the canopy deck is constructed of wired or laminated safety glass or metal not less than 0.56 mm in thickness. (VBBL section 1A.9.8).
25. An awning application may be required. Awnings must be fully demountable. Awnings are defined as a light detachable structure of fabric, sheet metal or other flexible material supported entirely from the building. (VBBL section 1A.9.7).
26. Provision of automatic door openers for the bike room.
27. Clarify/provide separated garbage storage and pick-up space for commercial and residential uses. Please show containers and totters on plans for recycling and garbage needs and refer to the Engineering garbage and recycling storage

facility design supplement for recommended dimensions and quantities of bins. Note; pick up operations should not rely on bins being stored on the street or lane for pick up, bins are to be returned to storage areas immediately after emptying.

28. Confirmation that the existing wood pole in conflict with the parking access can be relocated to avoid access conflicts. Please provide written confirmation from effected utility companies that the pole and related services can be relocated. Please show new pole location on the development permit plans.
29. Provision of an updated landscape plan that reflects the off-site improvements sought for this application. Please submit a copy of the updated landscape plan directly to Engineering for review.
30. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The following items are required to meet provisions of the parking by-law and the parking and loading design supplement:

- (i) Provision of improved plans for the parking and loading at 1/8 scale.
- (ii) Provision of the required loading and a shared use loading agreement amongst all of the building uses.
- (iii) Relocate all Class A bicycle spaces as they must be located on the P1 parking level or at grade or improvement of the access/egress from the current location by way of stairs free access directly to the street.
- (iv) Provision of 'stairs free' loading access from the loading bays to the CRUs and elevator core and note on plans.
- (v) Provision of an improved site plan and landscape drawings showing the location of the PBS station. Note to Applicant: Please work with the Engineering PBS branch to finalize a location within the plaza area.
- (vi) Dimension all parking and loading spaces, maneuvering aisle widths and all types of column encroachments.
- (vii) Provision of design elevations on both sides of the parking ramp at all breakpoints, both sides of the loading bay, within the parking area.

Note to Applicant: This is required to calculate the slope and crossfall.

- (viii) Provision of parking and loading access, clear of column encroachments.

Note to Applicant: Columns are shown encroaching onto the parking ramp and into the Class B loading spaces shown.

- (ix) Provision of a section drawing showing elevations, vertical clearances, and security gates for the main ramp and through the loading bay.

Note to applicant: 2.3 m of vertical clearance is required for access and maneuvering to all disability spaces and 3.8 m of vertical clearance is required for Class B loading spaces and maneuvering.

- (x) Provision of column placement to comply with the requirements of the Engineering Parking and Loading Design Supplement. A column 2' in length must be set back 2' from either the opening to or the end of the parking space. A column 3' long may be set back 1'. Provide additional parking stall width for stalls adjacent to walls or stalls with columns set back more than 4' from the end of the stall. Provide a minimum 0.3m (1') setback from the drive aisle for all columns.

Note to Applicant: No columns are shown within the parking levels.

- (xi) Modify the loading bay design to provide the following:
- o Provide a loading throat (4 m in width / 68 degrees) as a 23.5' (7.1 m) aisle width is being provided for maneuvering. With a 28' (8.5 m) maneuvering aisle, no loading throat is required.
  - o Provide a double throat for the Class B loading spaces to provide access from Columbia Street as the east end of the lane is a T-lane.
- (xii) Show a 20' ft. wide O/H gate on drawing A2.03 between the commercial and residential parking.

Note to Applicant: If a man door is required, maintain the 20 ft. width for the O/H gate.

- (xiii) Provision of an improved plan showing the Class B bicycle spaces on private property.

Note to Applicant: Locate the bike rack in close proximity to the lobby and commercial entrances with "stairs free" access. Ensure that bicycles locked to the rack do not encroach over the property line.

### Neighbourhood Energy Utility

31. The proposed plan for site heating and cooling, developed in consultation with the City and the City-designated NES Utility Provider, shall be provided prior to the issuance of any development permit, to the satisfaction of the General Manager of Engineering Services.
32. The building(s) heating and domestic hot water system shall be designed to be easily connectable and compatible with Neighbourhood Energy to supply all heating and domestic hot water requirements. Design provisions related to

Neighbourhood Energy compatibility must be to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The applicant shall refer to the Neighbourhood Energy Connectivity Standards - Design Guidelines for general design requirements related to Neighbourhood Energy compatibility at the building scale. The applicant is also encouraged to work closely with City staff during mechanical design to ensure compatibility with a neighbourhood-scale system. As a pre-condition to building permit, a declaration signed by the registered professional of record certifying that the Neighbourhood Energy connectivity requirements have been satisfied will be required.

33. Building-scale space heating and ventilation make-up air shall be provided by hydronic systems without electric resistance heat or distributed heat generating equipment (including but not limited to gas fired make-up air heaters, heat producing fireplaces, distributed heat pumps, etc.) unless otherwise approved by the General Manager of Engineering Services.
34. Provide for adequate and appropriate dedicated space to be utilized for an energy transfer station connecting the building(s) to the City-designated Neighbourhood Energy System, as outlined in the Neighbourhood Energy Connectivity Standards Design Guidelines, at development permit.
35. Detailed design of the building HVAC and mechanical heating system at the building permit stage must be to the satisfaction of the General Manager of Engineering Services.

#### CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services and to the General Manager of Planning, Urban Design and Sustainability, the General Manager of Engineering Services, the Approving Officer and other City staff identified below, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

##### Engineering

1. Consolidation of Lots 1 and 2, Block A, DL 196 and 2037, Plan 7362 to create a single parcel.
2. Confirmation from the City of Vancouver Sewers Design Engineer that right of way 62003M does not contain an active sewer or is necessary for other purposes and may be abandoned, if so release of Statutory Right of Way 62003M (for sewer and drainage purposes) prior to building occupancy is required.

Note to applicant: Arrangements are to be secured prior to zoning enactment, with release to occur prior to issuance of an Occupancy Permit for the site.

Provision of a letter of commitment will satisfactorily address this condition. Prior to building occupancy the applicant is to supply a written request to the City, a fresh title search and a copy of the documents along with executable discharge documents to affect the release.

3. Provision of building setback and a surface SRW to achieve a distance of up to 4.3 m (14 ft.) from the back of the City curb to the building face on the 14.8 m (48.6 ft.) southerly portion of the building frontage along Columbia Street. A legal survey of the existing dimension from the back of the City curb to the existing property line is required to determine the final setback/SRW dimension. Landscaping, door swings, stairs and walls are not to encroach into the final SRW area.
4. Provision of a Services Agreement to detail the on and off-site works and services necessary or incidental to the servicing of the site (collectively called the "services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
  - (i) Provision of costs for abandonment of the City sewer in right of way 62003M.
  - (ii) Provision of geometric changes adjacent the site to allow for removal of the service road and modify the plaza to the satisfaction of the General Manager of Engineering Services. Changes will include but are not limited to the following:
    - o Removal of the service road and related curb, sidewalk and pavement and reconstruction of the sidewalks and curb to meet adjacent sidewalk and pavement treatments and/or Chinatown sidewalk patterns.

Note to Applicant: Confirmation that the service road is not required for firefighting access is required.
    - o Removal of the existing concrete bollards on both sides of the service road.
    - o Relocate the 3 double lantern pedestrian lights and poles to improve the pedestrian space and/or provide for improved lighting in the plaza area.
    - o If the redesign of the plaza, through a community led process, determines that it is appropriate to include the provision of space for installation of a public bike share station, the following shall be the PBS requirements:

- Size: At a minimum a 16m x 4m sized station should be accommodated.
  - Location: The station shall be located to the satisfaction of the GMES.
  - Surface treatment: A hard surface is required with no utility access points within 150mm. Acceptable surfaces include CIP concrete (saw cut or broom finished), asphalt and pavers. Other firm, paved materials are subject to approval.
  - Grades: The surface must be leveled with a maximum cross slope of 3% and have a consistent grade (i.e. no grade transitions) along the length with a maximum slope of 5%. At minimum, spot elevations at the four corners of the station must be provided.
  - Sun exposure: No vertical obstructions to maximize sun exposure as the station operates on solar power. Ideally the station should receive 5 hours of direct sunlight a day.
  - Power: Provision of an electrical service and electrical power is to be available in close proximity to the PBS station.
- (iii) Provision of new sidewalks consistent with the Chinatown sidewalk patterns adjacent the site.
- (iv) Provision of a standard concrete lane crossing, new curb returns and curb ramps on the east side of Columbia St. at the lane south of Pender St.
- (v) Provision of LED intersection lighting at the Columbia / Keefer intersection.
- (vi) Provision of street trees adjacent the site where space permits.
- (vii) Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicant's mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any water system upgrading that may be required.
- (viii) Upgrading of approximately 80m of the existing 200mm sanitary sewer on L/N Keefer St to a 375mm sewer to accommodate the flows from the

site at 100% the developer's expense. This upgrade is currently estimated at \$250,000.00. Should the applicant wish to connect their storm and sanitary connections to the separated sewers on Columbia St, no sewer upgrades will be required. Confirmation from the applicant's mechanical engineer that they can achieve a connection to the Columbia St. sewer is required.

Note to Applicant: No upgrades are required for the storm sewers that will serve the site.

5. Provision of all utility services to be underground from the closest existing suitable service point. All electrical services to the site must be primary with all electrical plant, which include but are not limited to, junction boxes, switchgear, pad mounted transformers and kiosks (including non BC Hydro Kiosks) are to be located on private property with no reliance on public property for placement of these features. There will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant may be required to show details of how the site will be provided with all services being underground.

#### Neighbourhood Energy Utility

6. Enter into such agreements as the General Manager of Engineering Services and the Director of Legal Services determine are necessary for connection to a Neighbourhood Energy System, if and when the opportunity is available and in accordance with the City's policy for Neighbourhood Energy Connectivity Standards where relevant, which may include but are not limited to agreements which:
  - (i) require buildings on site to connect to a Neighbourhood Energy System, at such time that a system becomes available;
  - (ii) grant access to the mechanical system and thermal energy system-related infrastructure within the development for the purpose of enabling Neighbourhood Energy System connection and operation; and
  - (iii) grant access to and use of suitable space required for the purposes of an energy transfer station, to the satisfaction of the General Manager of Engineering Services.

Note to Applicant:

- (a) Until a City-designated Neighbourhood Energy System utility provider has been identified, the Owner will be prohibited from entering into any energy supply contract for thermal energy services, unless otherwise approved by the General Manager of Engineering Services.

- (b) The development will be required to connect to a NES prior to occupancy if the General Manager of Engineering Services deems a connection is available and appropriate at the time of development permit issuance. If connection to a NES is not available at that time, the agreement will provide for future connection.
- (c) At the building permit stage, the applicant will be required to submit final detailed drawings, signed and sealed by a professional engineer where necessary, for review by Engineering Services to confirm the final room dimensions and technical information.

### Housing Policy and Projects

- 7. BC Housing to make arrangements satisfactory to the Director of Legal Services to purchase the 25 non-market units.
- 8. Make arrangements to the satisfaction of the General Manager of Community Services and the Director of Legal Services to enter into a Housing Agreement to secure the 25 non-market units for the greater of 60 years or the life of the building subject to the following additional conditions in respect of those units:
  - (a) that the separate sale or transfer of legal or beneficial ownership of any such units are prohibited;
  - (b) that at least 30% (8) of those units are occupied by households with incomes below housing income limits, as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication;
  - (c) that the social housing units will be legally and beneficially owned by a non-profit corporation, or by or on behalf of the city, the Province of British Columbia, or Canada;
  - (d) that all social housing units will be used only to provide rental housing for terms of not less than one month at a time; and
  - (e) such other terms and conditions as the Director of Legal Services and the General Manager of Community Services may in their sole discretion require.

Note to Applicant: this condition will be secured by a 219 Covenant and a Housing Agreement to be entered into by the City by by-law enacted pursuant to Section 565.2 of the Vancouver Charter.

### Social Policy and Projects

9. Make arrangements to the satisfaction of the Director of Social Policy and Projects and the Director of Legal Services to secure the commercial retail unit facing Columbia Street on the ground floor with a minimum area of 115.1 sq. m (1,239 sq.ft.) as a seniors cultural and recreational space through a Community Use Agreement. Such unit to be made available by lease of not less than 10 years, with a possibility to renew, at a discounted rent, to a non-profit organization acceptable to the City.

### Public Art

10. Execute an agreement satisfactory to the Director of Legal Services and the Managing Director of Cultural Services for the provision of public art in accordance with the City's Public Art Policy, such agreement to provide for security in a form and amount satisfactory to the aforesaid officials; and provide development details to the satisfaction of the Public Art Program Manager (a checklist will be provided). Please note a Civic Program Contribution of 10 per cent of the proposed public art budget is to be attributed towards the Public Art Program prior to Development Permit (DP) issuance. Please contact the Public Art Program regarding public art options.

Note to Applicant: Please call 311 to be directed to the Public Art Program Manager to discuss your application.

### Environmental Contamination

11. If applicable:
  - (i) Submit a site profile to Environmental Services (Environmental Protection);
  - (ii) 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
  - (iii) 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 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 separate Certificates of Compliance satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, have 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.

\* \* \* \* \*

105 Keefer Street and 544 Columbia Street  
CONSEQUENTIAL BY-LAW AMENDMENTS

DRAFT AMENDMENTS TO THE SIGN BY-LAW No. 6510

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

“105 Keefer Street [CD-1#] [By-law #] C (HA-1A)”

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

Amend Schedule B (Intermediate Zone) by adding the following:

“[CD-1#] [By-law #] 105 Keefer Street”

DRAFT AMENDMENTS TO THE PARKING BY-LAW No. 6059

In Schedule C, Council adds:

Address	By-law No.	CD-1 No.	Parking Requirements
105 Keefer Street & 544 Columbia Street	( )	( )	Parking, loading and bicycle spaces in accordance with by-law requirements on <i>[date of enactment of CD-1 By-law]</i> , except for the following: <ul style="list-style-type: none"> <li>a minimum of two (2) class B loading spaces and two (2) class A loading spaces be provided.</li> </ul>

105 Keefer Street and 544 Columbia Street  
URBAN DESIGN ANALYSIS

In assessing the proposed density, height and form of development, staff have taken into consideration the following key policies and guidelines:

***Chinatown Historic Area (HA-1A) District Schedule and Design Guidelines*** – The HA-1A District Schedule and Design Guidelines seek the preservation and rehabilitation of significant early buildings of Chinatown, while encouraging contemporary new development that is responsive to the community’s established cultural and historic identity. To achieve a compatible scale for new development in the area, the District Schedule permits an outright maximum height of 27.4 m (90 ft.). Consistent with other historic areas in the city, such as Gastown and Yaletown, no maximum density is provided in the District Schedule. Historically these districts feature streetwall-type buildings where densities have a direct correlation with height and setback requirements.

The Design Guidelines recommend that, for new development with additional height beyond 21.3 m (70 ft.) up to the maximum height of 27.4 m (90 ft.), the additional height should be setback from the streetwall portion at the base of the building. As such, 70 ft. is considered the new prominent streetwall datum line established by new development.

The Design Guidelines also outline the following key building massing strategies that would contribute to an appropriate “contextual fit”:

- A rectilinear built form with street-oriented massing, a well-articulated principal façade and prominent sawtooth profile;
- Provision of courtyards and passageways that pay homage to the historic, permeable ground floor pattern in Chinatown;
- Activation of service laneways with commercial uses, also a historic pattern in Chinatown; and
- For developments on wider sites, break down the massing in distinct sub-components so that the building fits into the context better.
- That the lower portion of new facades reflect the scale, configuration, and rhythm of the lower facades seen in Chinatown heritage buildings. The expected ceiling height of the ground-floor commercial spaces is 4.9 m (16 ft.) minimum.

Lastly, the Design Guidelines also provide direction regarding overall Chinatown character and how a building can contribute to the strengthening of that character through façade composition, architectural detailing, and signage.

***Rezoning Policy for Chinatown South (HA-1A)*** – The Rezoning Policy allows consideration of height up to a maximum of 36.6 m (120 ft.) for the subject site. In keeping with the same approach as HA-1A District Schedule, no maximum density is prescribed. Rather, the floor area achievable would result from applying appropriate height and design guidelines to a specific site.

Further, the “Urban Design Provisions” of the Rezoning Policy prescribe a set of building design strategies to manage larger developments with additional height above the traditional streetwall datum in the HA 1A part of the Chinatown. In particular, there is a provision for a

7.6 m (25 ft.) setback for all building elements that are 27.4 m (90 ft.) in height or taller. In addition to this basic provision, further setbacks may be required based on the specific context of a specific site.

### **Compatibility with the Existing Buildings and Public Spaces**

In the analysis of the proposed building, the primary focus is the consideration of its massing and height and how it relates to the surrounding public realm, the neighbouring buildings and the nearby historical context.

The site is considered to have a high significance within the Chinatown context, given the community institutions located nearby. Firstly, the site is located directly adjacent to the most notable public square in Chinatown: Chinatown Memorial Plaza. Within this plaza, a memorial that commemorates the historical contributions of early Canadians of Chinese descent measures approximately 9.1 m (30 ft.) in height. Further, located due west across Columbia Street is the Chinese Cultural Centre, which houses Dr. Sun-Yat Sen garden and park, community centre spaces, and the Chinese Military Museum. A main entrance to the garden and park faces the subject site along the western side of Columbia Street. While the garden and park are designed as a cloistered open space bordered by low walls around its periphery, the museum stands as a taller structure expressed with a high-pitched hip roof, reminiscent of Chinese historical architecture. The soffit height of this roof is approximately 12.2 m (40 ft.), with the ridge height of approximately 18.3 m (60 ft.).

To the north of Keefer Street, the next east-west street is East Pender Street, considered to be the most sacrosanct part of Vancouver's Chinatown, with a high proportion of heritage-buildings and traditional businesses. Along this portion of Pender Street, the building heights range between 9.1 m (30 ft.) to 18.3 m (60 ft.), complete with varying parapet heights in the familiar sawtooth pattern that reflects the small lot ownership patterns of historical Chinatown.

The historic building heights are therefore of a consistent mid-rise typology, to which the proposed higher building height of up to 36.6 m (120 ft.) at the subject site must be sensitive. The discussion of the proposal's compatibility and respect for its neighbours has been one of the primary issues with the public and the advisory boards, and resulted in a highly iterative design process with multiple public open houses and multiple presentations to CHPAC and UDP.

### **Proposed Building Massing**

The proposed design uses a variety of strategies to break up the building mass:

- When viewed from Keefer Street, the building is organized into three visually distinct components: a 15.2 m (50 ft.) wide nine-storey portion at the corner of Keefer and Columbia streets, a 22.9 m (75 ft.) wide, 12-storey, middle portion facing Keefer Street, and a 7.6 m (25 ft.) wide 10-storey portion on the east side.
- The lower building components are architecturally expressed as streetwall components, with heavy masonry and inset residential balconies to achieve compatibility with the historic buildings in Chinatown, while the top three storeys are

set back and have a more contemporary architectural expression in glass, creating a visual contrast.

- Puncturing the top three storeys in an east to west direction is an open-air passageway that is expressed as a “void” breaking up the building massing into two halves and lessening the overall visual impact compared to a larger continuous massing. This upper massing adheres to the minimum 7.6 m (25 ft.) setback from the streetwalls along Keefer and Columbia streets, as required by the Urban Design Provisions in the Rezoning Policy. As such, the upper building massing is visually subordinate to the lower streetwall elevations, when viewed from the ground-plane.
- The westernmost 15.2 m (50 ft.) of the building is expressed primarily as a seven-storey streetwall building fronting Columbia Street to relate better to the lower-scaled Chinese Cultural Centre, which has four storeys and is approximately 18.2 m (60 ft.) at peak height of the prominent green tiled roof. Levels 8 and 9 at this portion are set back from both the Keefer and Columbia elevations to be read as secondary building component when viewed from the adjacent public spaces.

These massing strategies respond to the intent of the HA-1A Design Guidelines and the Rezoning Policy and attempt to integrate the proposed building into its particular context. In the assessment of this application and its impact on the culturally-sensitive area, representative viewpoints from specific locations have been considered, including: a) from the intersection of East Pender and Columbia Streets; b) from the west sidewalk of Columbia Street located due west from the site; c) from Chinatown Memorial Plaza; and d) from within Sun-Yat Sen garden and park itself.

Staff’s assessment is that the massing at the westernmost portion of the building should be further diminished, given its impact on the adjacent public open spaces and streets. Staff recommend an increase to the setbacks for the top two storeys on the top westernmost 15.2 m (50 ft.) of the building. Meeting this condition would result in an reduction in scale to this building component, so that the top two storeys are more hidden from public when viewed at the street level thus establishing a perception of a smaller building that is more respectful of the existing commemorative monument in the plaza (which is located due south), the museum and Dr. Sun Yat-Sen garden and park (located west across Columbia Street). Further, another design condition to increase the legibility of the sawtooth streetwall on the eastern portion of the building is also included. See Appendix B for design conditions.

Figure 1: Columbia Street Elevation



Figure 2: Keefer Street Elevation



Figure 3: View from Pender Street at Columbia Street



Figure 4: View from Dr. Sun Yat-Sen Garden and Park



## View Impacts from Sun Yat-Sen Garden and Park

As discussed above, public views from the adjacent streets and open spaces, have been evaluated. Staff assess that the top storeys of the westernmost 15.2 m (50 ft.) of the proposed building would have the most impact on these public spaces.

The garden is an enclosed compound located on the western end of the park and is rigorously designed based on principles of a classical Chinese scholar's garden. The park to the east is essentially an extension of the garden, designed with Chinese landscape elements. A covered walkway with a continuous wall divides the park from the garden.

Currently, various buildings from Chinatown and International Village are visible from various vantage points inside both the park and garden, with some (the ones in short distance to the park and garden) having significant view impacts. The tower at 550 Taylor Street (the "Taylor"), for example, looms over the scholar's courtyard, which is a small courtyard outside the Scholar's Study Room, the inner sanctum of the garden.

The proposed building on the subject site would be in the medium-range of views depending on the specific locations inside the park and garden, just like many other existing buildings that form part of the city backdrop to these views. However, staff believe it is important that the top of the building does not have a "looming" effect over the pitched green-tiled roofs of the Chinese Cultural Centre – a prominent view from various vantage points of the park and garden. Condition (b)1 in Appendix B, which seeks design development to reduce the top massing on the westernmost portion of the building, would reduce this kind of visual impact of the proposed building on the park and garden.

## Architectural Expression

Further to the pursuit of an architecture that would be more visually compatible to the surrounding historical context, Conditions (b)4, (b)5 and (b)6 in Appendix B seek design development that would strengthen the sawtooth profile with the prevailing 7.6 m (25 ft.) or 15.2 m (50 ft.) increments seen in historical Chinatown; pronounced parapets or cornices that are richer in detail to provide visual interest, and retractable awnings that front over the proposed Commercial Retail Units (CRUs). If this application is approved, it is anticipated that these detailed architectural refinements would be discussed during Development Permit application.

## Proposed Internal Spaces (Passageway)

As discussed in the Density, Height and Form of Development section of this report, the ground floor design introduces an interesting amount of pedestrian porosity through the site in the form of enhanced circulation corridors that divide the commercial floor area into smaller distinct tenancies (i.e. smaller CRUs). In the interest of emulating the lofty commercial spaces of traditional Chinatown buildings as required in the Design Guidelines, Condition (b)3 seeks an increase to the clear ceiling height of the ground floor.

With respect to the proposed social housing component on the second floor, staff have noted that the majority of these dwelling units are in the form of smaller studio apartments. As

such, condition (b)3 also seeks an increase to the clear ceiling height of the second floor, in order to increase livability of these dwelling units.

### **Animation of Service Lane**

A particular urban design goal for new buildings in Chinatown is the animation of the rear service lanes, where historically secondary storefronts and businesses were located, making full use of available public infrastructure. The proposal seeks to maximize the amount of lane-facing commercial retail space which will help animate and increase the usability of the service lane located between Keefer and East Pender Streets. Condition (b) 7 seeks further design development to a lighting plan to increase the sense of safety and appeal for pedestrians to walk along this lane.

### **Shadowing, Development Frontage and Density**

Refer to the Density, Height and Form of Development section of the report.

### **Conclusion**

The application has sought an increase in building height through with a building form and massing that demonstrates a sensitivity to the culturally significant site context. Staff recommend approval of this application with conditions to ensure that a neighbourly "fit" is further enhanced.

105 Keefer Street and 544 Columbia Street  
ADDITIONAL INFORMATION

Urban Design Panel (UDP) Meeting Minutes

January 11, 2017

EVALUATION: SUPPORT (10-0)

*On this day, UDP reviewed the revised rezoning application dated December 12, 2016.*

*Project Description: The revised proposal is for a 12-storey mixed-use building that includes 110 market residential units, 25 seniors social housing units on the second floor, which will be operated by a non-profit housing provider, commercial space on the ground floor (including a dedicated seniors' cultural space), a floor space ratio (FSR) of 7.04, two levels of underground parking, and a height of 35.1 m (115 ft.)*

- **Introduction:** Yan Zeng, Rezoning Planner, and Paul Cheng, Development Planner, introduced the project as a rezoning application under the Rezoning Policy for Chinatown South (HA-1A).

This is the fourth iteration and third visit to the Urban Design Panel for this project. The site is dimensioned approximately 150 ft. by 122 ft. and currently contains a surface parking lot. Previous to that there was a gas station and automobile repair shop; however, the site has been sitting empty for many years.

The proposal is for a 12-storey mid-rise, visually-preceded by a streetwall of varying heights along Keefer and Columbia Streets. Through the rezoning policy, the project proposes a new 115 ft. building in an existing zoning context that permits 90 ft. tall buildings. This proposal has introduced a design strategy which uses the streetwall podium to respond to the historical context, while setting back the tower element from the perimeter of the site in order to be visually subservient as seen from the nearby public sidewalks.

Previous Panel's Consensus on Key Aspects Needing Improvement

- Overall the building form is too tall and does not align with the scale of Chinatown's distinct silhouette;
- The massing concept and architectural language, should reflect or be informed by the dominant north south grain of the built form of Chinatown.
- The south west corner of the building at the end of the Quebec Street axis should make a stronger architectural statement;
- The balconies on the tower lantern create too much mass, bulk, and conflict with the vertical façade elements;
- The 'spirit' of Chinatown and the contemporary reinterpretation of history were not evident in the design.

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

1. Does the revised Rezoning proposal successfully respond to the Urban Design Provisions of the Chinatown HA-1A Rezoning Policy, with respect to overall massing, density, height, form and proposed Uses?

2. Does the revised proposal successfully address the concerns previously voiced by the Urban Design Panel, with respect to its scale, mass, height, architectural language, and the “spirit” of Chinatown?

- **Applicant’s Introductory Comments:** The applicant team noted that they tried to understand what is at the root of building of the Chinese community and the spirit of Chinatown. This world is not the same as the downtown high-rise world; this area has a level of richness and experience not found in other areas.

The area is adjacent to false creek and the railyards, and is a very real transition between urban circumstances. Thus the idea has been to develop a place of presence with some considered social housing. Overall the bulk, fit and performance of the building are much improved and provide good value to the area.

The 25 ft. lot has a cadence which goes north to south, and which is consistent with what has historically been on this site. At the ground the 25 ft. language turns the corner and goes west. Along this wall the building as an entity is not perceived; it is just another piece of the urban experience and environment. There is a glass room to the west at the seventh floor, and special attention was paid to make this piece a cohesive part of the whole.

The landscape was an important part of dealing with the neighbourhood fit. An important part of the area was the mosaic tile storefronts and the extensive use of granite and brick. This mosaic tile is reused to denote the notion that storefronts used to exist in certain areas. The alleyway uses granite as a modern interpretation of the granite paving in a tactile way. As well, the trees used reflect the species of trees in the adjacent Dr. Sun Yat-Sen gardens.

There is a pattern of vertical signs which give a real sense of going into Chinatown, and a poem will be used on the building to further highlight this. Opportunities for public art are available but have not yet been concretely defined.

The applicant team then took questions from the panel.

- **Panel’s Consensus on Key Aspects Needing Improvement:**
  - Design development to get more daylight into the breezeway;
  - Consider simplifying some of the building elements, particularly on the rooftop;
  - Use colour to activate the building more;
  - Design development is needed to make the senior’s housing supportive to seniors;
  - Engage a public art consultant to enhance the building.
- **Related Commentary:** The panel noted that this responds to the previous panel concerns very well. The fine-grain detail, scale and orientation are improved and the increased verticality is good. However, the panel was split on whether scale, massing and height are supportable. Some panel members thought that the reduced number of units represent a loss of density for the neighbourhood, additional units could have made the building more affordable overall. One member thought that more density would be supportable if the front façade came down further, and other members thought that even the current height was too high for the location.

This does not respond to senior’s needs in terms of layout and the location of the amenity. Significant design development is needed to allow this building to better serve senior citizens. As well, a better mix of units is needed in order to better provide for the communities’ needs.

More is needed in order to animate the passage which leads into the loading bay. Consider setting the passage back from the lane, or widening it into a real breezeway and getting more natural light

into this space. The lobby is not clearly identified and should be made more significant. The applicants should also really consider the ground floor as it will be a key piece in terms of streetwall and transition. They should also consider re-thinking the vertical scale of the corner element in relation to the rest of Chinatown.

The top section feels a bit squeezed and does not have its own identity. More could be done to mitigate the glowing, glass luxury condo top which is currently glowering over the neighbourhood. The clear top also needs to better acknowledge the orientation of the building, and it could be more linear or embody more strength of design.

More could be done with colour to integrate the building into Chinatown as currently it is too grey and muted to fit into the area. Pump up the colour a bit to strengthen and embolden the building, and consider public art at this stage in order to get a very developed and significant piece of art. The signs create a nice gateway into this area of town.

The landscape looks great in its current composition, but more could be done to acknowledge and preserve the memorial plaza as it has a very strong community element and is significant. Consider integrating the pavement outside the building into the plaza in order to preserve its current size and function. There could also be a transition to the residential areas made through landscaping.

- **Applicant's Response:** The applicant team noted that the points were well-made and well taken. They thanked the panel for their enthusiasm and comments as they will make this project better in its next iteration. A higher building would be a good trade for an increased setback on the lane, but this may not be feasible.

The loading bay is a facet of the idea that the ground is an inhabitable space; it could be paved and furnished, not just used for loading. The fabric of Chinatown has a history of a life in the back as well as the front, and the hope with this dimension is to continue this rich tradition.

The top is not intended to be glitzy, and from the street it will not be visible. However, the comments regarding it are well-taken.

June 1, 2016

#### EVALUATION: NON-SUPPORT (4-6)

*On this day, UDP reviewed the revised rezoning application dated April 15, 2016.*

*Project Description: The revised proposal is for a 13-storey mixed-use building that includes 119 market residential units, 25 seniors social housing units on the second floor, which will be operated by a non-profit housing provider, commercial space on the ground floor, floor space ratio (FSR) of 7.06, two levels of underground parking, and a height of 36.6 m (120 ft.)*

- **Introduction:** The Rezoning Planner Yan Zeng introduced the application as a revised rezoning application at 105 Keefer. The project site is situated at the northeast corner of Keefer and Columbia Streets. There is a 150 foot frontage along Keefer, and a 122 foot frontage along Columbia Street. The site faces the Chinatown Memorial Plaza to the south, and adjacent to the site is a 50 foot wide site with a surface parking lot. Directly across on Columbia Street is the Chinese Cultural Centre building and the entrance to Sun Yat-Sun Gardens. Directly across Keefer Street is Chinatown Plaza Mall, which has a parking structure. The site is currently zoned HA-1A, and the maximum height is up to 27.4 meters or 90 feet, with no set maximum limit to conditional density. Furthermore, under the Chinatown South Rezoning Policy, building heights of up to 36.6

meters or 120 feet may be considered for this site. Density will be granted depending on the approval of the proposed form of development. The proposed uses include commercial uses at grade facing Keefer as well as Columbia Street. One of the CRUs facing Columbia Street is a Chinese Senior's Cultural Space. From Level 2 to Level 13 are residential units, on Level 2 there are 25 senior's social housing units, which would be operated by a non-profit housing operator. Level 3 and up are 119 market residential strata units.

The Development Planner Paul Cheng introduced the proposal by stating that the rezoning application is the second visit to the Panel. Mr. Cheng emphasized that since this is a rezoning the Panel should focus on the high level aspects of the proposal such as the proposed use, density, form and massing, and not on the finer details of the design, which could be reviewed during the development permit process.

The current site has a surface parking lot and previously held a gas station and automobile repair shop, but has been empty for some time. The zoning context is HA-1A, which is different than the other Chinatown zone known as HA-1, which applies only to the blocks along Pender Street. The HA-1 zone only allows much lower building heights than HA-1A. Under the HA-1A zoning, a 90 foot building is allowed, but the 70 foot datum line is emphasized in order to reconcile a proposed 120 ft. building height within this zoning context of 70-90 ft. The proposal uses a streetwall podium to respond to the lower historical context, while setting back the tower element in order to be visually subservient when viewed from the public sidewalks. Mr. Cheng asked the Panel to consider the Urban Design Provisions under the Rezoning Policy as follows:

- Vary building facades in order to convey incremental development.
- Varied sawtooth building profiles
- Distinct incremental frontages in vertically-oriented bays.
- Setbacks of at least 25 feet for any building elements above 90 feet in height: for primary street-facing facades.

On Keefer Street the setback for elements over 90 feet is 25 feet, but there is a larger 52 foot setback on Columbia Street. Mr. Cheng stated that in the last iteration there were some elements above 90 feet that did not set back at least 25 feet.

Furthermore, the Panel is also to consider the major concerns from the previous Urban Design Panel review, which included:

- The project appears out-of-scale with its context (Sun Yat-Sen gardens, Memorial Plaza and nearby buildings).
- Consider bringing down the building height at the Southwest corner, and responding more sensitively to Memorial Plaza.
- The architecture lacks clarity and has too many design elements, due to its detailed response to design guidelines. A calmer, more legible design response is recommended.

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

- 1) Does the revised Rezoning proposal successfully respond to the Urban Design Provisions of the Chinatown HA-1A Rezoning Policy, with respect to overall massing, density, height, form and proposed uses?
- 2) Does the revised proposal successfully address the concerns previously voiced by the Urban Design Panel, with respect to its scale, contextual fit with neighbouring properties and Memorial Plaza, and architectural legibility?

- **Applicant's Introductory Comments:** The applicant introduced the project as a more simplified version of the previous design. The applicant stated that their intention was that the scale of the building fit in with the scale of the surrounding historic neighbourhood. There was a lightbox concept used for the massing of tower element, which is over the 90 foot shoulder height of the building, giving a separate 'identity' to the tower component. The applicant used cantilevered floor planes for balconies on the tower.

The applicant layered the guard rails so they are visible as people enter Chinatown. There was a neon sign added to introduce the public into Chinatown. The vertical piers are used facing the parkade to create of a smaller individual building scale. The senior's cultural space is intended to 'enliven' the ground floor and open up towards the street. The senior's amenity space on the south side has glass doors that open and provide an outlook to Memorial Plaza. The access to the building will be through the main entrance off Keefer on the south east corner of the site. The seniors cultural and recreation centre would be at the northwest corner to honour the historical location of that use and animate the lane.

The applicant used landscape to contribute to breaking down the building massing. At the ground plane, the applicant designed sidewalk mosaics in front of the small retail spaces of street names or glass prisms in order to express the symbolism of Chinatown. The applicant intended to respect the Memorial Plaza space, by allowing 'spill out' from the corner retail spaces without encroachment on the plaza. There are bamboo screens on the patios as an added historic design element. The sustainability rating is LEED Gold. There are movable screens intended for the west façade. There are measures being considered to prevent thermal bridging for the patio decks.

- **Panel's Consensus on Key Aspects Needing Improvement:**
  - Overall the building form is too tall and does not align with the scale of Chinatown's distinct silhouette;
  - The massing concept and architectural language, should reflect or be informed by the dominant north south grain of the built form of Chinatown.
  - The south west corner of the building at the end of the Quebec Street axis should make a stronger architectural statement;
  - The balconies on the tower lantern create too much mass, bulk, and conflict with the vertical façade elements;
  - The tower element, the floors of the building above 90 feet, needs invention and incorporate a reinterpretation of Chinatown elements;
  - The 'spirit' of Chinatown and the contemporary reinterpretation of history were not evident in the design.
- **Related Commentary:** The Chair Mr. Roger Hughes prefaced the discussion by stating the Panel comments should relate to the relationship of urban design to the policy guidelines. In particular, in order to achieve 120 foot in the rezoning, the Policy states it "should consider innovative heritage, cultural and affordable housing projects in Chinatown". The Panel supported the social housing, cultural facility and small retail uses. However most of the Panel did not think the form earned extra density or height. The design seemed too 'literal' or borrowed from a very direct or obvious interpretation of Chinatown. A few Panel members advised the use of a more contemporary language of design. Some Panel members mentioned that aspects of the form were too 'bulky' in the presentation, and needed a finer grain. The design is too tight at grade and needs more breathing room. For example, the lane could indent at grade. Overall, the form should achieve a strong sense of place in order to warrant increased density.

Some of the Panel thought the architectural legibility had improved. There was some Panel support for screens and rooftop gardens, but there was concern for their longevity. Some Panel members regretted the loss of the Keefer Street side saw tooth design of the previous scheme, but there was

support for the saw tooth in the north south orientation by one Panel member. Some Panel members thought the bamboo screens may not work due to a future conflict with views and reliable maintenance, although one Panel member appreciated the screens. The laneway elevation was the most successful aspect of the presentation according to some Panel members. One Panel member thought the Columbia Street façade looked like a glass façade with stuck-on vertical brick elements. Another Panel member suggested relocating the senior's amenity room to mitigate possible noise problems. One Panel member mentioned that the scale and parcel pattern of the Chinatown buildings oriented north-south is not reflected in this scheme, which has 'equal directional reading' on both main streets.

Most Panel members appreciated the lane treatment and one suggested the lane should have varying setbacks at grade. Most of the Panel agreed that there should be a strong architectural piece on the corner so as not to 'disappear'. A few Panel members thought there should be a stronger roofline, and a stronger distinctive tower lantern form. Additional plaza space was welcomed by one Panel member. Overall, the Panel agreed that the design needs authenticity in spirit, and not rely on mimicry of detail.

**Applicant's Response:** The applicant felt the mass concerns would be reviewed, and thanked the Panel for their comments. The expression on the lane garnered interesting comments.

December 2, 2015

**EVALUATION: NON-SUPPORT (2-6)**

*On this day, UDP reviewed the revised rezoning application dated September 3, 2015.*

*Project Description: To develop a 13-storey mixed-use building including 127 residential units, 25 senior social housing units, and commercial on the first two floors.*

- **Introduction:** Yan Zeng, Rezoning Planner, and Paul Cheng, Development Planner, introduced the rezoning application at 105 Keefer Street and 544 Columbia Street.

The subject site is at the northeast corner of Keefer Street and Columbia Street. It has approximately a 149-foot frontage along Keefer, and a 121-foot frontage along Columbia. Currently it is a vacant site with a surface parking lot.

The site is facing the Chinatown Memorial Plaza; a triangular-shaped public open space. Adjacent to it is a 50-foot frontage surface parking lot. Beyond that is a rehabilitated heritage building.

Directly across from Columbia Street is the Chinese Cultural Centre building and the entrance to Dr. Sun Yat Sun Park. Directly across from Keefer Street is the five-storey mall and parking structure.

The subject site is currently zoned HA-1A, one of the two Chinatown district schedules. The application is to rezone from HA-1A to Comprehensive Development (CD-1). The application is being considered under the Council approved *Rezoning Policy for Chinatown South (HA-1A)*.

Under the HA-1A, the maximum permitted height of development is up to 27.4 m (90'). There is no maximum permitted density provision under the district schedule. Achievable density would be commensurate with the form of development. Under the *Rezoning Policy for Chinatown South*, consideration of up to 36.6 m (120') may be considered for this site subject to urban design and all applicable policies and guidelines. Achievable density would be commensurate with the form of development that is supported.

It is the additional height of 30', which is between 90' and 120', which necessitates this proposal going through a rezoning process. The other aspects of the proposal, including the proposed land uses, are consistent with what would be permitted under HA-1A.

The proposal is for commercial at grade, facing both Keefer and Columbia, then wrapping around the corner and extending into the lane. Residential units will occupy levels two to thirteen. Twenty-five senior affordable housing units, operated by a non-profit housing operator are proposed for level two. Level three and up are residential strata units.

Parking is provided underground and accessed off the lane. The residential lobby is accessed off to the side of the building along Keefer Street. There is also a residential amenity room facing the lane.

The key urban design review areas for consideration include form of development, contextual fit, etc. The application has shown more detailed information on their rezoning application package, as a response to current discussion on Chinatown character. However, it should be noted that if the rezoning application gets approval from Council, the Panel will be seeing this application again at Development Permit stage to further review design development.

There are two zones in Vancouver's Chinatown; HA-1 and HA-1A. HA-1 is attributed to the more historic area along Pender Street, where less building height is permitted than HA-1A.

In April 2011, Council approved the final implementation of the Historic Area Height Review relating to the Chinatown Historic Area. Under this review, Council approved policies to consider rezonings of up to 120-foot in the HA-1A district, with key sites along Main Street identified for rezoning up to 150-foot. This project represents the third application to come in under this rezoning policy.

The proposal is for a thirteen storey mid-rise, visually-preceded by a street-wall of varying heights along Keefer and Columbia Streets. One of the challenges of these rezoning sites is the reconciliation of a new 120-foot building in a historic neighbourhood of 50-foot tall buildings. This proposal has introduced a design strategy which uses the street-wall podium to respond to the historical context, while setting back the "tower" element from the perimeter of the site in order to be visually subservient as seen from the nearby public sidewalks, while still maintaining visual prominence when viewed from a far distance.

Furthermore, the street-wall strives to achieve compatibility with the historical context while the tower element emulates a more contemporary expression.

During this rezoning process, the applicant and staff have undergone an in-depth discussion concerning Chinatown character with the City's advisory groups (Chinatown Historic Area Planning Committee, APC, Vancouver Heritage Commission, Urban Design Panel), as well as with members of the local community and the city-wide design community. Design concerns emerged as some of the most important elements of Chinatown's character; some architectural in nature but also elements that pertain to the pedestrian experience of Chinatown. These elements include the following:

- Narrow street frontages of 25 or 50-foot wide lots, which result in small, fine-grained urban fabric, small shop-fronts and locally-owned businesses. Also a variegated saw-tooth parapet line along any given street block,
- Operable cloth awnings. This is one of those elements that affect the intangibles rather than simply of visual aesthetic value. Shop-fronts spill their merchandise out onto the sidewalk thereby contributing to the sights, smells and sounds and messy vitality that is associated with Chinatown. The versatility of retractable awnings is a direct response to this phenomenon

where the merchandise needs to be protected from sun and rain, while during other weather conditions the awnings can be retracted for a more open experience,

- Activation of the rear service lane with commercial uses, wherever possible,
- Signage. Neon, bright and larger than elsewhere in the city, often with Chinese characters on them,
- Non-residential uses above the ground storey such as community clubhouses, small businesses, etc.,
- Vertical expression, and strong cornices and parapets on historic buildings,
- Recessed balconies and the use of masonry for exterior cladding that results in a firmness and substantiality to the building expression,
- Overall, the historic buildings offer a kind of visual richness that is often no longer seen during the modernist-era of architectural practice.

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

1. In considering context and neighbours, are the proposed setback and architectural expression of the higher building appropriate, in terms of:
    - Achieving a clear, visual legibility between the street-wall character and the upper building character?
    - Minimising impacts on the adjacent building, nearby public realm, and other private properties?
    - Enforcing the intended street-wall datum of 70 to 90 feet in HA1A?
  2. Does the proposed architectural expressions of the street-wall expression along Keefer and Columbia Streets, successfully achieve compatibility with the visual richness that is emulated by the historical buildings in the neighbourhood?
  3. Does the proposed upper building massing produce an interesting architectural expression and legible profile when viewed from a distance, such as from the Sea Wall or Andy Livingston Park?
    - Please provide commentary to the proposed lower-street facades and the response to the HA-1A guidelines
  4. Is there anything else that could be considered to give higher activation for this plaza, make it more meaningful in its interaction with other buildings around it, or any improvements that could be made through this rezoning application for the plaza?
- **Applicant's Introductory Comments:** In terms of the building massing, the centre of mass has been shifted to the east. The purpose, and the stepping back, was to have an effect similar to a 90 foot building, as viewed from the Sun Yet-Sen. The twenty-five foot module and the variation in brick colour were important to integrate in with the character of Chinatown.

A richness and variety in colour and detail, with individual canopy expressions, creates the feeling of multiple buildings, despite this being a single building. Variegated parapet heights were used to create variety in rooflines.

The façade details give the impression of a softly lit carpet. Thick and thin lines are used since they are prevalent in Chinatown. There is modulation in the mullions.

Looking at the top of the building, there is an opportunity to have a small poem which will be perceived from as far back as the Olympic Village. The hint of the poem from Chinatown will draw people in from the seawall.

A neon sign is proposed for the vertical portion of the exterior wall, which could be seen from Quebec Street. There will be a lot of public art, and electrical and water connections for events in the plaza.

There is a passageway going through the site which is not a public right-of-way, but which provides a sense of passage, with screening through to the lane.

There will be a floor of senior housing, with twenty-five units, and a senior's amenity space. There is an amenity off the alley in order to activate it.

In keeping with a common theme of the area, there is bamboo and a ginkgo tree, as well as a paper-bark maple. Their location relates to other forms in Chinatown. Looking from above, there is Chinese symbology which announces the presence of Chinatown to those in the building.

There is an amenity space that is broken up using the square, has criss-crossing Chinese lanterns, and places to sit, and places to barbeque. There is a rear senior's patio space, with space for social activities and a sunny patio space facing out across the Dr. Sun Yet-Sen Gardens.

The character of the sidewalk turns the corner, and the lane carries the materials through, with the trees acting as a buffer to the excitement, allowing the Memorial Plaza to be just that. Living in this building should make you aware that you are in Chinatown.

- **Panel's Consensus on Key Aspects Needing Improvement:**

- The project lacks clarity and does not have a sense of itself, due to its detailed response to the guidelines
- There is a scale expression issue, and currently there is too much going on
- The building looms over the Sun Yet-San Gardens and its surrounding context
- The building is not responsive to the immediate context. Consider bringing it down in height at the corner
- The twenty-five foot rhythm is good, but the spirit of Chinatown is not expressed in this project
- The senior's amenity on the lane in the shade is not in an appropriate location; a better location would be off Memorial Plaza
- Consider changing the massing, and so it starts to more positively inflect the street and how the memorial square is informed
- Have a calmer and clearer sense of what the building is, rather than a detailed response to the guidelines.

- **Related Commentary:** The Panel agreed that the applicant had checked all of the boxes in response to the guidelines, however in doing so the spirit of Chinatown was not expressed in the design. The constraints of the guidelines developed outside of the context of this project do not necessarily lead to good architecture. It was commented that the project was affected by 'plannertect', whereby the architect's hands were tied in coming up with solutions because of the guidelines. There is more repetition as opposed to a contemporary reinterpretation of the Chinatown character.

The surrounding context is rich and complex, and is an incredible opportunity. The building expression is currently too busy. A more contemporary and simplified expression should be considered. The saw-tooth element adds too much complexity on a building of this scale and it

seems a bit over-articulated at times. The parcel pattern is problematic, and the overall strategy does not support this twenty-five foot context.

More of a contrast and legibility between the upper and lower mass could be beneficial, but massing needs to be simplified dramatically to visually recede. It is almost as though the building is a village itself as it has so much going on. Consider calming the massing to provide more contrast with the street-wall. Bringing light through the building is a fantastic idea that should be more thoroughly explored in massing.

In terms of height, it was commented that along Columbia Street the building looms a bit too large over the Sun Yet-San Garden context. It is too tall. The cascading canopies add negatively to height and bulk. Reducing the height a little would be welcome.

It was suggested that the project needed to be broken up into two to three buildings which work together, but respond uniquely to their context and position on the block. Scale is the issue. Trying to make the large site consolidation appear as smaller buildings broken up by differing facades is not the answer. The project does not fit comfortably on the site.

The senior's housing is very positive and adds to the neighbourhood, however it was suggested that it is not well placed at the second level. Consider moving the senior's housing to the third floor, and preserving the second as commercial, in keeping with Chinatown.

The Panel agreed that the senior's amenity was good, however the location on the north-side needed to be reexamined. Consider shifting this to the south plaza side, possibly with recessed terrace. The laneway is difficult without solar access, and an amenity there might be underutilized.

There was some concern expressed about the Columbia/Keefer corner at the plaza. Consider adding some clarity and lightness. Consider eliminating the recess on Columbia Street and redistributing to the plaza. Redistribute setbacks and recession to plaza side and integrated to either a slightly bigger residential lobby or a bigger retail terraces.

It was also commented that Columbia Street would do better with a continuous street-wall, even possibly up the lane, and that being able to see the project from False Creek was good.

- **Applicant's Response:** The applicant team thanked the Panel for their comments. They noted that the conversation was very interesting and the points were appreciated. The site is challenging and dramatic. There is a delicate balance between the expectations of the community and design professionals, and the role of professionals is to respond to that. Originally there was a more abstract approach which has changed over time; in the context of Chinatown there is a high level of detail which the project has been forced to respond to. Certainly the points raised will be seriously thought about.

This project has gone through a lot of public consultation, and is in an exceedingly complicated neighbourhood and made it very challenging to strike a balance. The comments about the senior's amenity area appreciated, but there was not a requirement to holding workshops or have senior's housing.

The whole project has been a question of balancing consideration. All of the boxes have been ticked, as without any one this project would not have worked. An attempt has also been made to try to give back to as many groups as possible and not alienate any one.

## Chinatown Historic Area Planning Committee (CHAPC) Meeting Minutes

January 12, 2017

### EVALUATION: NON-SUPPORT

*On this day, CHAPC reviewed the revised rezoning application dated December 12, 2016.*

*Project Description: The revised proposal is for a 12-storey mixed-use building that includes 110 market residential units, 25 seniors social housing units on the second floor, which will be operated by a non-profit housing provider, commercial uses on the ground floor (including a dedicated seniors' cultural space), a floor space ratio (FSR) of 7.04, two levels of underground parking, and a height of 35.1 m (115 ft.)*

Chair Lee provided introductory comments, and Yan Zeng, Rezoning Planner, provided an overview of the revised application to rezone 105 Keefer Street and 544 Columbia Street from HA-1A (Chinatown Historic Area) District to CD-1 (Comprehensive Development) District, in response to feedback received through public consultation and advisory review groups. The revised proposal is for a 12-storey mixed-use building. If Council does approve the rezoning, CHAPC would see the project again at the development permit stage.

Paul Chang, Development Planner, discussed key changes from the last submission (received April 15, 2016), with note that CHAPC considered earlier renditions on May 13, 2014 and November 10, 2015 and did not support the first revised rezoning proposal.

Paul Merrick, Merrick Architects, provided an overview of the revised application, and referred the Committee to posted drawings and models displayed at the meeting.

The applicant received comments and responded to questions regarding protections against uses and consolidations, design of interior walls, the materiality, partnership with BC Housing, range of unit sizes and costs, corrections to the applicant's presentation to improve accuracy, lane activation, height of the building in relation to the surrounding, inaccuracies in the scale of the model and drawings, potential for this development to be one of the top 10 places to go in Chinatown, overage in the frontage.

### Main Motion

MOVED by Andrew Lau

AND SECONDED by Raymond Tam

THAT the Chinatown Historic Area Planning Committee does not support the revised rezoning application for 105 Keefer Street and 544 Columbia by reason of several contraventions of the Rezoning Policy for Chinatown South (HA-1A) and the Chinatown HA-1A Design Guidelines.

### Primary Amendment to the Main Motion

MOVED by Mark Sheih

AND SECONDED by Helen Lee

That the Main Motion be amended to replace "by reason of several contraventions of the Rezoning Policy for Chinatown South (HA-1A) and the Chinatown HA-1A Design Guidelines" with "as proposed".

CARRIED

(1 opposed and 1 abstention)

**Secondary Amendment to the Main Motion**

MOVED by Marianne Amodio

AND SECONDED by Andrew Lau

That the Main Motion be amended by adding “given that it does not adequately address the concerns of the Committee noted during its consideration of this proposal on November 10, 2015”

CARRIED

(1 abstention)

**Question** was then called on the following Main Motion as amended:

THAT the Chinatown Historic Area Planning Committee does not support the revised rezoning application for 105 Keefer Street and 544 Columbia as proposed given that it does not adequately address the concerns of the Committee noted during its consideration of this proposal on November 10, 2015.

CARRIED

(1 abstention)

**November 10, 2015**

**EVALUATION: NON-SUPPORT**

*On this day, CHAPC reviewed the revised rezoning application dated September 3, 2015.*

*Project Description: To develop a 13-storey mixed-use building including 127 residential units, 25 seniors social housing units on the second floor, which will be operated by a non-profit housing provider, and commercial on the first two floors.*

Karen Hoese, Senior Rezoning Planner provided opening comments on the revised proposal to rezone 105 Keefer St. and 544 Columbia St. from HA-1A to CD-1 to allow for a 13-storey mixed-use development. The proposal is to develop 131,203 sf of market residential space, including 25 senior social housing units, underground parking and commercial space on the ground floor, and a floor space ratio (FSR) of 7.18.

The initial proposal was presented to CHAPC on May 13, 2014 and it was generally supported. However, some concerns were expressed and design improvements requested. The applicant has taken the feedback provided by the committee and through the public review process, and developed this revised proposal which decreased market residential unit number from 137 to 127, the FSR from 7.92 to 7.18, a number of parking stalls from 130 to 81, reduced the upper floor massing and incorporated larger setbacks.

Paul Cheng, Senior Development Planner advised that as a rezoning application, the proposal would come back to the committee again as a development permit application in the future.

Katie Maslechko, Beedie Living, and Gregory Borowski, Merrick Architecture provided a presentation on the process of the project, design revisions in response to community input, and community benefits of the proposal.

The applicants received comments and responded to a variety of questions from the committee.

Karen Hoese provided policy related context to the application for the benefit of the committee, and Paul Cheng noted that if the height of the development is reduced to 90', the applicants will have no obligation for community amenity contributions, including the seniors housing portion of the proposal.

MOVED by Helen Lee  
AND SECONDED by Doris Chow

THAT CHAPC is not in support of the Revised Rezoning Application for 105 Keefer and 544 Columbia, as proposed, for the following considerations:

- Overwhelming concern of the scale of the development at a height of 120', and concern that the FSR is excessive for this site;
- Concern over the livability of the units, and quantity and type of community amenity space provided in the proposal;
- Concern that a richer mix of uses is required in the building; and
- The proposal did not fully recognize the sensitivity of the site in relation to the Heritage Area, Memorial Square, Dr. Sun Yat Sen Garden, and the nearby museum.

CARRIED

May 13, 2014

#### EVALUATION: SUPPORT

*On this day, CHAPC reviewed the rezoning enquiry at the subject site as part of the enhanced pre-application community consultation required under the Rezoning Policy for Chinatown South (HA-1A).*

Zlatan Jankovic, Heritage Planner, provided introductory comments on the enquiry received to rezone the site at 105 Keefer Street located in Chinatown South (HA-1A). At this pre-application rezoning stage, the applicant has developed some initial concepts and would like to receive early feedback from CHAPC.

Paul Cheng, Senior Development Planner, advised of previous rezoning applications in the area and discussions, which took place at the time regarding reconciling with zoning policy in the area and the nature of Chinatown character. Those applications and the related documents resulting from those discussions were available for the Committee's reference.

Discussion ensued relative to including Chinatown character into the design and concept of any development proposed at 105 Keefer Street as the site is connected to the Chinatown Monument and located near the classical garden.

Curtis Neeser, Director of Residential Development, Beedie Living, introduced the project team and gave a brief overview of their history with the site. The early consultation process with key stakeholders was noted.

Gregory Borowski, Architect, Merrick Architecture, presented the site context and design concepts. The pre-application proposal is to rezone the site to accommodate a mixed-use 13-storey building with retail space at-grade and residential uses above the ground floor, which is being developed under the *Rezoning Policy for Chinatown South (HA-1A)*. The proposed height is maximum 120 ft. and proposed FSR is approximately 7.65. Various design concepts relating to the character of Chinatown and the site's interaction with the adjacent square were highlighted.

The project team and staff received comments and responded to various questions related to the pre-application proposal.

MOVED by Mike Newall  
AND SECONDED by Kelly Ip

That the Chinatown Historic Area Planning Committee generally supports the design direction presented for the pre-application rezoning enquiry at 105 Keefer Street, and recommends that further consideration be given to the following:

- a) a colour palette and design details that speak more to Chinatown or Chinese character;
- b) the design be sensitive to the nearby Chinese Cultural Centre, museum and the views from Pender Street;
- c) the true height of the building and its impact on the adjacent neighbourhood;
- d) the development's proximity to and interaction with the Memorial Plaza;
- e) the development's support of the public functions of the plaza space such as public washrooms, storage and similar;

And further, that the Committee requests additional documentation, including streetscape drawings, at the application stage to better understand the development's height and massing.

CARRIED UNANIMOUSLY

105 Keefer Street and 544 Columbia Street  
PUBLIC CONSULTATION SUMMARY

The following summary covers the public consultation activities and feedback received for each of the four iterations of this rezoning application:

- Original rezoning application (September 18, 2014)
- First revised application (September 3, 2015)
- Second revised application (April 15, 2016)
- Current revised application (December 12, 2016)

The summary focuses on the specific topics discussed by respondents, based on the order of how often these topics were mentioned. If a single piece of written feedback mentions multiple topics, each individual topic would be accounted for separately in the summary. Further, staff note that, in general, correspondences that were supportive of the proposal included less topics than those that expressed concerns or opposition about the proposal.

While there were significantly more topics of concern than topics of support, to provide a perspective on all the feedback based solely on “support” versus “non-support”, the following is an approximate breakdown of public feedback for the four iterations of the proposal, excluding petitions:

	NON-SUPPORT	SUPPORT
Original Application 2014	82%	18%
Revised Application 2015	50%	50%
Revised Application 2016	54%	46%
Current Revised Application	75%	25%

**ORIGINAL REZONING APPLICATION (SEPTEMBER 18, 2014)**

*The original application consisted of a 13-storey building with commercial uses on the first and second floors, and 137 market residential units above.*

**Public Notification**

A rezoning information sign was installed on the site on September 24, 2014. 5,018 postcard notifications were distributed within the neighbouring area on or about September 24, 2014. Approximately 400 email notifications were sent to Downtown Eastside Listserv recipients. 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)).

**October 8, 2014 Community Open House**

A community open house was held from 5:00-8:00 pm on October 8, 2014, at the auditorium of the Chinese Cultural Centre (50 East Pender Street). Staff, the applicant team, and approximately 94 people attended the Open House.

## Public Response

A total of 347 pieces of feedback were received from the public in response to the original rezoning application. A total of 81 written comment sheets were received from the October 8, 2014 open house. 176 additional pieces of feedback, including letters and online feedback, were also received. Two petitions were submitted in response to the application, with a total of 90 responses.



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

### Comments of support:

- **Building design (approximately 17 responses):** Respondents praised the design of the building, and felt that it appropriately fit the Chinatown context.
- **Contribution to revitalization (approximately 17 responses):** Respondents felt that the new retail and housing provided in the development would positively support the revitalization of Chinatown. Some suggested that new residents would help support local Chinatown businesses.
- **Good uses for an under-utilized site (approximately 15 responses):** The development will help activate an underused corner of Chinatown, especially with the addition of retail and service uses. Additional housing in the area is also needed.

### Comments of non-support:

- **Loss of Chinatown's heritage character (approximately 107 responses):** Respondents expressed concern that the development will contribute to the loss of Chinatown's character as a historic and cultural area. The proximity of a building of this height to the Chinatown Memorial Plaza and monument was a particular concern. Many respondents indicated that the development did not reflect their idea of revitalization for Chinatown.
- **Lack of Affordable housing (approximately 93 responses):** Respondents felt that low-income housing is needed in the development, particularly oriented toward Chinese seniors. Market condominium housing was seen as inappropriate.
- **Building design and context (approximately 62 responses):** Respondents indicated the proposed design was inappropriate, especially considering the site context (Chinatown Memorial Plaza, Dr. Sun Yat-Sen Gardens, historic Pender Street). Some suggested reducing the bulkiness of the building, and incorporating heritage design elements such as a saw-tooth roofline and recessed balconies, to allow the building to fit in better with its context.
- **Not meeting Chinatown planning objectives (approximately 55 responses):** Respondents indicated that the proposal does not adequately meet objectives outlined in the Chinatown

Plan or the Historic Area Height Review, especially in regard to seniors and affordable housing. Some respondents expressed frustration that voices in the community are not being heard.

- **Insufficient public benefits (approximately 44 responses):** Respondents felt that the public benefits generated by the rezoning would be inadequate. The proposal should demonstrate clear benefits to Chinatown's community goals, especially seniors' housing and the preservation of heritage buildings.
- **Demand for a moratorium on rezonings (approximately 43 responses):** Respondents felt that rezonings on Chinatown should not proceed until the community impact of new developments is assessed, and more meaningful consultation should be done about a broader vision for Chinatown.
- **Height (approximately 38 responses):** Respondents indicated the proposed development is too tall, and out of scale with its surroundings. Some respondents disliked the potential for shadowing.
- **Gentrification (approximately 32 responses):** Respondents expressed concern that the development could contribute to the exclusion or displacement of existing residents and land uses as prices rise for housing, commercial units, and goods and services.
- **Proposed use for the site (approximately 21 responses):** Some respondents suggested that the proposal represented a lost opportunity for the site, which they considered to be a gateway to Chinatown. A cultural or community space was seen as a better fit for this key site.
- **General non-support (approximately 21 responses):** Some respondents indicated that they did not support the rezoning application without elaborating further.

The following miscellaneous comments were received from the public (note: these are topics that do not rank as high as the above).

Comments of support:

- The inclusion of laneway retail is good but maybe unviable.
- The enlarged Chinatown Memorial Plaza is positive, and will allow the space to be more community-oriented.
- The proposed building height is appropriate.
- The proposal respects view corridors; private views are not a guaranteed right.
- The proposed density is appropriate for the area.
- Enhanced laneways with wrap-around laneway retail contribute positively to Chinatown's character.

Comments of non-support:

- The development will have a negative impact on nearby businesses.
- The notification for the rezoning application did not use a wide enough boundary.
- Views from Dr. Sun Yat-Sen Gardens will be negatively impacted.
- Public consultation for the rezoning application was insufficient.
- The development will add to traffic and parking problems in the area.
- Food security in Chinatown will be negatively impacted by the development and ongoing gentrification.
- The proposed units are too costly for Vancouver residents.
- The building could create negative "wind tunnel" conditions.
- Chinatown residents are faced with development pressures other communities do not face.

Neutral comments/suggestions/recommendations:

- The building should include spaces for Chinese cultural activities.
- The building should provide cooking facilities and 24-hour care.
- It is unclear if the windows will open as depicted in the proposal.
- Tall buildings create waste from demolitions.
- Fewer parking spaces are needed.
- More parking spaces are needed.
- There is a lack of parking in the area generally.
- The parking access from the lane will impact commercial loading for other businesses in the lane.
- The city needs more protected passive park space, not just sport fields.
- Any changes to the Chinatown Memorial Plaza and monument should only be made by the City, not the developer.
- The present zoning does not allow for social housing provision.
- The public benefits should include a utility hook-up and storage for community events.

Two petition letters were submitted to the City regarding the application. A package containing identical petition letters from 54 organizations in Chinatown was delivered to the City on December 12, 2014. The petition contained the following feedback:

- A community forum with 80 representatives from various community groups was held on November 28, 2014, with staff from the Downtown Eastside planning team present to provide information about the application.
- The forum concluded that the development should be limited to 90 feet in height.
- The proposed building height is beyond what was expected from the Historic Area Height Review, and negatively impacted the heritage character and scale of Chinatown.
- The proximity of the development to the Chinatown Memorial Square is inappropriate.
- The proposed development would negatively impact the setting of the nearby Dr. Sun Yat-Sen Gardens.

A second set of petition letters were submitted online between November 12 and December 21, 2014. There were 36 responses, which contained the following feedback:

- The proposed building does not adequately provide public benefits and serve the objectives of the Chinatown Plan to warrant the increased height.
- Market housing units do not meet the community objective of affordable housing, particularly seniors and social housing.
- Greater consideration of heritage restoration is required. The development should contribute to the preservation of historic buildings, and the City should consider designating Chinatown as a heritage district.

#### FIRST REVISED APPLICATION (SEPTEMBER 3, 2015)

*The first revised application introduced seniors social housing into the development. The proposal consisted of a 13-storey building with commercial uses on the first floor, 25 seniors social housing units on the second floor, and 127 market residential units above.*

#### Public Notification

An updated rezoning information sign was installed on the site on September 22, 2015. A total of 5,397 postcard notifications were distributed within the neighbouring area on or about September 24, 2015. Approximately 550 email notifications were sent to Downtown Eastside Listserv recipients and individuals who signed up for the rezoning application mailing list. Notification and application

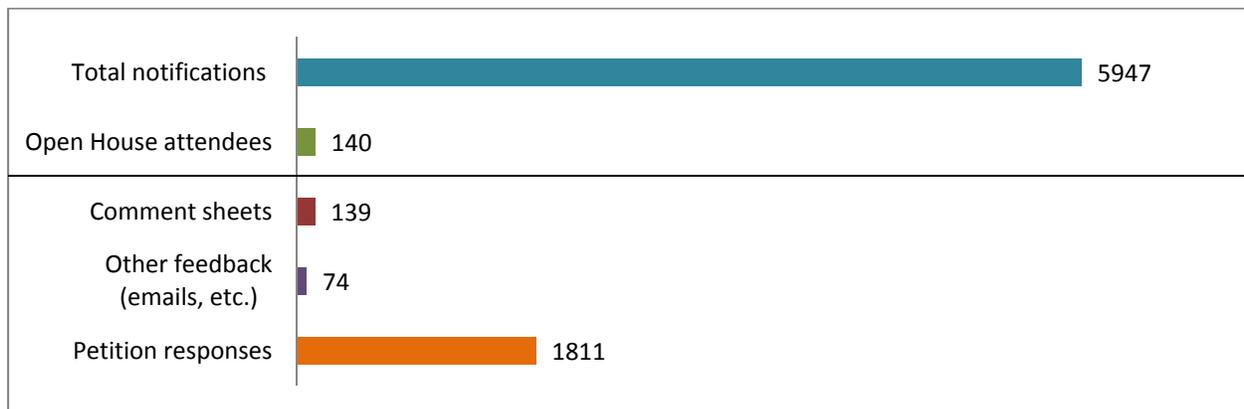
information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)).

### October 6, 2015 Community Open House

A community open house was held from 5:00-8:00 pm on October 6, 2015, at the auditorium of the Chinese Cultural Centre (50 East Pender Street). Staff, the applicant team, and approximately 140 people attended the Open House.

### Public Response

A total of 2,024 pieces of feedback were received from the public in response to the first revised rezoning application. A total of 139 written comment sheets were received from the October 6, 2015 open house. 74 additional pieces of feedback, including letters and online feedback, were also received. Staff also received four petitions regarding the application, with a total of 1,811 responses.



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

#### Comments of support:

- **Contribution to revitalization (approximately 33 responses):** Respondents indicated that the development would be an improvement to the neighbourhood overall, and contributes to the broader revitalization of Chinatown.
- **Positive development on the vacant site (approximately 25 responses):** Respondents praised the proposal for developing what is currently an empty lot. The proposed building, particularly its landscaping and public realm treatment, is an improvement over the current parking lot.
- **Inclusion of seniors social housing (approximately 19 responses):** Respondents expressed support for the inclusion of seniors social housing units in the revised application.
- **Building design (approximately 14 responses):** Respondents praised the design of the building, particularly the façade and narrow bays, and indicated that it was in keeping with the architectural character of Chinatown.

Comments of non-support:

- **Loss of Chinatown's heritage character (approximately 156 responses):** Respondents expressed concern that the development will compromise Chinatown's character as a historic and cultural area, with many noting that Chinatown is a National Historic Site of Canada. The proximity of a building of this height to the Dr. Sun Yat-Sen Garden and Chinatown Memorial Plaza and monument was a particular concern. Some respondents indicated that the development did not recognize Chinese-Canadian heritage and culture in a meaningful way, and that market condominium development was inappropriate for the site.
- **Building design and context (approximately 120 responses):** Respondents indicated the proposed design was too high and bulky for its context, especially given the scale of nearby buildings. The design was criticized for not being fully sensitive to the heritage character of Chinatown, with some stating that it looked generic.
- **Need for more seniors housing (approximately 94 responses):** Respondents indicated that there exists a large need for low-income seniors housing in Chinatown, and that the proposed units were insufficient. Respondents wanted an increase in the number of social housing units for Chinese seniors.
- **Gentrification (approximately 83 responses):** Respondents expressed concerns that the development could contribute to the gentrification of Chinatown, reducing affordability for local residents and businesses. There was a particular concern regarding the displacement of Chinese seniors and traditional Chinese businesses.
- **Insufficient community amenities (approximately 34 responses):** Respondents suggested that the development should provide further community or cultural amenities to the neighbourhood, particularly for Chinese seniors.

The following miscellaneous comments were received from the public (note: these are topics that do not rank as high as the above).

Comments of support:

- The development will add needed housing units to the area.
- The proposal is positive in that it will bring about public realm improvements adjacent to the Chinatown Memorial Plaza, including more greenery.
- The revised application is an improvement from the original application.
- The development will generate employment and new clients for local businesses.
- The inclusion of laneway uses is positive and is a unique urban form to Chinatown.
- The scale of the building is appropriate for the area.
- The development will make the area safer and more active at night.

Comments of non-support:

- Opposition to allowing additional height on this site under the Historical Area Height Review should not be ignored.
- The architectural design is not of a high enough quality to warrant the increase in height.
- The design is not consistent with HA-1A design guidelines because people understood the intent of the guidelines is to keep scale in the area low to respect historic buildings.
- The parking entrance will cause traffic conflicts in the lane, and is a safety issue for pedestrians.
- The development will negatively impact the Dr. Sun Yat-Sen Gardens, especially with the upper-floor windows overlooking the garden.
- The new retail will not serve the local Chinese community or benefit local Chinese businesses.

- The rezoning process should be paused and a new strategy for development in Chinatown should be developed with community input.
- The residential units are too small and are poorly laid out.
- The choice of materials is inappropriate for Chinatown.
- Strategies to provide non-market housing by leveraging market development are ineffective.
- The public consultation process has been insufficient.
- The revisions in the application do not sufficiently meet community concerns.
- There was no study of the impact on low-income residents after the Historical Area Height Review.
- The balconies that mimic the balconies on Chinatown society buildings have no function in this development.
- The development may contribute to the rise of property taxes in the area.

Neutral comments/suggestions/recommendations:

- The development should include more studio and 1-bedroom units, which are more accessible for first-time home buyers.
- The development should provide more parking spaces.
- More traditional Chinese architectural elements could be included in the design.
- The public realm along Keefer Street adjacent to the Plaza should be improved through this development.
- Rezoning applications in Chinatown are more sensitive than in other communities.
- Local businesses should be contracted during construction.
- Heritage bylaws should be relaxed to help Chinatown develop.
- The development should provide fewer parking spaces.
- The design should include more colours.
- There is a lack of sunlight in the laneway.

Staff received several petitions regarding the application. A set of 22 brief petition letters were submitted online between October 16 and October 27, 2015. The letters indicated opposition to the rezoning application without providing further elaboration.

The remaining petitions, with a total of 1,789 responses, contained similar content. A petition from the Chinatown Concern Group containing 472 signatures was received on January 5, 2016. A similar petition with 32 signatures from various businesses in Chinatown was received on January 8, 2016. Finally, 1,285 similar petition letters were submitted online between October 28, 2015 and January 24, 2016. The petition contained the following feedback:

- Chinatown has important heritage value, and was designated a National Historic Site of Canada in 2011. The proposed development compromises the heritage character of Chinatown.
- The site is one the last remaining large parcels of land in Chinatown, and has a key location in the heart of the neighbourhood.
- The site has the potential to help achieve objectives in the Chinatown Vision and meet local needs, especially for community spaces and seniors housing. Market development as proposed in the application does not meet this site's potential.

The petition from the Chinatown Concern Group (427 signatures) contained the additional demand that the site be used for a community centre for the Chinese community with low-income seniors housing above.

## SECOND REVISED APPLICATION (APRIL 15, 2016)

*The second revised application introduced a seniors cultural space in a commercial storefront that would be leased at a reduced rate to a coalition of seniors arts and cultural groups. The proposal consisted of a 13-storey building with commercial uses and a seniors' cultural space on the first floor, 25 seniors social housing units on the second floor, and 119 market residential units above.*

### Public Notification

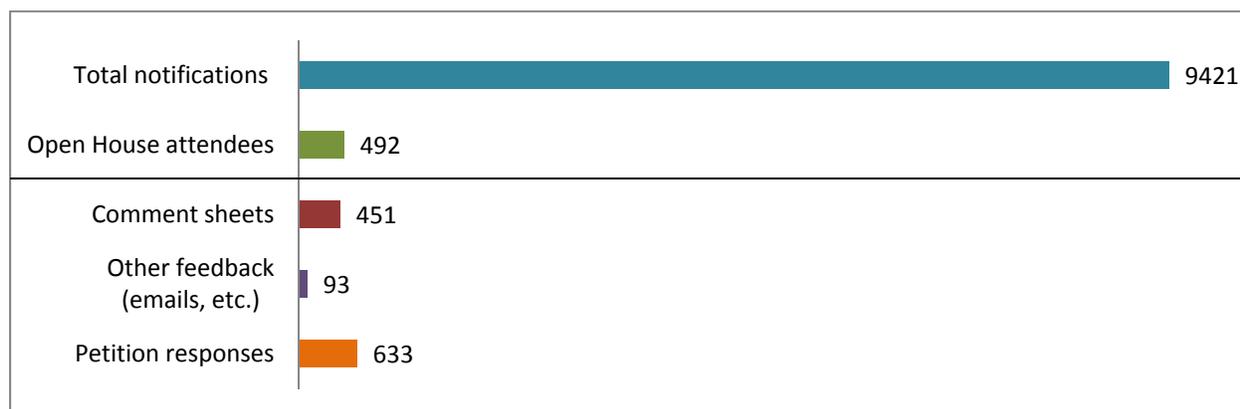
An updated rezoning information sign was installed on the site on May 3, 2016. 7,530 postcard notifications were distributed within the neighbouring area on or about May 1, 2016. 24 SRO buildings in the neighbouring area received hand-delivered notifications. Approximately 9,421 email notifications were sent to Downtown Eastside Listserv recipients and individuals who signed up for the rezoning application mailing list. 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)).

### May 16, 2016 Community Open House

A community open house was held from 5:00-8:00 pm on May 16, 2016, at the auditorium of the Chinese Cultural Centre (50 East Pender Street). Staff, the applicant team, and approximately 492 people attended the Open House.

### Public Response

A total of 1,177 pieces of feedback were received from the public in response to the second revised rezoning application. A total of 451 written comment sheets were received from the May 16, 2016 open house. 93 additional pieces of feedback, including letters and online feedback, were also received. Staff also received two petitions regarding the application, with a total of 633 responses.



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

#### Comments of support:

- **General support (approximately 108 responses):** Respondents stated that they supported the revised rezoning application without elaborating further.
- **Provision of seniors cultural space (approximately 91 responses):** Respondents liked the inclusion of the seniors cultural space, suggesting the space would allow them to meet friends

and promote Chinese culture. Respondents also noted a lack of such spaces in the community for seniors, non-profit organizations and the arts. Some respondents indicated they wanted to practice traditional arts such as Chinese opera.

- **Contribution to revitalization (approximately 58 responses):** Respondents indicated that the development would contribute to the revitalization of Chinatown by bringing in residents, visitors and businesses. Some respondents stated there was a need to stimulate the local economy of Chinatown.
- **Inclusion of seniors housing (approximately 54 responses):** Respondents praised the inclusion of seniors social housing units in the proposal, noting that there was a high need in the community. Some respondents noted that the site was good for seniors housing given its location in Chinatown and near transit.
- **Positive development on this vacant site (approximately 48 responses):** Respondents felt the proposal made good use of what was currently a surface parking lot, which was considered an inactive corner of Chinatown. Respondents suggested that the development would enliven the corner and contribute positively to the neighbourhood.
- **Support for potential benefit to community (approximately 30 responses):** Respondents suggested that the development and the proposed public benefits would have a positive impact in general for community groups and seniors.
- **Building design (approximately 22 responses):** Respondents praised the design of the building, stating that the revised proposal responded well to views, shadowing, and the adjacent Chinatown Memorial Plaza. Some respondents noted the lower FSR and increased setback from the monument.

#### Comments of non-support:

- **Building height (approximately 78 responses):** Respondents considered the building too high for Chinatown, saying that it would stand out from the skyline, obstruct views from Pender Street and Dr. Sun Yat-Sen Gardens, and be out of scale with adjacent buildings. Some respondents wanted a maximum of eight or nine storeys, stating that the public benefits achieved is not worth the extra height.
- **Loss of Chinatown's heritage character (approximately 77 responses):** Respondents expressed concerns that the development will compromise Chinatown's character as a historic and cultural area. It was stated that the intangible heritage was very important and was also put at risk with this development. Some respondents felt that the design of the building was generic, like condominium buildings in any other parts of Vancouver, and did not reflect Chinatown's cultural identity nor the narrow lot development pattern. Some suggested incorporating more Chinese-inspired architecture.
- **Need for more seniors housing (approximately 77 responses):** Respondents stated that the amount of social housing presented in the revised application was insufficient to meet the need in Chinatown, and that a much higher number of welfare-rate seniors housing units would be required. Some respondents cited gentrification in Chinatown as a cause of the displacement of low-income seniors.
- **Gentrification (approximately 62 responses):** Respondents expressed concerns that the development could contribute to the gentrification of Chinatown, reducing affordability for local residents and businesses. There was a particular concern regarding the displacement of Chinese seniors, who have limited options in terms of other places to live. There was also a concern about the replacement of traditional Chinese businesses with high-end businesses that do not reflect Chinatown's culture. Some respondents suggested that a social impact study

should be conducted before any new market developments can be considered given the sensitive neighbourhood.

- **General non-support (approximately 55 responses):** Respondents stated that they did not support the revised rezoning application without elaborating further.
- **Potential negative impacts to Chinatown (approximately 29 responses):** Some respondents suggested that the development would threaten the Chinatown community. The proposed public benefits were seen as insufficient and not contributing to the community in the long term.
- **Need for more community amenities (approximately 24 responses):** Some respondents suggested that the proposed cultural space was insufficient. They stated that there was a need in Chinatown for publicly owned community spaces that were economically and culturally accessible, especially for seniors. Some respondents suggested having spaces for non-profits, exercise and recreation facilities, cultural and historic displays, and a seniors centre.
- **Concern about development on this site (approximately 22 responses):** Some respondents stated that the proposal was inappropriate for the site, which was considered a key gateway into Chinatown. The site was seen as appropriate for a community-focused use, given its location within Chinatown and proximity to culturally significant sites (such as the Dr. Sun Yat-Sen Gardens and the Chinatown Memorial Plaza).
- **Heritage protection in Chinatown (approximately 19 responses):** Some respondents indicated that they wanted greater heritage protection for Chinatown, including more stringent development conditions for new developments in the heritage area.
- **Bulkiness of building design (approximately 19 responses):** Some respondents expressed concerns about the bulk and massing of the proposed building, stating that it was out of scale with the area. Particular concerns were raised regarding the massing of the building close to the Dr. Sun Yat-Sen Gardens.

The following miscellaneous comments were received from the public:

Comments of support:

- The revised proposal adequately addresses concerns raised previously in the rezoning process.
- The height is appropriate for the neighbourhood.
- The laneways should be made active – proposal helps with that.
- The increased greenery is positive.
- The site's proximity to the SkyTrain may mitigate increases in traffic.
- The proposal is an improvement over the Westbank and Bluesky developments at Main Street and Keefer Street.
- The laneway will provide interest along Columbia Street.
- The development sufficiently meets the criteria set out in policy.
- The development should be higher, in exchange for more amenities, e.g. dedicating two floors in the development for the Chinese Cultural Centre.
- The non-Chinese stores in Chinatown are a positive addition to the diversity of the neighbourhood.
- The building could be a tourist attraction if it incorporated Oriental architectural elements such as a pagoda or roof ornaments.

Comments of non-support:

- The developer should better listen to and respect community desires.
- Better public consultation is required regarding the application.

- There are already too many market condominiums in Chinatown.
- The seniors' units are poorly designed, and are oddly shaped.
- The design of the building is not of high enough quality to justify the increased density.
- The design revisions from the previous application are inadequate.
- The provision of one storefront for a cultural space is insufficient.
- The cultural space is redundant given the location of the Chinese Cultural Centre across the street.
- The proposal does not include enough parking spaces.
- There is concern that the promised public benefits will not be delivered.
- The development will create significant traffic problems.
- The public consultation process is flawed because there was no translation service provided at the Urban Design Panel.
- The high income residents that may live in the new development may be hostile toward low-income residents.
- The development will result in overcrowding in the neighbourhood.
- The proposed seniors cultural space is a "Trojan horse".
- The government and developers are corrupt.
- The proposed north-facing terraces would be constantly shadowed.
- The loss of the surface parking lot is unfortunate.
- Rents for traditional businesses should be subsidized; "hipster stores" are inappropriate for the area.
- The development will attract foreign buyers that will not contribute to Chinatown's community.
- There is insufficient recreational space provided for a development of this size.
- The City should begin a process to create a new Chinatown plan.
- The seniors in the social housing units will feel isolated due to the high number of market condominium units.
- The seniors social housing units should be mixed in with the market units.
- The massing should be sculpted back further to respond to its context.
- City Council's position against corporate campaign contributions is insincere.

Neutral comments/suggestions/recommendation:

- There should be active programming in the Chinatown Memorial Plaza
- The market units should be made affordable to locals.
- The development should include office uses to increase daytime traffic.
- More support services for seniors in Chinatown are needed.
- There is potential for carshare at this site.
- Reducing the number of residential units leads to higher prices.
- The development should avoid any impact on existing businesses such as Goldstone Bakery.
- The Chinatown parkade should be redeveloped.
- Chinatown as a whole should have heritage designation.
- The cultural space provided in the development should be free.
- The government should provide tax breaks for businesses that serve Chinese seniors.
- There should be more Chinese businesses in Chinatown.
- There should be more investment in the local community.
- There are not enough smaller, more affordable units.
- The fabric awnings may not age well.
- The City should look to Yokohama's Chinatown for a model of development.
- The social housing units should include family units.
- The building should contain housing for Chinese-Canadian youth, to bring young Chinese-Canadian families back into Chinatown.

- Consideration should be given to new housing forms, such as live-work units and co-housing.
- Vehicle access should be via Columbia Street instead of the lane, which will become too busy.
- There should be more outdoor pools in Vancouver.
- “Make Chinatown Great Again”.

Two petitions containing similar content were submitted in response to the second revised application. A petition from the Chinatown Youth Coalition containing 197 signatures was delivered to the City on June 28, 2016. The City also received 436 petition letters submitted online between May 15 and June 30, 2016. The petitions contained the following feedback:

- The rezoning application should not be approved.
- A social impact study should be completed before new market development is allowed in Chinatown. Council agreed to conduct a social impact study when it passed the Historic Area Height Review in 2011.
- Chinatown has important heritage value, and was designated a National Historic Site of Canada in 2011. The heritage character of the area is threatened by development pressure.
- The site is one of the last remaining large parcels of land in Chinatown, and has a key location in the heart of the neighbourhood. Development over 90 feet at this location is inappropriate.
- New developments have not contributed an appropriate amount of affordable housing, community space, or social services.

#### **CURRENT REVISED APPLICATION (DECEMBER 12, 2016)**

*The current revised application introduces pedestrian passageways in the ground floor and reduces the development by one storey. The proposal consists of a 12-storey building with commercial uses and a seniors cultural space on the first floor, 25 seniors social housing units on the second floor, and 110 market residential units above.*

#### **Public Notification**

An updated rezoning information sign was installed on the site on December 16, 2016. 5,294 postcard notifications were distributed within the neighbouring area on or about December 16, 2016. 24 SRO buildings in the neighbouring area received hand-delivered notifications. Approximately 2,086 email notifications were sent to Downtown Eastside Listserv recipients and individuals who signed up for the rezoning application mailing list. 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)).

*Discrepancy Between Numbers of Notifications Sent in May and December 2016* – In the time between the notifications in May and December 2016, staff transitioned to a new mailing system with Canada Post. This resulted in a lower number of postcards being sent out in December 2016, even though the notification boundary remained the same, as the new mailing system reduces the duplication of recipients. Previously, Staff used Canada Post’s “Precision Targeter Admail” for unaddressed notifications to tenants in the notification boundary, in addition to an addressed mailing to owner/occupiers. While this was the best available method at the time, there were difficulties delivering to large rental buildings and residents with “No Junk Mail” stickers. Residents in owner-occupied units within the notification boundary would receive both an unaddressed notification postcard through the “Precision Targeter Admail” as a tenant, and an addressed postcard as an owner/occupiers. The new “Postal Code Targeting” system more reliably delivers to tenants and bypasses the “No Junk Mail” stickers. As a result of this enhanced delivery, Staff are able to remove residents of owner-occupied units from the addressed mailing to owners, since they will reliably

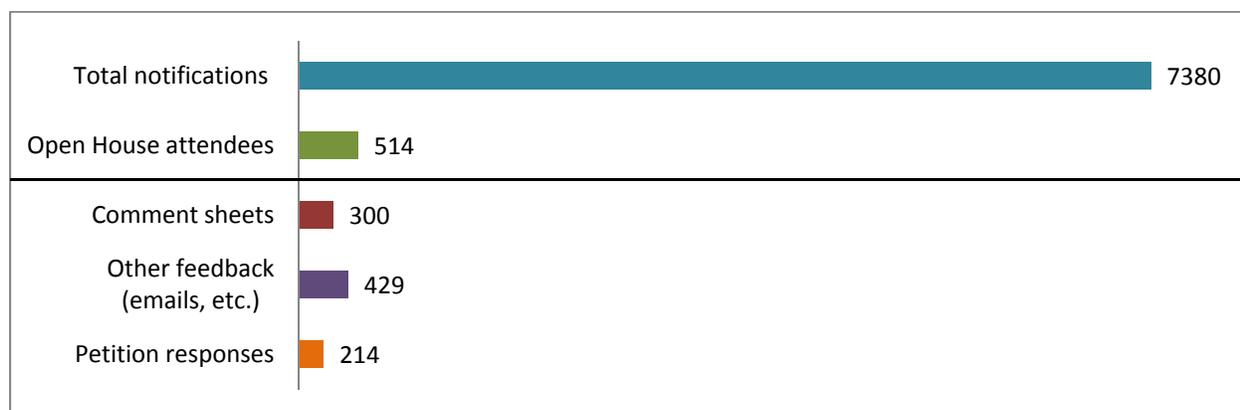
receive the unaddressed notification postcard through the new “Postal Code Targeting” system. This elimination of duplicate recipients accounts for the change in notification postcards.

### January 10, 2017 Community Open House

A community open house was held from 5:00-8:00 pm on January 10, 2017, at the auditorium of the Chinese Cultural Centre (50 East Pender Street). Staff, the applicant team, and approximately 514 people attended the Open House.

### Public Response

A total of 943 pieces of feedback were received from the public in response to the current revised rezoning application. A total of 300 written comment sheets were received from the January 10, 2017 open house. 429 additional pieces of feedback, including letters and online feedback, were also received. Staff also received petition letters about the revised application, with 214 responses in total.



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

#### Comments of support:

- **General support (approximately 104 responses):** Respondents stated that they supported the revised rezoning application without elaborating further.
- **Inclusion of seniors housing (approximately 34 responses):** Respondents praised the inclusion of seniors social housing units in the proposal, noting that there is a high need in the community.
- **Positive development on this vacant site (approximately 34 responses):** Respondents felt the proposal made good use of what is currently a surface parking lot, which is considered an inactive corner of Chinatown. Respondents felt that the provision of amenities as a result of development would benefit the community.
- **Contribution to revitalization (approximately 29 responses):** Respondents indicated that the development will contribute to the revitalization of Chinatown by bringing in residents, visitors and businesses. Some respondents stated there was a need for new energy in the neighbourhood.
- **Building design (approximately 25 responses):** Respondents praised the revised application, stating that the more broken-up massing, reduced height, increased setback from the monument and the introduction of pedestrian passageways improve the design. They indicated that the proposal is of an appropriate scale within the context.

Comments of non-support:

- **Need for more seniors housing (approximately 350 responses):** Respondents stated that the amount of social housing presented in the revised application is insufficient to meet the need in Chinatown, and that a much higher number of welfare-rate seniors housing units is required. Suggestions vary whether to require either 50% of the proposed residential units as social housing or to require 100% social housing. Many respondents stated that all three levels of government should acquire the site for a building with 100% social housing at welfare rates.
- **Gentrification (approximately 350 responses):** Respondents expressed concern that the development could contribute to the gentrification and land speculation in Chinatown, reducing affordability for local residents and businesses. The development is seen as contributing to the economic displacement of low-income residents and small businesses. Some respondents stated that traditional Chinese businesses that serve seniors would be replaced by higher-end services that do not serve the local community.
- **Concern about development on this site (approximately 279 responses):** Respondents stated that the proposal is inappropriate for the site, which is considered a key gateway into Chinatown. The site is seen as appropriate for a community-focused use, given its location within Chinatown and proximity to culturally significant sites (such as the Dr. Sun Yat-Sen Gardens and the Chinatown Memorial Plaza). Respondents indicated that market housing is inappropriate and provided suggestions for alternative community uses on the site, including a community centre and social housing.
- **Community response (approximately 222 responses):** Respondents felt that the rezoning application should not be approved given various concerns raised by community members. Some also cited that groups such as the Chinese Benevolent Association and Chinatown Historic Area Planning Committee did not support the project.
- **Affordability of market residential units (approximately 219 responses):** Respondents expressed concerns that the market residential units proposed in the development would not be affordable to Vancouverites.
- **Need for more community amenities (approximately 206 responses):** Respondents suggested that the proposed cultural space is insufficient. There were requests for more substantial community amenities on the site, such as a community centre, expanded plaza, activity spaces, or green spaces. Some respondents stated that an intergenerational space open to all is a priority.
- **Building height (approximately 194 responses):** Respondents considered the building too high for the context, and is visually intrusive to views from the historic Pender Street which consists of all lower scale historic buildings. Respondents made various suggestions for the maximum height appropriate for the site, ranging from four to ten storeys. The 5-foot reduction in height from the previous application was considered insufficient.
- **Bulkiness of building design (approximately 179 responses):** Respondents expressed concerns about the bulk and massing of the proposed building, stating that it is out of scale with the area. Particular concern was raised regarding the large frontage and proximity to the Dr. Sun Yat-Sen Gardens.
- **Setting a precedent (approximately 165 responses):** Respondents expressed concerns that approval of this rezoning application would set a negative precedent for future rezoning proposals.
- **Need for more family units (approximately 143 responses):** Respondents expressed that more family units are required in the development, with some citing a desire to encourage more families to live in Chinatown.

- **Loss of Chinatown's heritage character (approximately 110 responses):** Respondents expressed concern that the development would compromise Chinatown's character as a historic and cultural area. Some respondents felt that Chinatown more broadly is becoming bland and de-cultured, and that this proposal is generic and fails to reflect the existing urban fabric.
- **Building frontages (approximately 94 responses):** Respondents stated that narrow buildings are more appropriate for Chinatown.
- **Lack of contribution to community (approximately 49 responses):** Respondents stated that the development would not meet community needs, and that an appropriate development for the site must give back to the Chinatown community, emphasize culture, and enhance the heritage district. The public benefits offered as part of the rezoning application were seen as insufficient.
- **Building design and context (approximately 39 responses):** Some respondents felt the architectural design of the proposal is inappropriate and does not fit the context. Elements such as the large frontage and glass element on the upper storeys were criticized. Some respondents felt traditional Chinese architectural elements should be incorporated into the design, such as arched gateways or pagodas.
- **Heritage protection in Chinatown (approximately 31 responses):** Respondents indicated that they wanted greater heritage protection for Chinatown, emphasizing the need for Chinatown to remain historical and retain its heritage character.
- **Insufficient changes in the proposal (approximately 21 responses):** Some respondents felt that the changes from the previous rezoning submissions were too minor, and did not sufficiently address community concerns.
- **Inclusion of market housing (approximately 15 responses):** Some respondents indicated that market housing was inappropriate for new developments in Chinatown, and stated that there are already too many condominiums in the area for a traditional low-income neighbourhood.
- **General non-support (approximately 14 responses):** Some respondents stated that they did not support the revised rezoning application without elaborating further.

The following miscellaneous comments were received from the public (note: these were topics that were not ranked as high as the above).

Comments of support:

- The inclusion of the seniors cultural space is positive.
- The City should fast-track approval of this project.
- Development at this site will improve safety with the increased activities.
- The proposal should include more public and private green spaces, such as a rooftop garden.
- The development should include more parking.
- The development must activate the street.
- The revisions based on feedback from the previous application are appreciated.
- The addition of more housing stock is positive in general.
- The developer has adequately responded to community concerns.
- The new design reduces impacts on views from the Dr. Sun Yat-Sen Garden.
- The proposal supports Chinese culture.
- The development creates nuisances within a peaceful community.
- The mix of uses proposed is positive.
- The development is good for seniors.
- The site is not a heritage site; it previously contained a gas station which was an eye sore.

- More density is required to respond to the housing crisis.
- The developer has adequately listened to community feedback in the revisions.

Comments of non-support:

- The pedestrian passageways as proposed in the building are not public.
- The retail in the development will be unaffordable.
- The public benefits are poorly defined as the public don't understand what is being offered through the additional height.
- There is a need for further consultation on Chinatown's community needs.
- Community-led development should take place on the site.
- The seniors housing units are too narrow.
- A taller, less bulky building would be preferable.
- The Neighbourhood Fit Evaluation tool from the Downtown Eastside Local Area Plan should be applied to this site.
- There is too much parking proposed.
- Chinatown needs grassroots, community-based development initiatives.
- Poverty should not be criminalized.
- The area should be down-zoned to allow only for low-rise commercial buildings, allowing businesses to move back in as property values drop.
- The Chinese-inspired architectural features are superficial and insufficient.
- More publicly accessible community space should be provided.
- The proposal represents a white supremacist, capitalist building.
- The development does not advance the objectives of the Downtown Eastside Local Area Plan.
- Effort should be made to avoid impacts on views from the Chinese Society buildings.
- The wedge-shaped silver door adornment is like a knife in Feng Shui.
- The passageways will attract drug use and become gated.
- There was a lack of transparency in the public consultation process.
- The proposal divides the community.
- The proposal fails to address intangible heritage.
- The development will attract homelessness and garbage into the laneway.
- The roof deck will be under-used.
- The site represents "hardships, deaths, trials, birth, empowerment, acceptance to diversity, a movement to diversity of import vessels brought goods and people together" – market housing is not appropriate.
- There is no guarantee that the retail will be appropriate to the context.
- The commercial uses on the ground floor will be too noisy and high-traffic for the Chinatown Memorial Plaza.
- There is concern that the social housing will not be delivered.
- Provincial and federal funding should be provided to support the inclusion of more social housing in the development.

Neutral comments/suggestions/recommendations:

- The local informal food system should be preserved.
- Chinatown has grown organically without necessary interferences.
- Chinese restaurants should open in the retail space.
- There should be increased investment in small business.
- There should be a plan for Chinatown that places culture at its centre.
- The parking entrance should be on Columbia Street and not the lane, as it will negatively impact commercial deliveries.
- The City should look to San Francisco's Chinatown as an example.

- The building should integrate student housing with seniors' housing.
- The landscape design should better link the plaza to the interior courtyard.
- Small-scale retail is preferred for this site.
- The parking access off the lane will create conflict with garbage and delivery services; the access should be off Columbia Street.
- Chinatown is becoming more mixed.
- There should be appropriate retail clients, not banks.
- There should be a dedicated night market at this site.
- There is a need for more parking in the area.
- Better public art is required; the community should be involved in developing public art.
- The saw-tooth profile should be more prominent.
- The development should facilitate the re-opening of the Keefer Street night market.
- The development will require adequate security, particularly for the bicycle storage.
- The level of affordability of the low-income units must be clearly defined.
- The City should require a free technology start-up space for youth, particularly First Nations youth.
- There is support for Save Chinatown YVR.
- "Make Chinatown Great Again".

214 Petition letters containing similar content were submitted in response to the current revised application. The Chinatown Concern Group delivered 120 petition letters to the City on March 2, 2017. 94 additional petition letters were submitted online between January 8 and March 1, 2017. The petition letters contained the following feedback:

- The rezoning application should not be approved. The development will contribute to gentrification that displaces low-income residents.
- No market development should take place on the site.
- All three levels of government should acquire the site and provide 100% social housing at shelter rate or 30% of Old Age Security income.
- An intergenerational, multi-use community space with an emphasis on seniors should be provided.

\* \* \* \* \*

105 Keefe Street and 544 Columbia Street  
FORM OF DEVELOPMENT

Figure 1: Site Plan



Figure 2: Parking Level 2 Plan

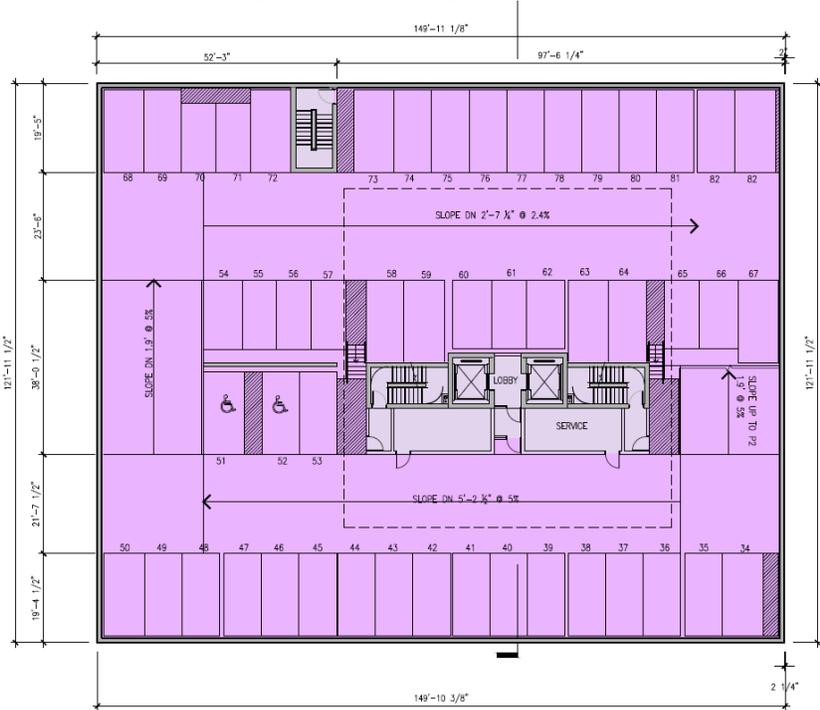


Figure 3: Parking Level 1 Plan

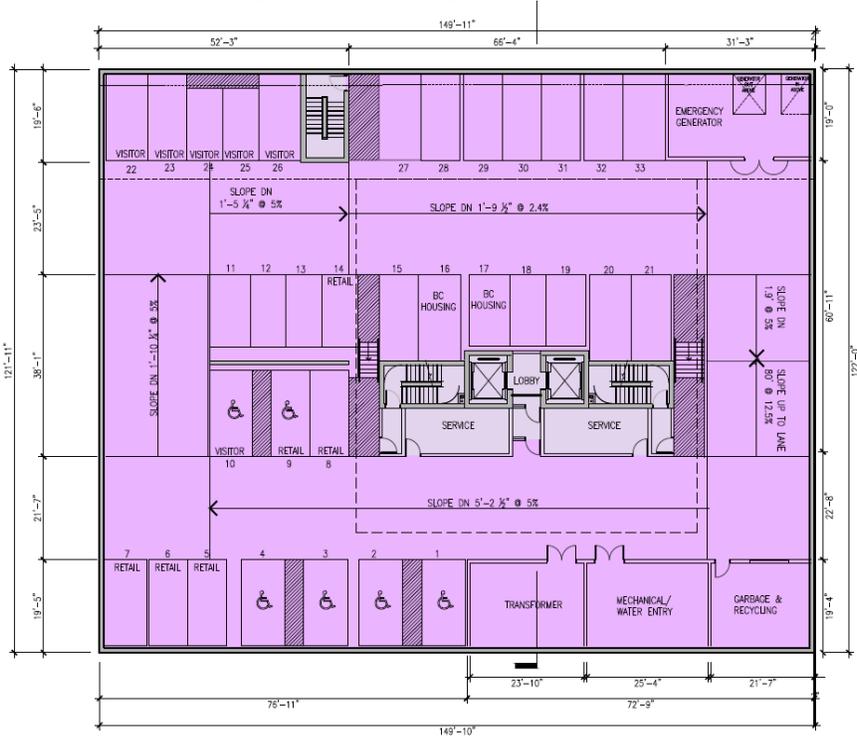




Figure 6: Level 2 Plan



Figure 7: Level 3 Plan

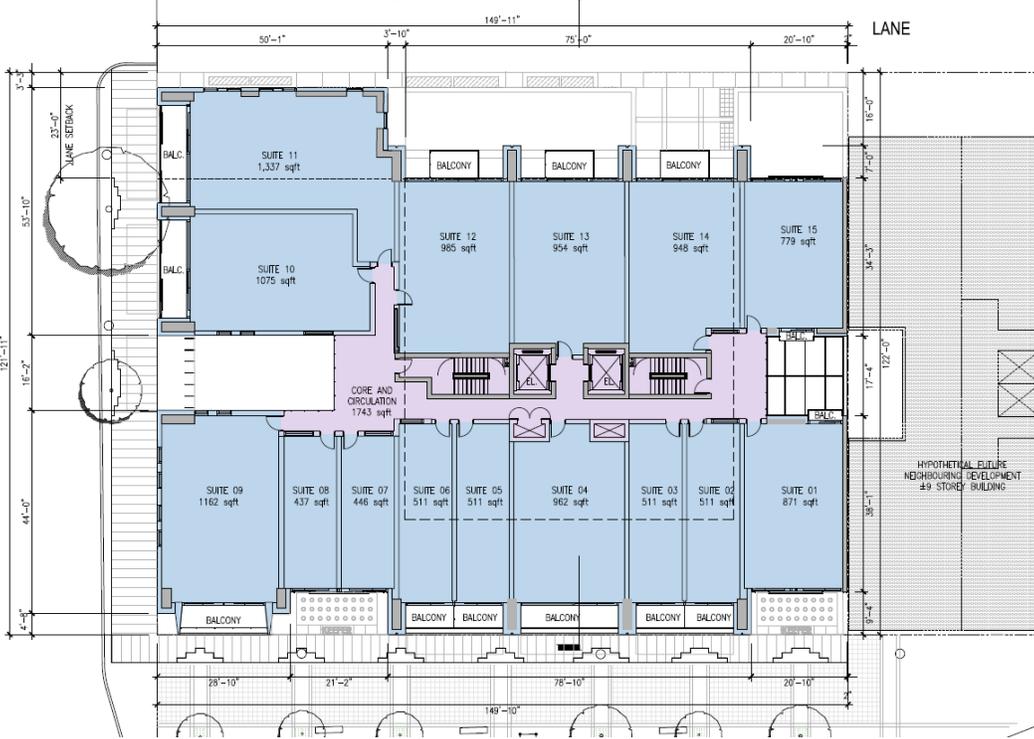


Figure 8: Level 4 and 6 Plan

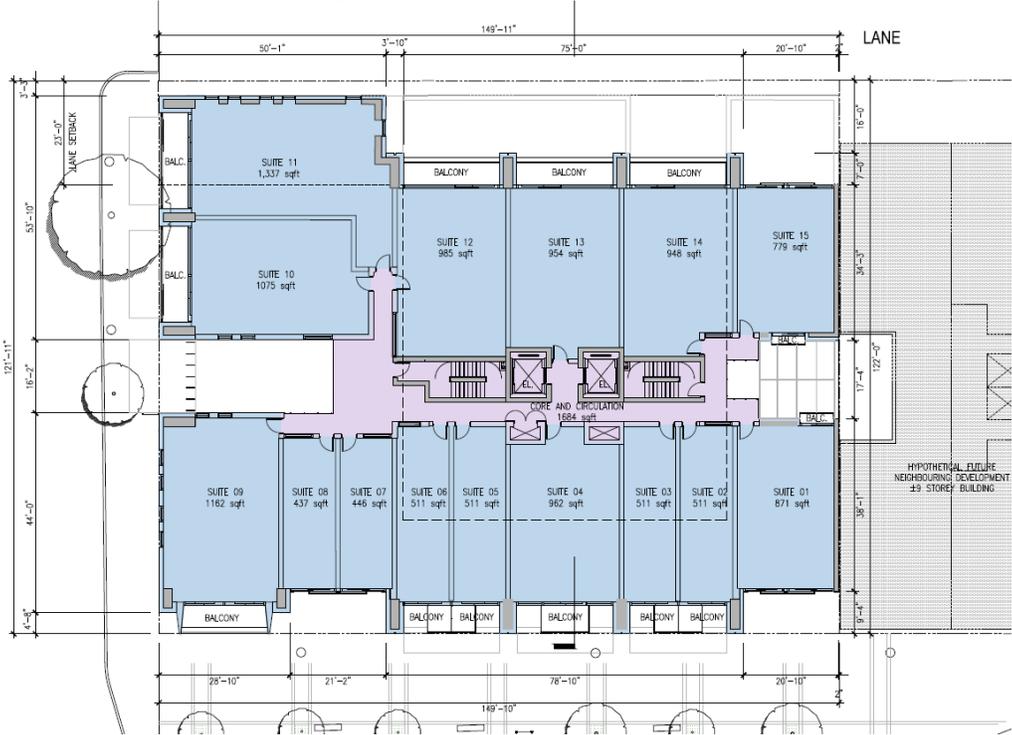


Figure 9: Level 5 Plan

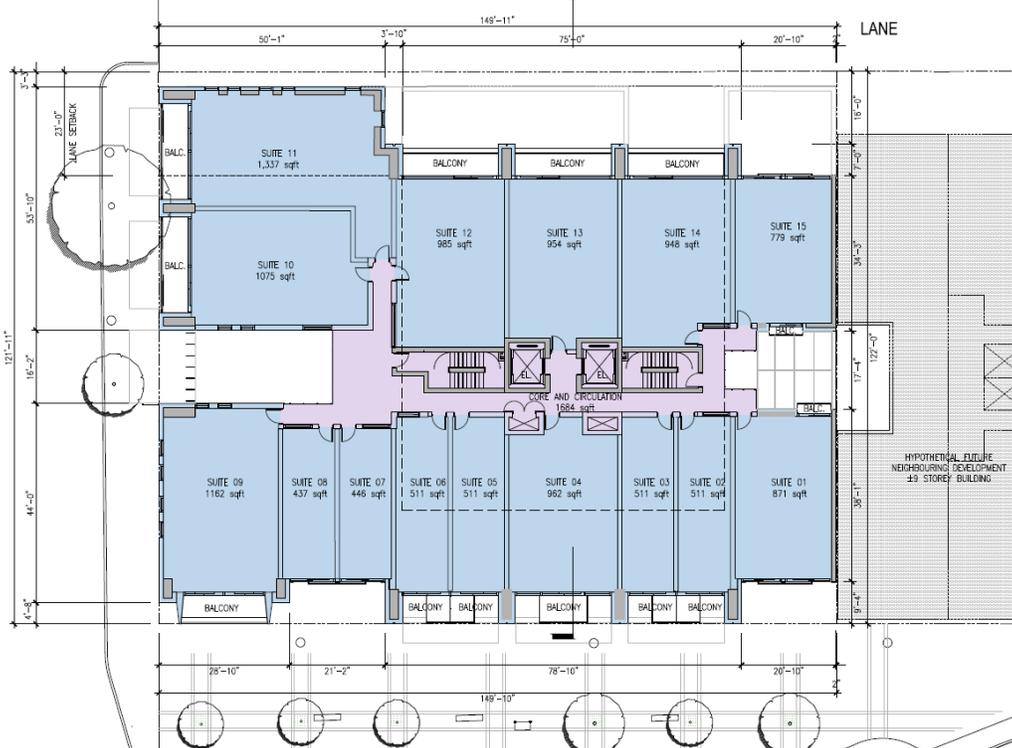


Figure 10: Level 7 Plan

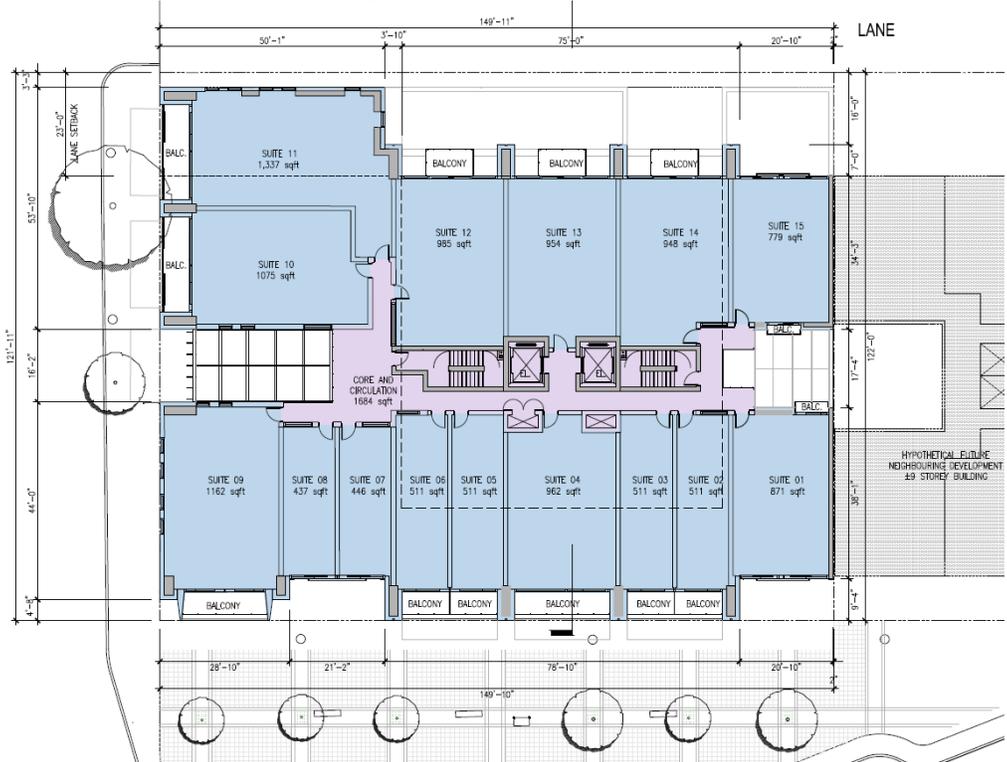


Figure 11: Level 8 Plan

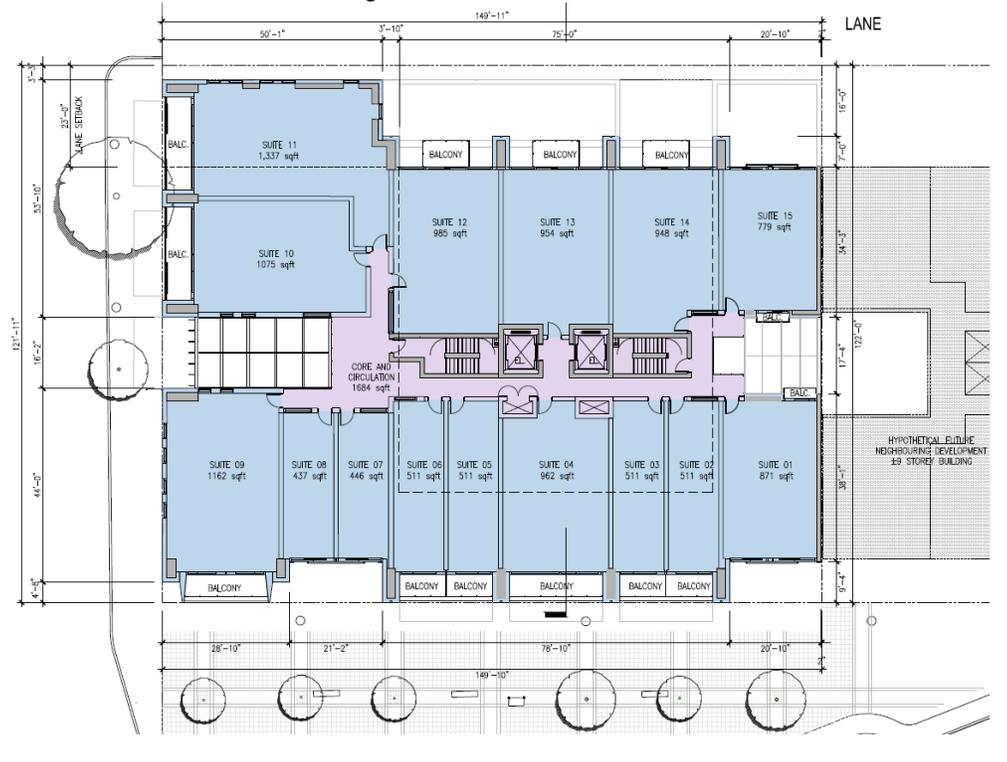


Figure 12: Level 9 Plan

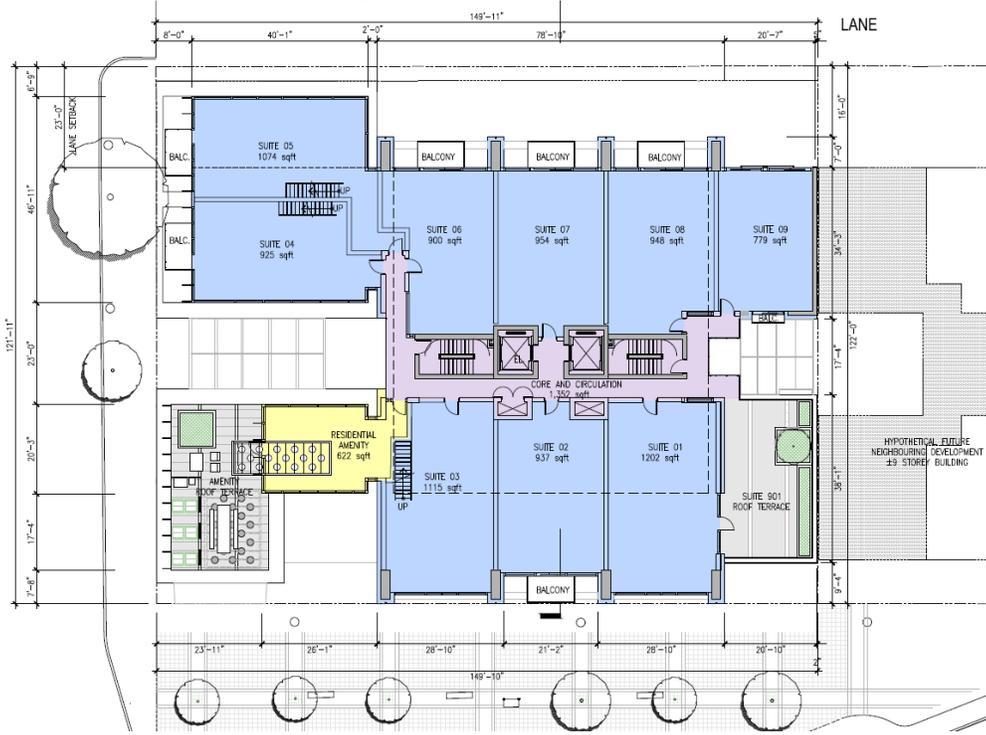


Figure 13: Level 10 Plan

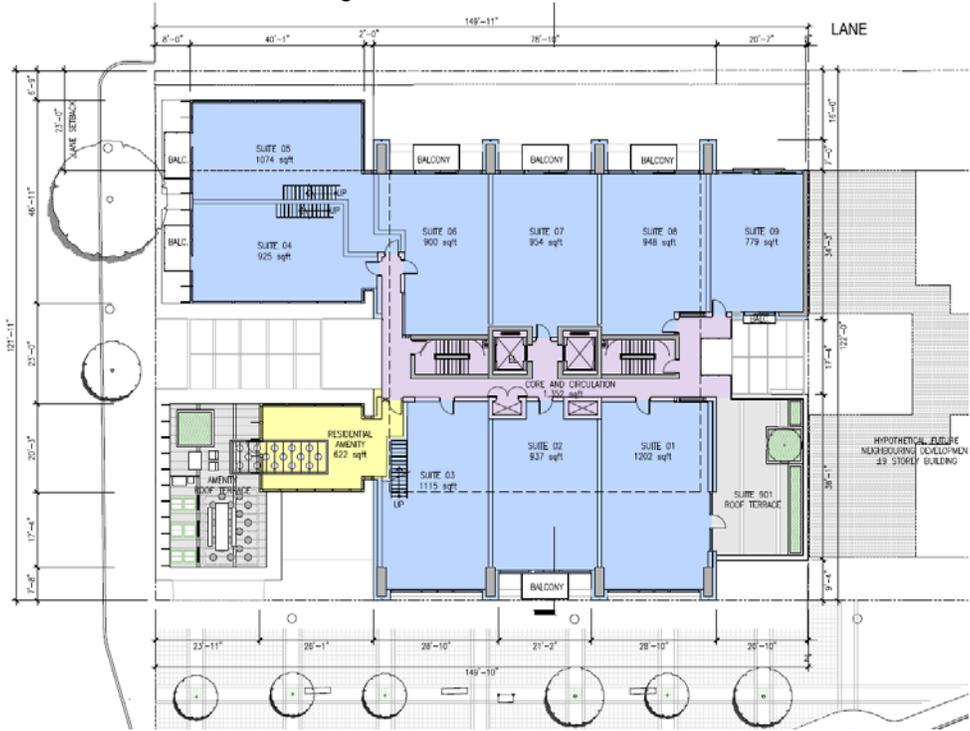


Figure 14: Level 11 Plan

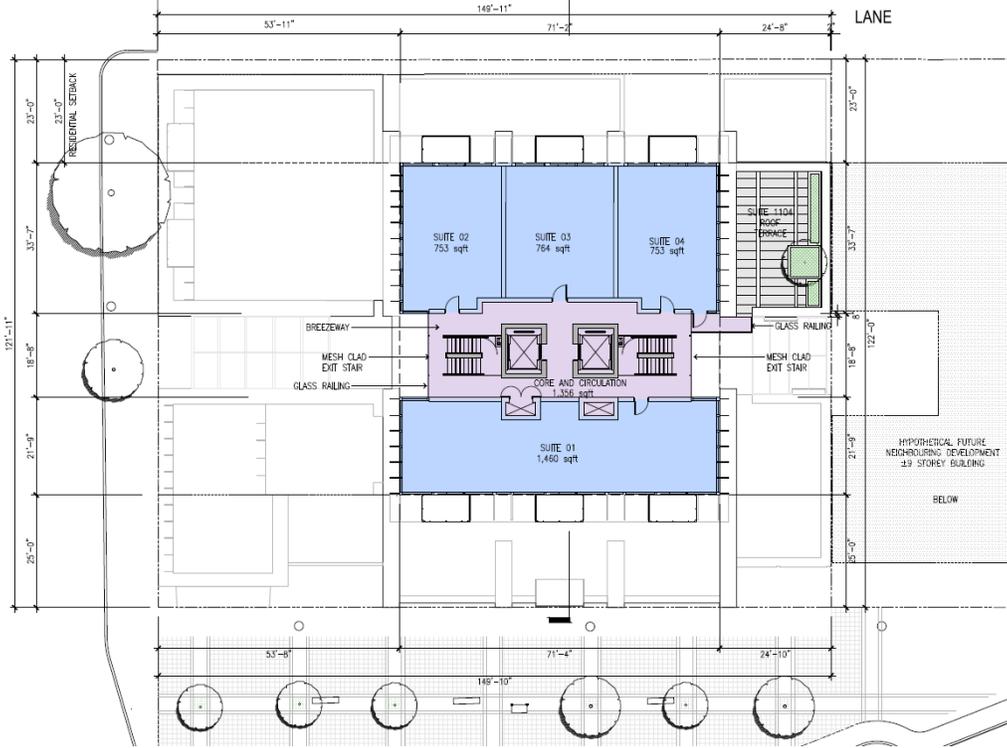


Figure 15: Level 12 Plan

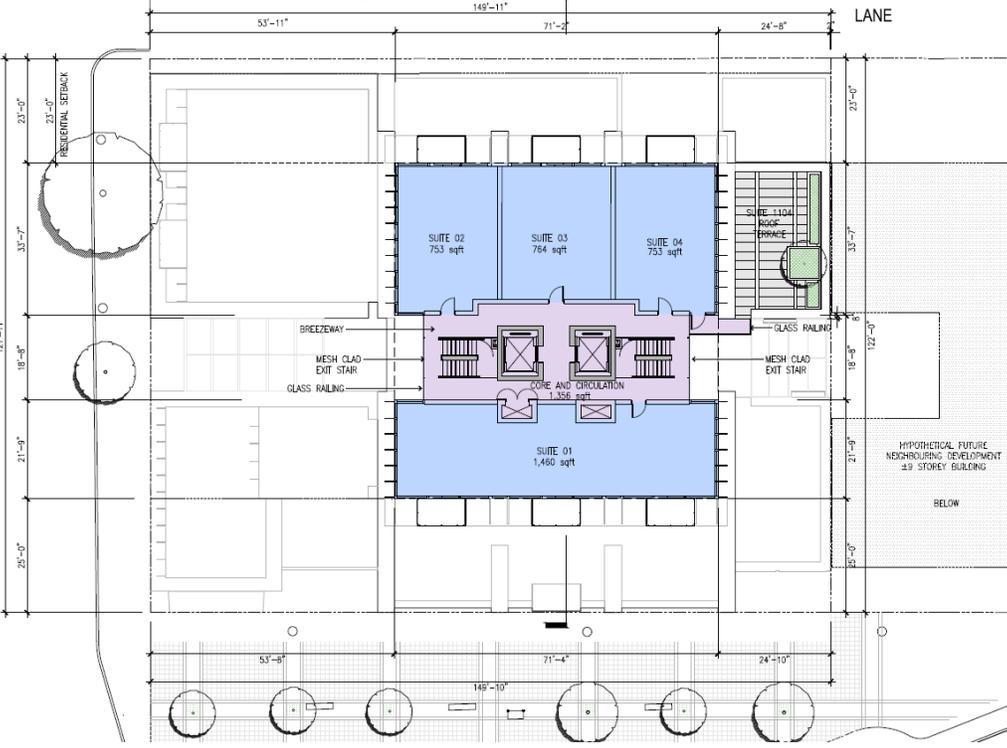


Figure 16: Roof Plan

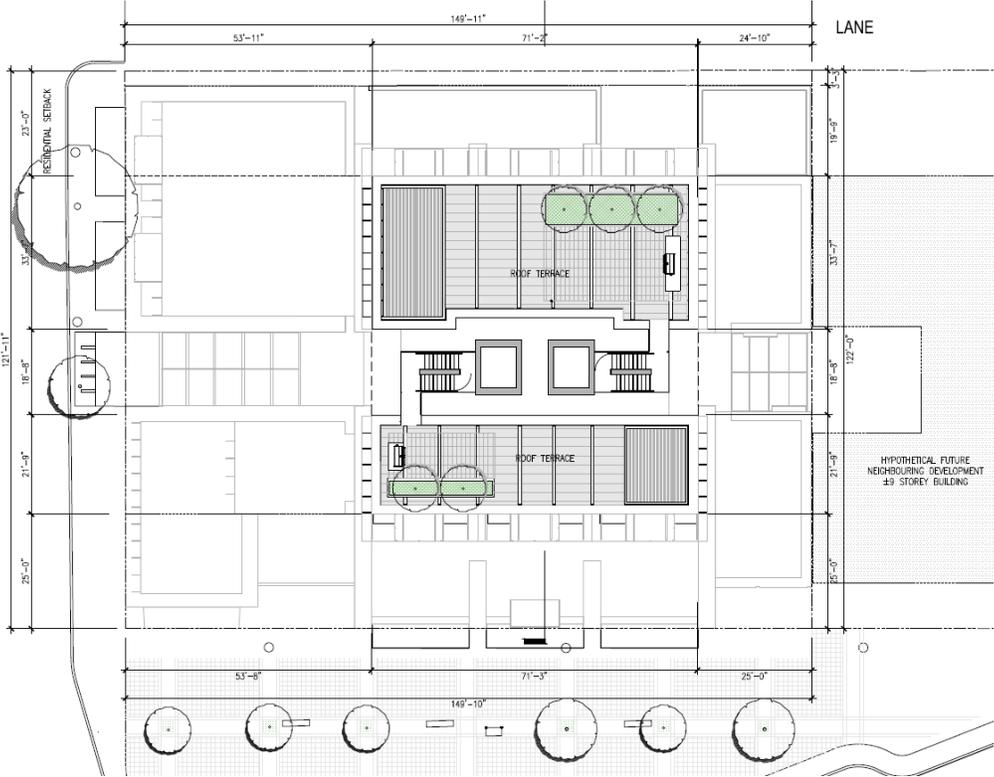


Figure 17: Keefe Street Elevation



Figure 18: Columbia Street Elevation

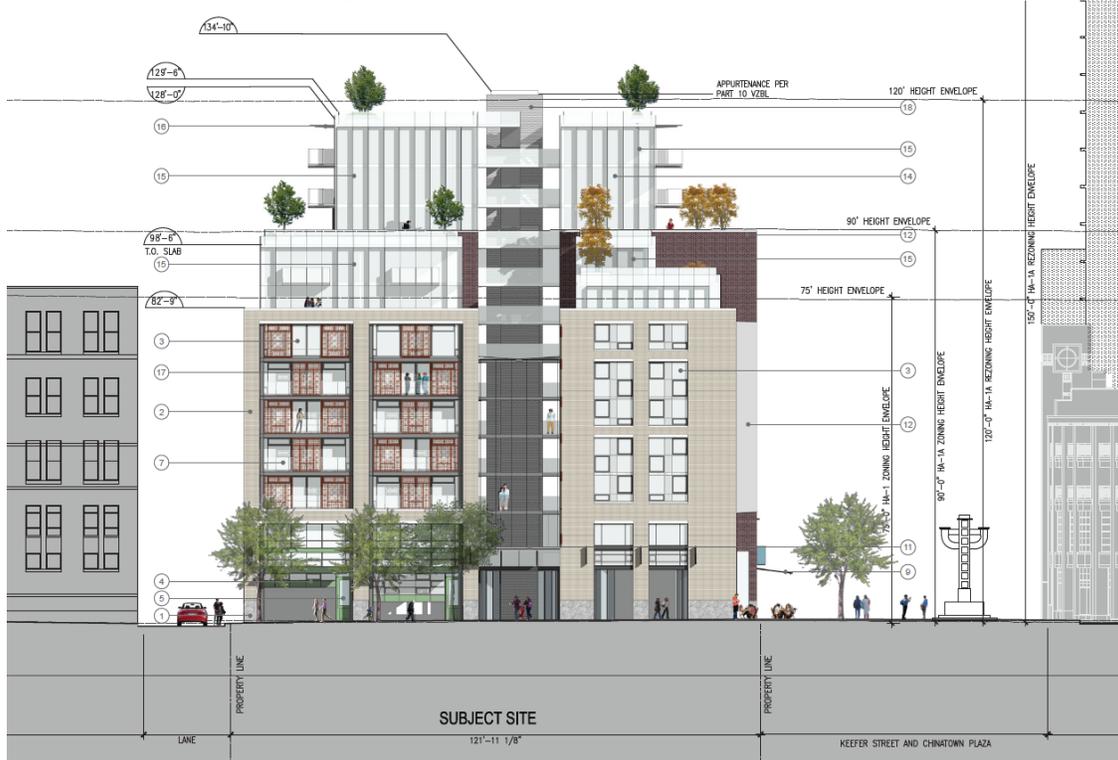


Figure 19: Lane Elevation



Figure 20: East Elevation

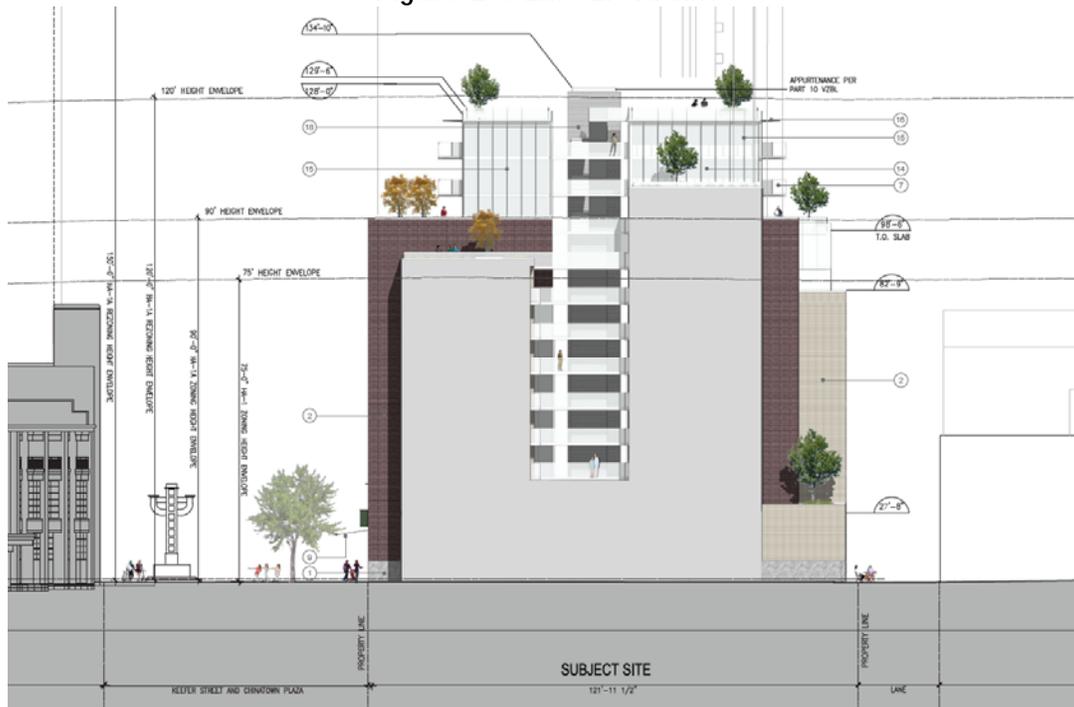


Figure 21: North-South Section

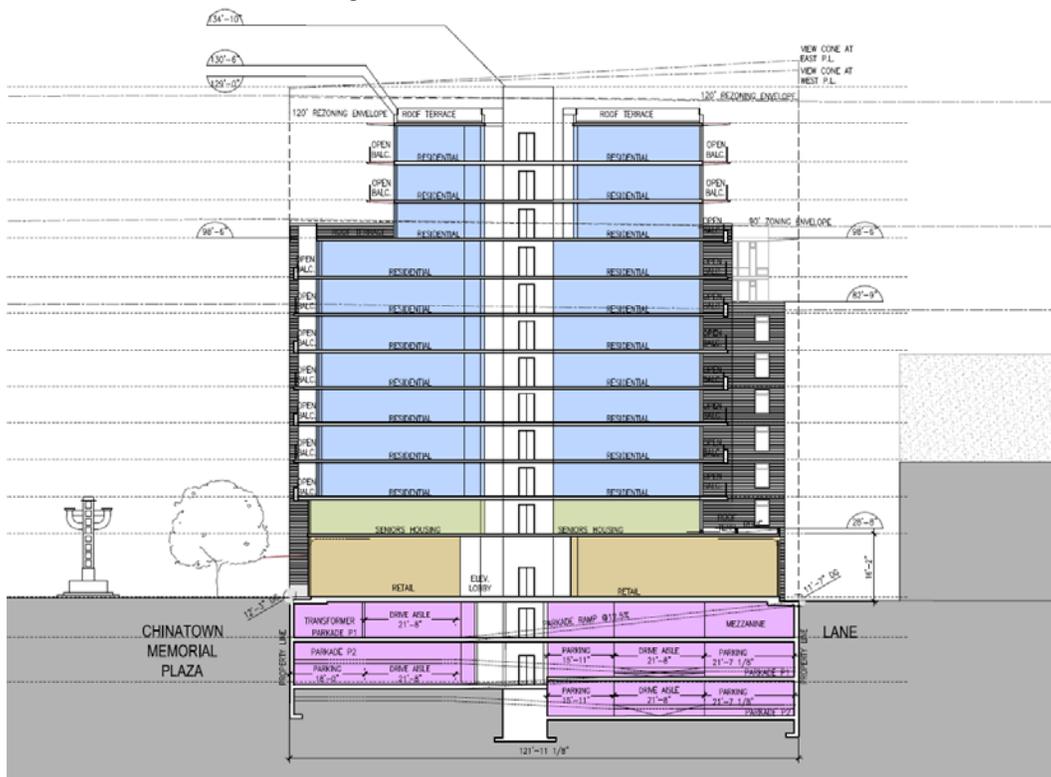
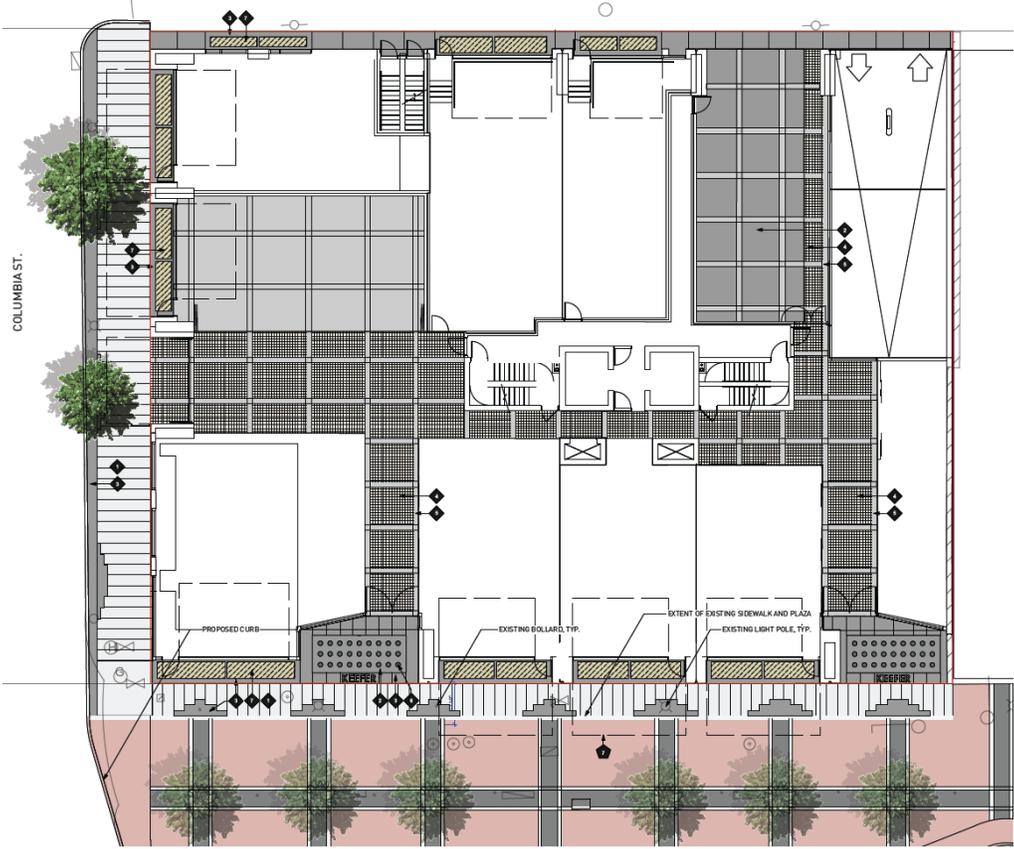


Figure 22: Ground Level Landscape Concept Plan



105 Keefer Street and 544 Columbia Street  
PUBLIC BENEFITS SUMMARY

**Project Summary:**

A 12-storey building with 145 dwelling units (including 25 social housing units) and commercial/retail at grade.

**Public Benefit Summary:**

25 social housing units, which would be purchased by BC Housing at cost.

The project would also result in a public art contribution and a DCL payment.

	Current Zoning	Proposed Zoning
Zoning District	HA-1A	CD-1
FSR (site area = 18,029 sq. ft.)	See Note 1	7.04 FSR
Buildable Floor Space (sq. ft.)	See Note 1	128,718 sq. ft.
Land Use	Cultural and Recreational, Dwelling, Institutional, Manufacturing, Office, Retail, Service, Wholesale	same as left column

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)	
Required*	DCL (City-wide) (\$13.91/sq. ft.)	See Note 1	\$1,634,898	
	Public Art (effective September 30, 2016: \$1.98/sf)	See Note 1	\$232,684	
	20% Social Housing			
Other Public Benefits Offered	Heritage			
	Childcare Facilities	N/A		
	Cultural Facilities			
	Green Transportation/Public Realm			
	Housing (e.g. supportive, seniors)			
	Parks and Public Spaces			
	Social/Community Facilities			
	Unallocated			
	Other (in-kind) Land Improvements			
	<b>TOTAL VALUE OF PUBLIC BENEFITS</b>		<b>See Note 1</b>	<b>\$1,867,582</b>

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

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

Note 1: There is no FSR limit in HA-1A, therefore, buildable floor area and DCL under current zoning cannot be estimated.

105 Keefer Street and 544 Columbia Street  
APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	105 Keefer Street and 544 Columbia Street
Legal Description	105 Keefer Street [PID: 010-650-377, Lot 1, Block A, District Lots 196 and 2037, Plan 7362] and 544 Columbia Street [PID: 010-650-407, Lot 2, Block A, District Lots 196 and 2037, Plan 7362]
Applicant/Architect	Merrick Architecture
Developer/Property Owner	Beedie (Keefer Street) Holdings Ltd.

SITE STATISTICS

Site Area	1,698.0 sq. m (18,278 sq. ft.)
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DEVELOPMENT STATISTICS

	Permitted Under Existing Zoning	Proposed	Recommended (Other Than Proposed)																
Zoning	HA-1A	CD-1	n/a																
Uses	Cultural and Recreational, Dwelling, Institutional, Manufacturing, Office, Retail, Service, Wholesale	Cultural and Recreational, Dwelling, Institutional, Office, Retail, Service	n/a																
Max. Floor Space Ratio (FSR)	No FSR limit	7.04	n/a																
Floor Area	See Note 1	128,718 sq. ft.	n/a																
Maximum Height	27.4 m (90 ft.)	35.1 m (115 ft.)	36.0 m (118 ft.)																
Unit Mix	--	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Studio</td> <td style="text-align: right;">73</td> </tr> <tr> <td>Two-bedroom</td> <td style="text-align: right;">33</td> </tr> <tr> <td>Three-bedroom</td> <td style="text-align: right;">4</td> </tr> <tr> <td style="border-top: 1px solid black;">Total Market</td> <td style="text-align: right; border-top: 1px solid black;">110</td> </tr> <tr> <td>Social housing (studio)</td> <td style="text-align: right;">25</td> </tr> <tr> <td style="border-top: 1px solid black;">Total in the building</td> <td style="text-align: right; border-top: 1px solid black;">135</td> </tr> </table>	Studio	73	Two-bedroom	33	Three-bedroom	4	Total Market	110	Social housing (studio)	25	Total in the building	135	<p>106 market residential units, details of unit mix to be determined at DE stage, but family units are not to be lower than 25% of the total units.</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Social housing (studio)</td> <td style="text-align: right;">25</td> </tr> <tr> <td style="border-top: 1px solid black;">Total in the building</td> <td style="text-align: right; border-top: 1px solid black;">131</td> </tr> </table>	Social housing (studio)	25	Total in the building	131
Studio	73																		
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Total Market	110																		
Social housing (studio)	25																		
Total in the building	135																		
Social housing (studio)	25																		
Total in the building	131																		
Parking Spaces	Per Parking By-law	83																	
Loading	Per Parking By-law	2 Class B Loading	2 Class B Loading 2 Class A Loading																
Bicycle Spaces	Per Parking By-law	191 Class A Spaces 18 Class B Spaces																	

Note 1: There is no FSR limit in HA-1A, therefore, buildable floor area cannot be estimated.