



# RR-2(a)

## POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: January 4, 2010  
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Meeting Date: 2010-01-19

TO: Vancouver City Council

FROM: Director of Planning, in consultation with Director of Housing Policy

SUBJECT: Historic Area Height Review: Conclusion and Recommendations

### *RECOMMENDATION*

- A. THAT Council affirm the importance of the "Historic Area" as defined in the Historic Area Height Review (HAHR), including its distinctive sub-areas, for its social, cultural, economic and built form value contributing to Vancouver's civic identity, and affirm that building height and scale for the Historic Area should generally continue to reinforce the prevailing heritage context, including the existing heritage buildings, fine grain character and generally low to mid-rise development scale.
- B. THAT the appropriate building heights for the Historic Area be generally between 50' to 120' based on respective sub-areas' zoning, design guidelines and rezoning policies, noting the existing maximum building height range is 50'-100'.

AND THAT mid-rise development continues to be the primary form for new developments complementing heritage building rehabilitation in the Historic Area, considering its existing building scale, public realm, smaller lot pattern and the fragmented property ownership pattern.

FURTHER THAT Council direct staff to prepare and report back with amendments to the Zoning and Development By-law, Design Guidelines and the Vancouver Building By-law and related by-laws and policies in order to provide a more supportive regulatory framework to facilitate development on smaller frontages (75' frontage or less) and mid-rise development scale (up to 120' in height) in the Historic Area.

- C. THAT Council endorse a moderate height increase in Chinatown and Downtown Eastside Oppenheimer District Sub-Area 1 (Main and Hastings) to support and enhance existing policy objectives in these sub-areas.

FURTHER THAT Council direct staff to:

- C.1. prepare and report back on the following zoning and policy changes in Chinatown as part of the residential intensification strategy as identified in the Chinatown Community Plan:

- (i) amendments to the HA1 and HA1A District Schedules of the Zoning and Development By-law and Design Guidelines to increase maximum heights:

- HA1: maximum height increase from 50' - 65' to 50'-75'
- HA1A: maximum height increase from 70' to 90'

- (ii) a Rezoning Policy for HA1A with a maximum height up to 120' in order to consider innovative heritage, cultural and affordable housing projects in Chinatown.

- (iii) amendments to the Transfer of Density Policy and Procedure to allow density to be transferred into HA1A.

- C.2. prepare and report back on an interim Rezoning Policy for Downtown Eastside Oppenheimer District Official Development Plan (DEOD ODP) Sub-Area 1 with a maximum height up to 120' in order to consider special opportunities for affordable housing projects before completion of the DEOD ODP Review.

- D. THAT a maximum of three additional higher buildings as 'high points of the pattern' be proposed to provide additional strategic new development with resulting public benefits, within height limits that still reflect the prevailing mid-rise development pattern;

AND THAT for every supported higher building, a significantly higher standard of architectural and urban design excellence will be required;

AND THAT Council endorse that the maximum of three higher buildings above the prevailing height of 50'-120' may be considered with heights generally in the range of 150', having considered urban design and other performance factors including View Corridors Policy, shadowing considerations, compatibility with adjacent heritage building context and provision of public benefits.

FURTHER THAT Council adopt the Draft Urban Design Criteria for Three Higher Buildings in the Historic Area as attached in the Appendix E, and direct staff to prepare and report back with a Rezoning Policy for the Three Higher Buildings in the Historic Area, based on the adopted Criteria.

- E. Subject to the approval of A, B and C1, staff update the Chinatown Community Plan to incorporate the approved changes. (see RTS 6478 "Chinatown Community Plan: summary of Council policies and directions")

#### *GENERAL MANAGER'S COMMENTS*

The General Manager of Community Services recommends approval of the foregoing.

#### *CITY MANAGER'S COMMENTS*

The City Manager recommends approval of the foregoing.

#### *COUNCIL POLICY*

In June 2008, Council through approval of the EcoDensity Initial Actions (Action B1) directed staff to include consideration of additional density and corresponding height in suitable locations in Gastown, Hastings, Chinatown and Victory Square, as part of the "Historic Precinct Height Study".

There are many existing policies in the Historic Area, including the following:

- Downtown Eastside Oppenheimer District Official Development Plan (1982)
- Gastown Heritage Management Plan (2002)
- Chinatown Vision and Chinatown Community Plan (2002/2005)
- Victory Square Concept Plan (2005)
- Downtown Eastside Housing Plan (2005)
- Heritage Building Rehabilitation Program and Transfer of Density Review (2009)

#### *SUMMARY*

The Historic Area presents a coherent and legible urban fabric, and enjoys a diversity of architectural forms, a unique scale of low-to mid-rise developments on smaller frontage lots, and a wide variety of social and cultural activities. It is also a neighbourhood with a rooted community infrastructure for a low-income population. With more than forty years of heritage conservation policies, the Historic Area is now a community of communities. The sub-areas within the Downtown Eastside are more than the designated heritage districts of Gastown and Chinatown; they also include Victory Square and Hastings Street.

However, the Historic Area has undergone recent decline. To address the decline, the planning philosophy of "Revitalization without Displacement" has been the guiding principle behind the City's policy for development and program delivery in the Downtown Eastside over the past ten years. With this guiding principle, policies have also been developed for each of the sub-areas such as Chinatown Vision, Victory Square Policy Plan and the DTES Housing Plan. These policies outline the broader planning issues - other than built form - that affect the social, cultural and economic future of these founding neighbourhoods.

With interest in and pressure for new development and building rehabilitation increasing in the Historic Area, many have asked how development activities in this neighbourhood can be done in a way that benefits the whole community and brings about change that is inclusive, respectful and with a pace that is manageable. There are different views, and new approaches are being tried.

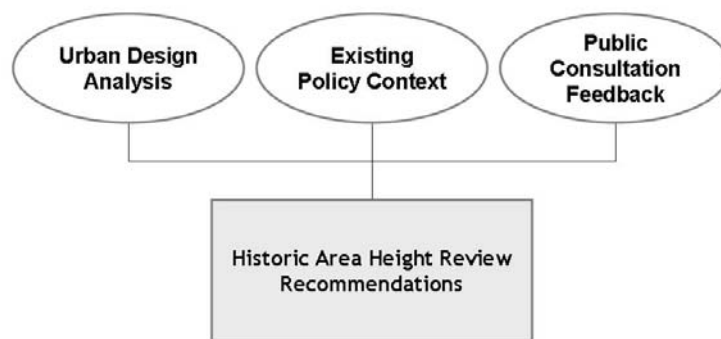
It is with these questions and within the aforementioned complex policy context that Council directed staff to undertake the Historic Area Height Review (HAHR) with the study boundary as identified in Figure 1. In response to Council's direction, staff undertook a detailed technical analysis of urban design, height, density and forms of development in the Historic Area, including input from a number of external consultants.

Throughout Spring 2009 staff undertook an extensive HAHR public consultation process on the HAHR to seek public feedback on the ideas presented for discussion. Specifically, people were asked to comment on the objectives of the study, General Height options, and the concept of Special Sites, including the role, height, and number of taller buildings appropriate for the Historic Area.

Staff heard diverse opinions about approaches to revitalization and development in the Historic Area. The following themes were predominantly voiced, not only within the community but also shared by the City's professional advisory bodies:

- Maintenance of the heritage character and scale of the neighbourhood was the most important objective of the Study;
- Some tolerance for general height increases in certain sub-areas; and
- Overwhelming opposition to tower form development as proposed in the range of 150' - 300', crossing over diverse interest groups and sub-sections of the population.

Informed by the initial public consultation, staff identified further options and evaluated choices based on the urban design context of the overall Historic Area and respective policy contexts and needs in each of the sub-areas. (See diagram below.)



A set of recommendations was finalized and is presented in this report. It is based on following three key conclusions by Planning staff:

- 1) Low to mid-rise development (up to 120' in height) should continue to be the primary form of new development in the Historic Area. Development projects on smaller frontage lots (up to 75' in width) will be facilitated through a supportive regulatory framework. This recommendation is to enhance the existing urban development pattern, character, and scale of the Historic Area.
- 2) Moderate pattern height increases should be permitted in Chinatown and DEOD Sub-Area 1 (Main and Hastings) in order to support and enhance existing or emerging goals and objectives set out in comprehensive policies for those sub-areas.

- 3) Three additional higher buildings as 'high points of the pattern' (not in tower form) can be proposed to provide additional strategic new development opportunities in ways that deliver public benefits within height limits that still reflect the prevailing mid-rise development pattern.

This approach toward growth and change focuses on a long-term outlook for the Historic Area. Preservation of this young city has never been about freezing us in a place in time, but rather always looking to the future in a way that strengthens the things we hold dear.

### ***PURPOSE***

This report presents the conclusion of the Historic Area Height Review and a set of policy recommendations based on Council direction, public feedback and staff analysis.

### ***BACKGROUND***

#### **The Historic Area: Vancouver's Roots**

The Historic Area presents a coherent and legible urban fabric, and enjoys a diversity of architectural forms, a unique scale of low-to mid-rise developments on smaller frontage lots, and a wide variety of social and cultural activities. It is also a neighbourhood with a rooted community infrastructure for a low-income population. With more than forty years of heritage conservation policies, the Historic Area is now a community of communities. The sub-areas within the Downtown Eastside are more than the designated heritage districts of Gastown and Chinatown; they also include Victory Square and Hastings Street.

The Historic Area represents Vancouver's roots - where the City started and the community organized. From the early beginnings of Vancouver as a settlement through to the grass-roots mobilization against the freeway development through Strathcona and Chinatown in the 1970s, this area not only started a grounded advocacy for heritage conservation policies, but also shaped Vancouver's unique civic identity both in terms of urban form and culture.

#### **Revitalization without Displacement: impact of new development**

The Historic Area has undergone decline with similar social and economic challenges as faced by many other north American cities' inner-city neighbourhoods. To address that decline, the planning philosophy of "Revitalization without Displacement" has been the guiding principle behind the City's policy for development and program delivery in the Downtown Eastside over the past ten years (Appendix A: Background: 10 years of revitalization in the DTES). It is an approach that recognizes the issues of gentrification and potential displacement in light of revitalization efforts, emphasises the importance of balancing the pace of improving infrastructure with quality of life, and supports ongoing community engagement in planning processes.

With interest in and pressure for new development and building rehabilitation increasing in the Historic Area, many have asked how development activities in this neighbourhood can be done in a way that benefits the whole community and brings about change that is inclusive and respectful. There are different views, and new approaches are being tried.

Some believe the only way is to use inclusionary zoning for social housing, such as the 20% social housing requirement for all projects in the Downtown Eastside Oppenheimer District (DEOD). Some advocate for residential intensification to bring 'body heat' to a

neighbourhood like Chinatown, where traditional shop-house buildings with residents living above storefronts contribute to the vibrancy of the neighbourhood. Implementation of innovative projects and programs like Woodward's and the Heritage Building Rehabilitation Program (HBRP) are now raising more questions: when it comes to development issues, should they be the 'model' to be repeated or a unique 'catalyst' to change, not to be replicated, as initially intended?

### The Historic Area Height Review (HAHR)

It is with these questions and many people's varying responses that Council directed staff to undertake the Historic Area Height Review with the specific Council direction and study boundary as identified in Figure 1. In response to Council's direction, staff undertook a detailed technical analysis of urban design, height, density and forms of development in the Historic Area, including input from a number of external consultants.

The Council Direction was worded as follows:

*Staff be directed to include consideration of policies for additional density and corresponding height in suitable locations in Gastown, Hastings, Chinatown and Victory Square, as part of the Historic Precinct Height Study. The intent of this direction is to support heritage conservation projects, to provide replacement low-income housing, and/or to support other public benefits and amenities. Suitable, carefully considered locations, densities and heights will be determined through careful analysis and extensive public consultation to ensure the appropriate scale in the historic areas is maintained, while also being consistent with the City's housing objective for the area. - EcoDensity Initial Action B-1 (June 2008)*

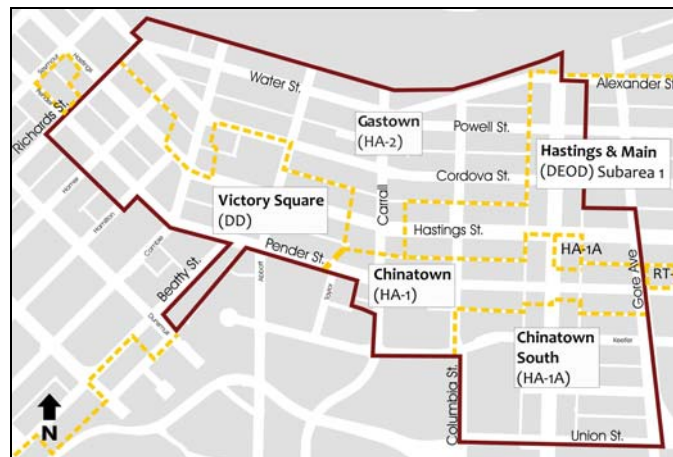


Figure1: Historic Area Height Review Council Direction and Study Boundary

The following objectives have guided the HAHR and informed the policy recommendations in this report:

- To provide direction for growth and development in the Historic Area;
- To maintain the Historic Area's character and general building scale; and
- To ensure that any development potential resulting from this Review generates opportunities for public benefits and amenities for this Area.

In order to initiate and frame a discussion for public consultation on the concept of additional height and density, staff prepared and presented the following concepts:

- Maintain maximum height limits in current zoning regulations (*General Height - Option 1*)
- Allow a moderate increase in height through rezoning (*General Height - Option 2*)
- Consider possible roles and heights for taller buildings (*Special Sites*)

These options were developed based on a simple concept of “pattern and punctuation” to accommodate additional height and density: pattern referring to general building heights in low to mid-rise forms, and strategic punctuation points expressed through taller buildings in tower forms referred to as ‘Special Sites’. This urban design rationale is based on the understanding that low to mid-rise is the primary form of development in the Historic Area, which complement and enhance the large heritage building stock, and that the tall towers, if carefully placed, may have limited impact on the overall fabric yet provide additional opportunities for proposed projects through much needed public benefits.

### Existing Context: Historic Area and the Sub-Areas

In addition to the above-mentioned concepts of height and density presented for public consultation, Staff also reviewed the existing context of the overall Historic Area and its distinctive sub-areas, including existing policy intents and current development activities. The following section outlines the analysis of the existing context.

#### The Historic Area

The Historic Area is made up of five distinct neighbourhoods or sub-areas. There are two major corridors, Main Street and Hastings Street, connecting the Historic Area to the rest of the City. Public spaces in the area include Pigeon Park, Victory Square and Dr. Sun Yat-Sen Garden and Park. They all have a very urban character, and are used by residents for community celebrations. There are also three large parks nearby: Andy Livingstone Park, CRAB Park and Oppenheimer Park. The Historic Area has Burrard Inlet and the Port to the north, and modern high-rise development to the south and west for views, natural setting, and surroundings.

The predominant building form in the Historic Area is rectilinear in shape, reflecting the economic, social and architectural character of early Vancouver. Most buildings were constructed between 1886 and 1920. Hence, there is a high concentration of designated heritage buildings. An intricate alleyway and courtyard system also contributes to the urban development pattern that promotes more pedestrian-oriented activities in the Historic Area.

Varied low to mid-rise (2-7 storey) buildings create a ‘sawtooth’ streetwall pattern with few taller buildings. Most of the building lots are 25’ to 33’ wide by 120’ deep. It is a reasonably dense urban area with an average Floor Space Ratio of 3.4. The following table shows the percentage of heritage buildings in each of the sub-areas, including average building height and density (FSR).

**Table 1: Existing Building Stock in Historic Area sub-areas**

Sub-Area	Zoning	% of sites are heritage (VHR*)	Average building height	Average density	Current Zoning max height
Gastown	HA2	70% (of 150 sites)	3-4 storeys	4.2 FSR	75’
Victory Square	DD: Subarea C2	47% (of 100 sites)	3-4 storeys	3.4 FSR	70’-100’ (5 FSR)
Chinatown	HA1	33% (of 69 sites)	2-3 storeys	2.5 FSR	50’-65’
	HA1A	12% (of 84 sites)	2-3 storeys	2.1 FSR	70’-90’
Main & Hastings	DEOD: Subarea 1	30% (of 79 sites)	2-3 storeys	2.8 FSR	98’ (5 FSR)

\* VHR: Vancouver Heritage Register (protected heritage buildings)

There is significant capacity for new development under existing zoning in the Historic Area. Based on an analysis of potential redevelopment sites considered ‘likely to redevelop’ in the next 20-40 years, the area could accommodate a 28% increase in floor area (from 12.1 million

ft<sup>2</sup> to 15.4 million ft<sup>2</sup>) under current maximum allowable height and density. The population could increase to more than two times the existing population: from 8,000 people now to approximately 16,600. However, the combination of lot patterns, existing buildings and fragmented property ownership does pose a unique challenge to redevelopment in this Area.

#### Gastown (HA2)

Gastown is a designated heritage area. It is the old Granville Townsite, the origin from where Vancouver has developed. Gastown now has multiple roles in the city: heritage, tourism, housing, and entertainment. Its heritage designation means that special approval is required for exterior alterations or demolitions. It can be costly to maintain and upgrade heritage buildings, which is why the City introduced the Heritage Buildings Rehabilitation and Façade Rehabilitation Programs (HBRP and HFRP) in 2003.

The HBRP was a five-year (2003-2008) program of incentives to encourage the full upgrading of heritage buildings to ensure their long-term conservation while stimulating economic development in the DTES Historic Area, including Gastown, Chinatown, Victory Square and Hastings Corridor. This program was very successful in its implementation, resulting in many rehabilitated heritage buildings that have contributed to the recent positive changes in the neighbourhood, especially in Gastown.

However, increasing numbers of projects seeking density transfer and incentives for support have contributed to density bank challenges. As outlined in the report to Council in July 2009 on Transfer of Density Program and HBRP (RTS 7128), a series of actions have been approved by Council to bring a healthy balance back to the density bank. Council also approved the continuation of Heritage Façade Rehabilitation Program for three more years (2009-2011).

In addition to heritage rehabilitation projects, new development projects are also underway. For example, the 'Smart' development at 168 Powell Street is a new construction project with a height of 75' and FSR of 5.5. It is a successful mid-rise form development that integrates well in the heritage area. However, concerns were raised by low-income community organisations because no on-site public benefits were provided.

#### Chinatown (HA1 and HA1A)

Vancouver's Chinatown is one of the last remaining, large historic Chinatowns in North America. It is a distinctive market providing specialty Asian goods and services, as well as an important cultural and tourist destination.

In 2002, Council approved the Chinatown Vision after a comprehensive public process conducted by the City and the Vancouver Chinatown Revitalization Committee. The Vision proposed an economic development strategy for the area that focused on heritage conservation, recognition of the area's history, public realm improvements, improved transportation and linkage to nearby neighbourhoods, and a diversified retail mix.

In 2005, Council approved the development of a Chinatown Community Plan with a 3-year Actions Plan, based on the direction identified in the Chinatown Vision. The Chinatown Community Plan is action-oriented, with many policies and actions incrementally approved by Council and implemented since 2005. With most of the 3-year Action Plan completed, staff have prepared the "Chinatown Community Plan: summary of Council policies and directions" as a companion to this report (RTS 6478).



Chinatown has seen increased development interest since 2005. There are a wide range of project types, including market and non-market housing, new commercial uses, proposals on both smaller frontage lots and larger consolidated lots. Most recent market projects in HA1A have been approved at heights of 90' (current maximum discretionary height).

There have also been a number of heritage conservation projects, most of which are in HA1. With implementation of the Society Heritage Buildings Strategy, there is increasing interest from family associations and benevolent societies to start small scale building improvements and explore partnerships for full heritage building rehabilitation projects. In addition, the application for the National Historic Site Designation of Chinatown's HA1 Area was submitted to the Historic Sites and Monuments Board of Canada in March 2009.

#### Victory Square (DD ODP)

Victory Square is a transition area between the Downtown Eastside Oppenheimer District (DEOD) and the downtown core, as evidenced in the mix of land uses: retail, social housing, Single Room Occupancy hotels (SROs), condominiums, offices and educational institutions. Almost half of the building stock (47%) is on the Heritage Register. The buildings are generally low to mid-rise scale.

The recently adopted Victory Square Policy Plan (2005) seeks to balance objectives of low-income and market housing, sensitive urban design, business revitalization, preservation of the area's heritage character, and fostering arts and culture. The Plan encourages residential development by focusing on the area's scale, character and heritage buildings and emphasizing reuse and infill. Height and density bonuses are provided for development of low-income housing in the area.

Development activities in and around Victory Square have increased. The Woodward's development is near completion and many nearby heritage buildings are being renovated or fully upgraded, some with support from HBRP incentives and others privately initiated and sponsored. The Hastings Street Renaissance Program that aims to upgrade existing buildings and fill vacant storefronts has also successfully opened up six buildings filled with new programs and activities.

#### Main and Hastings (DEOD Sub-Area 1)

The Downtown Eastside-Oppenheimer District (DEOD) - often referred to as the heart of the city - is a small inner-city neighbourhood surrounding Oppenheimer Park, including Hastings Street corridor from Carrall Street to Gore Avenue. Throughout its history, the DEOD has been a predominantly low-income blue-collar community. Originally settled by marginalized ethnic communities and a working-class population, the area continues to play a key role in celebrating multiculturalism in the city, as well as providing the primary stock of lowest cost housing in the city and the region.

The policy intent for Sub-Area 1 of the DEOD is to further establish this area's importance as a gateway into the Downtown core, as well as a high-density, mixed commercial and residential area. There is also policy direction to support development of social housing in this area with inclusionary zoning requiring 20% social housing for any projects with a density of more than 1 FSR. Current maximum building height for this zone is 98' with maximum density of 5 FSR.

A review of the DEOD Official Development Plan will be underway next year. Part of the scope of that review will be to ensure that affordable housing objectives for the area can be

achieved. There is an ongoing discussion about the need to develop a comprehensive DTES Community Strategy as a context for the DEOD ODP Review.

## ***DISCUSSION***

### **The HAHR: Public Consultation Process**

Throughout April and May 2009 staff undertook an extensive HAHR public consultation process on the HAHR to seek public feedback on the ideas presented for discussion. Specifically, people were asked to comment on the objectives of the study, General Height options, and the concept of Special Sites, including the role, height, and number of taller buildings appropriate for the Historic Area.

A variety of materials were developed to support the HAHR's public consultation process, including PowerPoint presentations, display boards, visualization tools (3D modelling, hand rendering), and a website. In partnership with UBC School of Architecture, a physical model for the study area was also built and displayed at open houses to assist the public's understanding of scale and massing. Detailed information on the ideas presented for discussion can be found online at <http://vancouver.ca/hahr>.

The consultation process included meetings with City advisory bodies, community committees and groups, as well as public workshops and open houses. Staff also presented and discussed the HAHR at over 15 meetings of City advisory bodies and community groups, one town hall discussion at Carnegie Community Centre, three public workshops, and two open houses. There was also specific outreach to the Chinatown community and a community organisation representing the low-income population. Approximately 250 participants representing a mix of people that live and work in the Downtown Eastside and elsewhere in Vancouver attended the workshops and open houses. A detailed summary of the public consultation meetings is attached as Appendix B.

### **The HAHR: Public Feedback Highlights**

The consultation process resulted in ongoing passionate discussions. The heritage community stressed the importance of maintaining an overall coherent fabric in the Historic Area, including the conservation of heritage buildings and the generally low to mid-rise form and scale of development. They also expressed strong concerns about the concept of towers as presented in the Review.

The low-income population, as highlighted at the Carnegie town hall meeting moderated by the Downtown Eastside Residents Association (DERA), questioned the HAHR's relevance to the future of the DTES. They expressed strong concerns about the use of market residential developments to leverage public benefits and the impacts those developments would have on their community. This discussion resulted in the Carnegie Community Action Project opposing any increase in heights in the Historic Area prior to the completion of a local area plan that reflects the values and needs of the low-income population throughout the DTES.

A major issue in the Chinese community focussed on the concept of the Chinese Cultural Centre as a 'Special Site'. The notion of a taller building at this location was very controversial and led to significant media coverage about height in Chinatown. While there were different views about special sites, after many debates, general consensus was reached in Chinatown to allow moderate height increases as part of the residential intensification strategy to revitalize the neighbourhood.

While the options for moderate increases in heights garnered varied responses from the public and various committees, the option to include 'special sites' or taller buildings (over 150') was much more definitive. Over two-thirds of all respondents stated that an acceptable number of taller buildings in the historic area was zero. This view was widely shared by community groups and Council advisory bodies.

The reluctance to accept the concept was due to the lack of clarity around impacts and amenities. Some suggested that a post-occupancy evaluation of the social and economic impacts and benefits of the Woodward's development was needed prior to contemplating any additional towers in the Area. Many were unwilling to accept tower forms of development in the Historic Area and were concerned about potential shadowing on public spaces and heritage buildings.

Another common concern was raised around the land use and demographic composition of these new buildings and their associated impacts on the current community. There was some interest in the concept for wholly commercial buildings, but general resistance against condominium towers, the fear being that this type of development would be divisive for the community and would out-price affordable housing for the low-income population.

Although the opposition to tower form development in the Historic Area was strong, a great deal of informative qualitative feedback about the role of higher buildings and the definition of Special Sites was provided through the consultation.

Staff heard diverse opinions about approaches to revitalization and development in the Historic Area. The following themes were predominantly voiced, not only within the community but also shared by the City's professional advisory bodies:

- Maintenance of the heritage character and scale of the neighbourhood was the most important objective of the Study;
- Some tolerance for general height increases in certain sub-areas; and,
- Overwhelming opposition to tower form development as proposed in the range of 150'-300', crossing over diverse interest groups and sub-sections of the population.

One advisory group, the Urban Development Institute (UDI) did not share these conclusions, especially regarding tower form development. UDI urges the City to focus heritage retention on the core historic blocks of Water and Pender Streets, and to allow more flexibility in height and density in the rest of the Historic Area, including tower form development with less restrictive height limits. They believe that further increased densification through height will be an important catalyst for much needed economic development in the area.

A summary of the Public Feedback as well as letters and position papers sent to Staff on this Review are attached in the Appendix B and C.

### **Analysis and Recommendations**

Informed by the initial public consultation, staff identified further options and evaluated choices based on the urban design context of the overall Historic Area and respective policy contexts and needs in each of the sub-areas, as described in the Background section. The following outlines the HAHR conclusion and recommendations organized into three themes:

- 1) Maintenance of Heritage Character and Scale of the Neighbourhood

- 2) Height in Specific Sub-Areas
- 3) Higher Buildings in Historic Area

### **1. Maintenance of Heritage Character and Scale of the Neighbourhood**

Low- to mid-rise development has been the main form of development in the Historic Area, accommodating a variety of building prototypes, lot sizes, land uses and handling tight adjacency issues.

In order to understand project viability for low to mid-rise new development on smaller frontage lots, staff analysed a range of building prototypes developed by architectural consultants for the City. Land economics consultants then evaluated these prototypes, testing the economic performance of scenarios with varying frontages and building heights utilizing either double-loaded corridor or courtyard design. This testing was also based on conventional real estate development proforma and current real estate market conditions.

Concurrently, in June 2009, the City introduced changes to its parking policies and Parking By-law. Parking requirements for new developments have been reduced for the Historic Area. New tools have been introduced to increase flexibility and encourage sustainable transportation, including options for residential parking to be provided through Payment in Lieu or the car share program. These new provisions should improve the economic viability of mid-rise developments, particularly on small lots where there are significant site constraints to providing on-site parking.

With the above urban design analysis and changes to the parking provisions, staff conclude that low to mid-rise development can and should remain the primary form of new development in the Historic Area to complement the ongoing efforts of heritage building rehabilitation. This form of development is flexible to add floor area and the project viability improves as the neighbourhood improves over time. A number of new mid-rise development projects have recently been completed, as described in Appendix D.

Recommendation B confirms the appropriate maximum building heights for the Historic Area to be between 50' to 120', reflecting the low to mid-rise development form with some modest height increases.

In addition, Recommendation B also calls for staff to prepare and report back with amendments to the Zoning and Development By-law, Design Guidelines, Vancouver Building By-law and related by-laws and policies in order to provide a more supportive regulatory framework to facilitate smaller frontages (75' frontage or less) and the mid-rise development scale (up to 120' in height).

### **2. Heights in Specific Sub-Areas**

Options for moderate height increases were analyzed for the five sub-areas of the Historic Area. The feedback forms were designed to allow individuals to provide comments on each individual sub-area. The following section summarises the staff analysis informed by the public feedback and recommendations by sub-area.

#### **1) Gastown (Zoning: HA2)**

As a National Historic Site, about 70% of sites in Gastown are heritage buildings, many of them are undergoing rehabilitation. Existing zoning and policy in Gastown promotes heritage conservation. With the ongoing positive changes taking place in this sub-area, staff

recommend that Gastown maintains its maximum height limits (i.e. up to 75') and that Gastown Heritage Management Plan continues to guide change in the sub-area.

## **2) Chinatown (Zoning: HA1 and HA1A)**

Residential intensification is a Council-adopted direction for revitalization in Chinatown. New residents in the area will create an increased demand for local commercial services, thereby increasing new business opportunities and filling vacant storefronts. The HAHR process reaffirmed community support for that direction. Throughout the Chinatown planning process, including the most recent HAHR discussions, the community has shown its preference for a residential intensification strategy that focuses on the following:

- better utilizing current building stock, including heritage buildings;
- encouraging developments that respond to existing urban development pattern of smaller frontage lots and low to mid-rise scale;
- ensuring larger projects on consolidated lots integrate well with the prevailing scale and fabric of the neighbourhood; and,
- allowing density transfers within Chinatown so larger development projects can have the option to assist heritage building rehabilitation projects in Chinatown.

Recommendations B and C1 call for zoning and policy changes to provide a supportive regulatory framework for Chinatown residential intensification, including:

- Facilitating small frontage and low to mid-rise scale new development;
- Increasing maximum heights in both zones of Chinatown;
  - HA1: increase maximum discretionary height from 65' to 75'
  - HA1A: increase maximum height from 70' to 90' and introduce a rezoning policy with a maximum height up to 120' to consider innovative heritage, culture and affordable housing projects in Chinatown;
- Amend Design Guidelines to reflect the increased maximum heights;
- Amending Transfer of Density Policy and Procedure to allow density to be transferred into HA1A.

This set of policies will complement the Society Heritage Buildings Strategy and the recently approved Chinatown Active Storefront Program that aims to address under-utilized building stock issues. It will complete a comprehensive Residential Intensification Strategy for Chinatown.

Subject to Council approval of the recommended policy changes in Recommendations A, B and C1, staff will report back and update the Chinatown Community Plan (see RTS 6478) to incorporate the changes.

## **3) Victory Square (Zoning: DD ODP)**

Existing policy in the Victory Square Policy Plan (Chapter 2: Land Use, Height and Density: policy 2.5) allows for the consideration of market developments through CD-1 rezonings or Heritage Revitalization Agreements with densities above 5.0 FSR (overall) or 3.0 FSR (residential) and heights above 70' on a case-by-case basis. Proposed developments must meet the area's urban design objectives and provide public benefits in the form of low-income housing, SRA retention and/or on-site heritage retention.

Staff recommend careful continued monitoring of developments in this area, while maintaining Victory Square's existing maximum height of 70' with a possibility of relaxation up to 100' under provisions stipulated in existing policies.

#### **4) Main and Hastings (Zoning: DEOD Sub-Area1)**

The urban design analysis of the HAGR has concluded that Main and Hastings (DEOD Sub-Area 1) is an area which can accommodate height up to 120' while maintaining its general character and scale. The maximum building height under current zoning is 98'.

Currently there are several potential projects that present special opportunities to learn about innovative methods for delivering affordable housing units - with a range of financing, partnership, and delivery models - at a time when senior levels of government are not providing comprehensive social housing programs. Apart from traditional social and supportive housing which has been the norm in this neighbourhood, new models might include provision for affordable rental, affordable home ownership or opportunities to take advantage of current rental supplement programs.

The critical policy issue for DEOD Sub-Area 1 is whether or not to take advantage of potential innovative project opportunities in advance of the area-wide DEOD ODP review.

Given the innovation and learning potential with projects that aim to secure affordable housing stock in the area and that a height increase can secure additional social housing within the existing inclusionary zoning policy, Recommendation C2 calls for staff to prepare and report back on an interim rezoning policy for DEOD Sub-Area 1 with a maximum height up to 120' in order to consider special opportunities for affordable housing projects before completion of the DEOD ODP Review.

### **3. Higher Buildings in the Historic Area**

Higher buildings stand out more prominently in a city, and are often located at activity nodes or other focal points. If well-placed and with the right scale, they can enhance the skyline and fabric of an inner-city neighbourhood. Higher buildings can also help with neighbourhood orientation by defining important sites or other features in the area's urban structure.

In the Historic Area, some buildings built before the current zoning was adopted or rezoned to allow for extra height and density are taller than zoning regulations currently allow. There are three existing higher buildings in the Historic Area:

- Dominion (207 W Hastings): with height of 170' (14 storeys) / commercial use
- Sun Tower (100 W Pender): with height of 270' (17 storeys) / commercial use
- Woodward's (100 W Hastings): mixed use of residential, commercial, institutional
  - Abbott Tower with height of 400' (40 storeys)
  - Cordova Tower with height of 315' (31 storeys)

Broad-based public feedback - that staff ultimately agreed with - led staff to explore and analyse alternatives to taller tower forms. Staff undertook further urban design analysis of higher buildings (not in tower form and not as high as previously proposed for public discussion) based on the Council direction to seek strategic new development capacity to deliver additional public benefits and the qualitative feedback from the public about Special Sites. The following principles guided that analysis:

- Higher buildings should respect and complement the prevailing pattern height as 'high points of the pattern', not 'punctuation with towers';
- Location of higher buildings should be pre-determined with clear urban design rationale and a set of evaluation criteria; and
- There should be a small maximum number of additional higher buildings in the Historic Area; otherwise they will overwhelm the overall fabric. Staff are recommending three additional higher buildings as the maximum.

### Recommendation

The public provided three important messages with regard to developing criteria for locating higher buildings: 1) sites of historical, cultural and social significance should not be redefined by a new form of development; 2) a clear and legible shift from towers in the Central Business District to the low to mid-rise form of developments in heritage neighbourhoods is an essential part of the character and identity of the overall Historic Area; and 3) View Cone 22 (Main Street at 6<sup>th</sup> Avenue) should be respected. Staff agreed with these messages.

Staff then revised the criteria for determining possible locations for higher buildings. Those evaluation criteria are included in the Appendix E. Based on those evaluation criteria, three potential sites were identified for possible higher building projects (Figure 2).

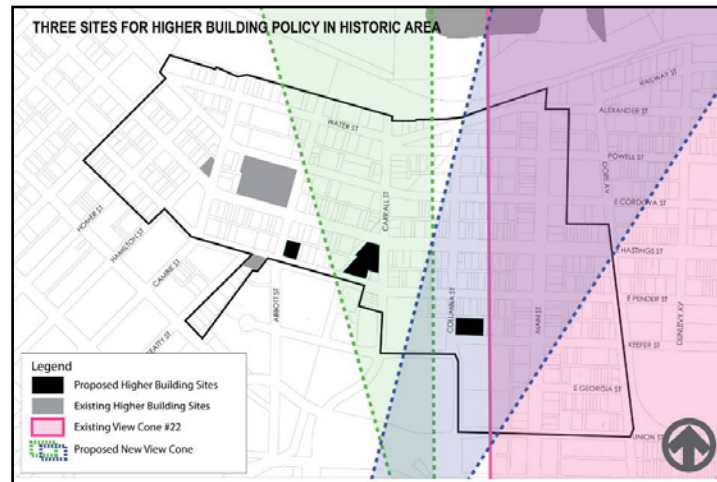
Appropriate heights for the higher buildings are determined by a number of factors:

- 1) Form of Development: The conclusion of the HAHR is that higher buildings in the Historic Area should maintain the mid-rise, perimeter-block form of development, rather than a tall, slim tower format as seen in other parts of the downtown.
- 2) View Cones: One existing view cone affects the Study area: Main Street View Cone with the vantage point set at 6<sup>th</sup> Avenue. None of the three proposed higher buildings are affected by the existing view cone. However, there are two new View Cones being proposed as a result of the Downtown View Corridors and Capacity Study that would, if approved, have an impact on the proposed higher building's allowable height. One is from the Athlete's Village Plaza to Mt. Fromme and Lynn Range and the other is from Creekside Park to the Lions (see Figure 2).
- 3) Relationship to Existing Higher Buildings: The three existing higher buildings (Dominion, Sun Tower and Woodward's) should retain their prominence in the Historic Area. The three additional higher buildings should be second in hierarchy as they relate to the existing higher buildings.
- 4) Urban Design and Heritage Context Consideration: The three additional higher buildings will be developed through a rezoning process, including an enhanced review of design considerations, negotiation of public benefits contributions, and a Public Hearing. Through the process, a significantly higher standard of urban design excellence and a higher level of sensitivity for the heritage context will be required for any higher building proposals.

With those factors considered, staff conclude that the appropriate height for the three additional higher buildings should be approximately 150'.

Recommendation D calls for Council to endorse that up to three higher buildings above the prevailing height of 50'-120' may be considered with heights generally in the range of 150', subject to View Corridors Policy, shadowing considerations and other urban design performances considerations, compatibility with adjacent heritage building context and provision of public benefit with evaluation criteria.

It also recommends Council adopt Draft Urban Design Criteria for Three Higher Buildings in the Historic Area as attached in the Appendix E and direct staff to prepare and report back with a Rezoning Policy for the Three Higher Buildings in the Historic Area, based on the Criteria recommended.



*Figure 2: Three Additional Higher Buildings in the Historic Area*

### Overall Conclusion of the HAHR:

The recommendations of the Historic Area Height Review are based on three key conclusions:

- 1) Low to mid-rise development (up to 120' in height) should continue to be the primary form of new development in the Historic Area. Development projects on smaller frontage lots (up to 75' in width) will be facilitated through a supportive regulatory framework. This recommendation is to enhance the existing urban development pattern, character, and scale of the Historic Area.
- 2) Moderate pattern height increases should be permitted in Chinatown and DEOD Sub-Area 1 (Main and Hastings) in order to support and enhance existing or emerging goals and objectives set out in comprehensive policies for those sub-areas.
- 3) Three additional higher buildings as 'high points of the pattern' (not in tower form) can be proposed to provide additional strategic new development opportunities in ways that deliver public benefits within height limits that still reflect the prevailing mid-rise development pattern.

With the set of recommendations, the existing growth capacity of 3.3 million square feet and anticipated doubling of population in the Historic Area over the next 20-40 years may be realized. These new rezoning policies can provide an additional 850,000 square feet of potential capacity to increase "body heat" with a diverse population while achieving additional public benefits for the neighbourhood. Staff will carefully monitor potential



impacts from the proposed height increases on overall land values and costs of heritage rehabilitation and affordable housing delivery.

### ***PUBLIC CONSULTATION***

Staff have presented the recommendations as described in this report to the following Council Advisory bodies in December 2009 and received support for the overall direction:

- Vancouver City Planning Commission
- Vancouver Heritage Commission
- Chinatown Historic Area Planning Committee
- Gastown Historic Area Planning Committee

Motions of support from the Commission and Committees are included in Appendix F. Staff also discussed the recommendations with key community and stakeholder groups to inform them of the HAHR process conclusion and the opportunity to address Council in the new year.

### ***FINANCIAL IMPLICATIONS***

There are no direct financial implications in this report. The new rezoning policies can provide additional 850,000 square feet of potential capacity to realize additional public benefits for the neighbourhood. Discussion of the public benefits allocation will be addressed at the rezoning stage according to the policies in each sub-area.

### ***SOCIAL IMPLICATIONS***

The recommendations put forward in the report aim to secure a social and cultural fabric by providing more certainty about the role that the historic area of the DTES plays within the broader context of Vancouver as a whole. Further, with the Woodward's development project so near to completion, it behoves the City to undertake a well-timed post-occupancy evaluation of the project in order to understand the social and economic impacts that this innovative project brings to bear on the DTES neighbourhood more specifically.

Throughout the public consultation process, it was clear that the height issue in the historic area is only one part of a broader public discussion about how to manage change in the neighbourhood. For example, the issues related to the income mix for the DTES have been raised by the community. The current policy direction for the DTES includes the creation of a viable and dynamic mixed-income community with a strong low-income emphasis, but the mix proportions are less clearly defined. In addition to the delivery of affordable housing, there are other public amenities that need to be addressed and prioritized with DTES community groups in order to develop a community benefits strategy for the area, especially with the anticipated population growth in the future.

Many of these issues cannot be addressed through the Height Review process, and require a broader and comprehensive community strategy for the DTES with its diverse communities. In 2010, with completion of the HAHR and Chinatown Community Plan, some of the DTES planning staff resource will be focused on starting a community dialogue process to scope a possible local area planning program for the DTES. A lot of work has been done by various community groups in visioning and planning for their own communities within the DTES. Staff will build on those community efforts during the scoping process.

## **CONCLUSION**

The HAHR explores the need for an intricate balance between providing opportunities for additional growth and necessary public benefits, while also maintaining and preserving the historical and cultural values that we, as Vancouverites, have maintained over time. By preserving the values of the past, we seek to combine them with changing views and opinions about what Vancouver means to its residents.

The recommendations of the Historic Area Height Review are based on three key conclusions:

- 1) Low to mid-rise development (up to 120' in height) should continue to be the primary form of new development in the Historic Area. Development projects on smaller frontage lots (up to 75' in width) will be facilitated through a supportive regulatory framework. This recommendation is to enhance the existing urban development pattern, character, and scale of the Historic Area.
- 2) Moderate pattern height increases should be permitted in Chinatown and DEOD Sub-Area 1 (Main and Hastings) in order to support and enhance existing or emerging goals and objectives set out in comprehensive policies for those sub-areas.
- 3) Three additional higher buildings as 'high points of the pattern' (not in tower form) can be proposed to provide additional strategic new development opportunities in ways that deliver public benefits within height limits that still reflect the prevailing mid-rise development pattern.

This approach toward growth and change focuses on a longer-term outlook for the Historic Area. Preservation of this young city has never been about freezing us in a place in time, but rather always looking to the future in a way that strengthens the things we hold dear.

\* \* \* \* \*

## **APPENDICES**

- A. Backgrounder: 10 Years of Revitalization in the Downtown Eastside (2008)
- B. Summary of Public Feedback of the Historic Area Height Review (April/May 2009)
- C. Letters and Position Papers received on the Historic Area Height Review
- D. Recent Mid-rise Development in the Historic Area
- E. Draft Urban Design Criteria for Three Higher Buildings in the Historic Area
- F. Motions of Support from Council Advisory bodies (December 2009)

## **Council Report: Historic Area Height Review - Conclusion and Recommendations**

### **LIST OF APPENDICES:**

**APPENDIX A:** 10 Years of Revitalization in the Downtown Eastside – A Backgrounder (2008)

**APPENDIX B:** Summary of Public Feedback of the Historic Area Height Review (April-May 2009)

**APPENDIX C:** Letters and Position Papers received on the Historic Area Height Review

**APPENDIX D:** Recent Mid-rise Development in the Historic Area

**APPENDIX E:** Draft Urban Design Criteria for Three Higher Buildings in the Historic Area

**APPENDIX F:** Motions of Support from Council Advisory bodies (December 2009)





COMMUNITY SERVICES GROUP

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## **10 YEARS OF DOWNTOWN EASTSIDE REVITALIZATION: A BACKGROUNDER**

Planning Department  
Community Services Group  
March 1, 2008

DTESDirectionsOverviewMar1.doc

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4. Improve conditions on the street to provide safety, livability and amenity for all.	
5. Work with the community and other levels of government to ensure the health, social service, and economic supports needed by the community are available.	
6. Preserve and enhance the heritage and cultural legacy of the neighbourhoods.	
7. Support business and employment development in the area and its neighbourhoods.	
8. Ensure that the retail goods and services needed by all sectors of the community, including low income residents, are available.	
9. Provide access to the civic facilities and services (e.g. parks, community centres, library, childcare) needed by all the community residents.	
10. Work with all sectors of the community in revitalization, encouraging acceptance and mutual respect, and building community capacity.	

## INTRODUCTION

### Intent of the Backgrounder

The City of Vancouver has been actively working to improve the quality of life in the Downtown Eastside (DTES) for many years, but the past 10 years have seen more intensive efforts. Many policies, plans, programs and projects have been undertaken in partnership with residents, businesses, non-profit groups and other levels of government. These often focus on a specific topic—housing, substance use, economic revitalization—although they have significant overlap in their recommendations or directions.

There has been no single, brief document that summarizes the philosophy and directions which the City has been pursuing. This document is intended to meet that need, acting as a handy backgrounder for the information of staff, Council and the broader public. It will also be useful in future planning in the Downtown Eastside.

It contains:

- A sketch portrait of the DTES
- The overall philosophy the City has in the DTES
- The 10 directions being followed together with selected accomplishments or actions, and the continuing challenges.

The philosophy and directions are derived from the adopted plans and decisions of City Council, listed below. The Backgrounder takes a high level perspective in an attempt to get the big picture, and does not replace the full, formally adopted versions of these documents. The accomplishments and actions are not intended as a complete list, but rather the highlights. The challenges are those which staff of the Community Services Group sees as important to the particular direction, noting that others may have other perspectives.

### *Major Plans, Policies and Programs*

*Downtown Eastside Community Development Project (1999 to 2004)*

*Framework for Action: A Four Pillar Approach to Vancouver's Drug Problems (May 2001)*

*Gastown Heritage Management Plan (2002)*

*Chinatown Vision Directions (July 2002)*

*Heritage Building Rehabilitation Program (July 2003)*

*Downtown Eastside Economic Revitalization Plan (Vancouver Agreement: February 2005)*

*Homeless Action Plan (June 2005)*

*Housing Plan for the Downtown Eastside (October 2005)*

*Victory Square Policy Plan (2006)*

*DTES Public Realm Program Plan (July 2006)*

*Project Civil City (starting December 2006)*

*Vancouver Homelessness Funding Model (March 2007)*

*Arts and Culture Strategic Framework and Investment Plan (March 2007)*

*Supportive Housing Strategy (June 2007)*

*Collaboration for Change (starting 2008)*

## The City's Role and Partnerships

Many of the aspects of the DTES that need attention are within the jurisdiction of senior governments. Nevertheless, Vancouver residents feel the impacts at the local level. They want their civic government to take action, and to press the senior governments to take action, as well.

One of the main steps taken to address this situation was the formation in March 2000 of the Vancouver Agreement (VA), collaboration with the Federal and Provincial governments directed at improving conditions in the inner city, in which the City is a leader and active participant. The VA was renewed for a second term, and expires in March 2010. The VA has supported many of the initiatives referenced in this Backgrounder.

The increased intergovernmental cooperation that was “kick started” by the VA, has been essential to many of the achievements listed, particularly in the areas of housing, substance abuse (“Four-Pillars”), and social and health services.

Responding to needs in the DTES would be impossible without the involvement of the many local residents and non-governmental organizations that are active in the area. The 2005/06 Downtown Eastside Community Monitoring Report listed over 50 non-government social, health, food, or other service providers. There are many other community organizations involved in arts and culture, and other areas, as well.



## A SKETCH PORTRAIT OF THE DTES

### Geography

For the purposes of revitalization efforts, the City considers the DTES to be quite a large geographic area. It comprises a number of individual neighbourhoods including Victory Square, Gastown, Chinatown, Thornton Park, Oppenheimer, Strathcona, Hastings Corridor and the Industrial area.

While each neighbourhood has its own characteristics, they have some similarities in their history, and are all affected to a greater or lesser degree by the social and economic challenges in the area.



### Urban History

The DTES was the site of the first Vancouver downtown, including the early retail core, City Hall and main library. Low-income and working class residential neighbourhoods developed around the commercial core. Strathcona had low income families, particularly Chinese and other immigrant groups, with the rest of the DTES dominated by low-income singles, primarily men, living in residential hotels. Many were resource workers who lived in the DTES between stints in the woods, mines or fishing. From an early date, the DTES was the primary low-income neighbourhood in the city and region.

The commercial centre of gravity of Vancouver began moving from the DTES to the Georgia and Granville area early in the 20<sup>th</sup> century. However, it was not until the 90's those structural changes in the region and the retail industry, as well as the

demographic change in the community, culminated in the closing of Woodward's department store and high vacancy levels in storefronts in the area generally.

Meanwhile, the downtown peninsula outside of the DTES has been the focus of major residential development with 18,000 units completed between 2001 and 2006. Some of this has occurred within the DTES (e.g. Gastown, Chinatown, Victory Square) through renovation of older buildings, and some in new neighbourhoods nearby (e.g. International Village, CityGate). There has been a mix of market and non-market housing, with most being market units.

## Demographics

The area is home to about 18,000 residents, almost 70% of whom live in the Oppenheimer and Strathcona sub-areas. Population growth (1996 - 2006) was just over 12%, about the same as for Vancouver overall. Most of the growth was in the Oppenheimer, Chinatown, and Gastown sub-areas. Strathcona experienced a 6% decrease.

As historically, there are more males (60%) than females. Of the sub-areas, only Strathcona has a similar 50/50 mix as Vancouver.

In the DTES, 46% of people in private households live alone. This type of household accounts for 70% of the households. The figures for Vancouver as a whole are 17% and 39%. The Strathcona subarea is more similar to Vancouver than the other subareas.

For those 15 years of age and older, unemployment in DTES declined from 28% in 1996 to 12% in 2006, but unemployment remains significantly higher than the rate for Vancouver overall, which declined from 10% to 6%. The DTES has a large low income population, as defined by Statistics Canada. In 2006 the figure was 64%, compared to 27% in Vancouver overall. This has not changed significantly since 1996.

Overall, 59% of the DTES population is Canadian-born, compared with 51% Vancouver-wide. The proportion of Canadian-born is lower in Chinatown and Strathcona sub-areas (less than 47%) than in the others. For just over 64% of DTES residents, English is the home language. Chinese (Mandarin and Cantonese) is next, and with these residents focussed in Chinatown and Strathcona. About 10% of the DTES population identify themselves as Aboriginal, compared with 2% for Vancouver as a whole. Approximately 15% of the total Aboriginal-identified population of Vancouver lives in the DTES.

## Housing

In terms of low income housing, contrary to what many believe, the number of low income units in the DTES has not changed significantly. However, the type of low income units has changed. In 1971 there were 9200 SRO units and 500 non-market units, while by 2006 the figures were 4600 SROs and 5200 non-market units.

Another important change has been that the DTES has become a more significant low income area relative to the City and region. Whereas in 1971 there were a significant number of low income units in other areas of the city and region, this is no longer the case.

## Issues

Some aspects of the DTES have been a public concern since WWI. Community health was an issue prior to WWII, urban renewal in the 60s, and fire and building safety in the 70s.

However, the challenges now facing the area have their origins in some significant more recent changes affecting the country, the province and the region as a whole:

- the deinstitutionalization of the mentally ill in the 80s;
- the change in the drug situation in the late 80s, with a switch from injection heroin to crack cocaine, and development of a large open drug market in the DTES;
- The loss of inexpensive housing in other neighbourhoods in the City and region, and increasing costs of housing in the City, generally.

The approximately 5000 DTES residents living in social housing generally live stable lives, are proud of their community, and have a great volunteer ethic. However, the DTES also has a high number of residents who are socially and economically marginalized. Often these residents are mentally ill, or addicted to alcohol or drugs, and/or homeless. Some are collecting, or would be eligible for, social assistance. Some supplement their income through binning, pan handling, drug dealing, involvement in the sex trade, and various forms of acquisitive crime. These residents are the most vulnerable and easily victimized, and are also the source of much of the street disorder and illegal activity that affect other residents and businesses.

## THE CITY'S PHILOSOPHY IN THE DTES: "REVITALIZATION WITHOUT DISPLACEMENT"

The City's overall philosophy in the DTES is "Revitalization without Displacement". This means:

- The future community will include people with diverse social and economic backgrounds, with the same number of low income residents as now joined by new moderate income residents, businesses and workers.
- The residents will have access to the health, social service, and economic development supports that they need, which will be provided through partnerships among the community, existing service providers, the private sector, and the relevant levels of government.
- There will be a good level of safety and security for all, including less street disorder and a much reduced drug trade.
- The new residents and workers will provide a base to support existing and new businesses and retail outlets, resulting in tenancing of vacant storefronts and buildings. At the same time, the low income residents will have access to the inexpensive goods and services that they need.
- Civic facilities and services such as parks, community centres, libraries etc., in or near the area will meet the needs of the diverse population.
- The individual neighbourhoods within the DTES will retain their different identities.
- The diverse elements of the community will enjoy mutual acceptance and respect, with less internal conflict than in the past.

## THE 10 KEY DIRECTIONS

The following 10 key directions have been distilled from the reports, plans, policies and programs of the last 10 years. They all work toward the overall philosophy of “revitalization without displacement”.

The following pages address each direction in turn, elaborating each with a few key specifics. A partial list of accomplishments and actions related to the direction is provided. Lastly some of the current challenges are mentioned.

It is important to note that the directions are closely-related. While many of the accomplishments and actions contribute toward more than one direction, for the sake of brevity they are only listed under the one or two that are most relevant.

1. Ensure that the future DTES provides the same number of low income singles housing units as 2005—about 10,000---with particular efforts to house the homeless; and develop more social housing outside the DTES.
2. Encourage new market housing, including housing that is affordable for moderate-income households.
3. Address the crisis in public order and public health caused by problematic substance use through the “Four-Pillar Approach”: prevention, treatment, harm reduction and enforcement
4. Improve conditions on the street to provide safety, livability and amenity for all.
5. Work with the community and other levels of government to ensure the health, social service, and economic supports needed by the community are available.
6. Preserve and enhance the heritage and cultural legacy of the neighbourhoods.
7. Support business and employment development in the area and its neighbourhoods.
8. Ensure that the retail goods and services needed by all sectors of the community, including low income residents, are available.
9. Provide access to the civic facilities and services (e.g. parks, community centres, library, childcare) needed by all the community residents.
10. Work with all sectors of the community in revitalization, encouraging acceptance and mutual respect, and building community capacity.

1. Ensure that the future DTES provides the same number of low income singles housing units as 2005—about 10,000—with particular efforts to house the homeless; and develop more social housing outside the DTES.

- Maintain 10,000 low income singles housing units in the DTES, through “1 for 1” replacement of SRO units with better quality non-profit housing.
- In the intervening period, develop programs for improved SRO maintenance and management, looking both at education and enforcement.
- Recognize securing housing as part of efforts to address a person’s mental illness and/or addiction.
- In the City overall, develop supportive housing to address the needs of mentally ill and/or addicted residents. The target for the City as a whole is 3800 units of supportive and transitional housing for the 10 years 2005 to 2015.
- Advocate to senior governments regarding fulfilling their role in the above, particularly funding for replacement housing, and for the shelter allowance to be raised to appropriate levels.
- Encourage provision of affordable housing elsewhere in the city, region and province.

#### *Accomplishments/Actions*

- *The City has taken the lead in developing policy for housing and homelessness: Homeless Action Plan (June 2005), Housing Plan for the Downtown Eastside (October 2005), Vancouver Homelessness Funding Model (March 2007) and the Supportive Housing Strategy (June 2007).*
- *Between 2003 and early 2008, the 1 for 1 SRO replacement goal is very close to being achieved, and looking forward to the end of 2010 will be more than met.*
- *The City is providing sites at no cost, and expediting approvals, for 15 supportive housing projects (1500 units) to be built by the Province and operated by non-profit housing organizations. The projects will house low income singles with mental illness and/or addiction issues. Four of the projects are in DTES, one immediately adjacent, and the other 10 providing housing options elsewhere in the City.*
- *The City is meeting its target of acquiring at least 1 affordable housing site per year.*
- *The City is contributing \$5 million to the Province to assist with the upgrading of 10 SRO hotels. Since 2007 the Province has purchased 17 SRO hotels and the City has purchased 2 hotels, securing close to 1,100 units. Renovations are underway.*
- *The SRA Bylaw was adopted in 2003 to control the rate of loss of SRO rooms.*
- *The City has prioritized enforcement of standards for SROs including more frequent inspections.*
- *The City, with the Vancouver Agreement, has established an SRO Management Course, and is developing a plan for further efforts to stabilize the private SRO hotel stock.*
- *The StreetoHome Foundation has been established to engage the community and private sector philanthropists in supporting initiatives to address homelessness.*
- *The Province is building over 1,250 housing units and 250 homeless shelter and care beds in other Metro Vancouver municipalities. The Province has signed MOUs to develop social and supportive housing with Surrey, Maple Ridge, Victoria, Kelowna, Nanaimo and Abbotsford as well as Vancouver.*

#### *Challenges*

- *The number of homeless has increased, with many having mental illness and/or addictions. This means a greater need for housing and services in the city and region.*
- *Throughout Vancouver, increased housing demand, rising land costs and high construction prices are making it difficult to provide affordable housing.*

- *Rising land prices are making it more difficult to acquire future housing sites, while unpredictable future senior government participation makes it important for the City to be ready with sites when “opportunity knocks”.*
- *Shelter rates, while improved, remain at a level which does not allow private SRO operators to upgrade, maintain and operate appropriately. Small SRO hotels with fewer than 50 units are particularly challenged.*
- *The “soft conversion” of SRO hotels occurs through increases in rental rates and changes in market focus, e.g. to student housing.*
- *Some parts of the DTES Housing Plan have not yet been implemented: the investigation of a mechanism to manager the pace of development; updating of estimated housing capacity; and review of the DEOD/M-1 zoning areas.*

2. Encourage new market housing, including housing that is affordable for moderate-income households.

- Encourage market residential in heritage buildings through heritage incentives.
- Look at incentives for secure market rental housing such as parking relaxations, allowing smaller suites, density, and height relaxations.
- Ensure that zoning for market housing does not compromise the ability to achieve 1 for 1 replacement for SRO units.

*Accomplishments/Actions*

- *The City developed and adopted the Housing Plan for the Downtown Eastside (October 2005)*
- *From 2003 to beginning of 2008, 813 market housing units were added to the DTES, with 1180 market units anticipated by 2010.*
- *The City actively supported the redevelopment of the Woodward's site, with a significant component of market housing which sold very well.*
- *The Heritage Building Rehabilitation Program has assisted with new housing, with 22 major heritage renovation projects approved, mainly for market residential.*
- *Market condo units in the DTES are more affordable than similar units elsewhere.*

*Challenges*

- *Notwithstanding the note above regarding the relative price of market condo units in the DTES, they are not affordable to moderate or middle income households. (In 2008, one recent project was selling for \$300,000+ for 1 bedroom, and \$450,000+ for 2 bedroom plus den. A \$300,000 unit requires a household income of \$78,000 to \$82,000.)*
- *Market rental units have generally not been built because the development economics do not allow it. However, an estimated 40% of new downtown units are rented.*
- *The DTES Housing Plan forecast that 100 - 120 units per year of market housing would be built, but no policy on controlling pace was adopted. The pace of market development has been faster than predicted. There is concern about the impact on land prices, and hence on the ability to acquire necessary social housing sites.*
- *The DTES Housing Plan did not propose a particular mix of population for the area. There is concern among existing residents about what the "ultimate" mix will be, from various perspectives. Some worry that higher income residents will be intolerant of the lower income community; others that there will be too high a proportion of low income residents. It is also difficult to plan what types of services and facilities will be needed without a better idea of the ultimate mix of population.*



3. Address the crisis in public order and public health caused by problematic substance use through the “Four-Pillar Approach”: prevention, treatment, harm reduction and enforcement
  - Take a comprehensive approach, pursuing all four pillars together.
  - Pursue a coordinated approach with other levels of government and regional health authority
  - Focus on the most marginalized populations with the most serious issues of mental health, addictions and limited access to primary care services both in the DTES and citywide.

#### *Accomplishments/Actions*

*Many of the following are achievements of Vancouver Coastal Health, the Vancouver Police Department, the Province, and/or the Federal Government with advocacy and support of the City of Vancouver and active involvement of various non-profit service providers.*

- *The City developed of the Four Pillars Drug Strategy, and led ongoing dialogue on the complexity of mental health and addictions.*
- *Harm reduction through expansion of low threshold services for mental health and addictions problems: Health Contact Centre, LifeSkills Centre, InSite, (supervised injection site), OnSite, (detox/transition beds above InSite); expansion of Downtown Community Health Clinic and Pender Community Clinic.*
- *Improved addiction treatment services: Access 1 dedicated phone line for intake into the system; Burnaby Centre for Mental Health and Addictions (100 beds); residential youth treatment centre outside of Vancouver; the Community Transition Care Team; the North American Opiate Medication Initiative clinical trials of heroin assisted treatment;*
- *Expansion/reorganization of existing addiction treatment services: increased access to methadone; withdrawal management programs; implementation of Decentralization of Addictions Services; transfer of mental health, addictions and HIV services to regional health authorities; decentralized needle exchange; decentralization of addictions services and integration with primary services throughout Vancouver*
- *Development of a provincial mental health and addictions plan.*
- *Expanded prevention initiatives: the City’s prevention strategy: Preventing Harm from Psychoactive Substance Use; the School Aged Child and Youth Prevention Program; the Vancouver Prevention Network partnership between VSB, VCH, City of Vancouver and community serving organizations; and the City’s Four Pillars Supported Employment Program*
- *Enforcement initiatives: implementation of the Beat Enforcement Team; strategic projects targeting the infrastructure of the drug market including: Project Raven and Project Haven; and Implementation of the Downtown Community Court*

#### *Challenges*

- *The number of residents with mental illness and/or addictions has increased, along with related implications for public health and public order.*
- *There is still a significant shortage of: mental health services and beds for those with concurrent disorders; mental health and addictions services for women and aboriginal women; services for sex workers*
- *There remains a need for better integration and coordination of mental health and addiction services, and systemic reorganization to better address individuals with multiple diagnoses*

- *There is extremely limited access to primary care services and methadone maintenance treatment in the DTES.*
- *Need for development of appropriate services in surrounding municipalities*
- *There is still a major open drug market, and few alternatives other than moving it from one place to another.*
- *Ongoing coordination and dialogue continues to be required among agencies about what enforcement actions to pursue.*

**4. Improve conditions on the street to provide safety, livability, and amenity for all.**

- Improve levels of cleaning of streets and lanes.
- Undertake public realm improvements on key streets for both amenity and social/behavioural results.
- Address issues associated with vacant storefronts and premises.
- Support community safety and crime prevention programs.

*Accomplishments/Actions*

- *The City has supported United We Can, including regular lane cleaning programs employing local low income residents.*
- *The City Initiated the DTES Clean Streets Project in March 2008 as a one year project involving multiple civic agencies, as well as United We Can, focussed on the blocks around Hastings and Columbia.*
- *Lighting improvements have been completed in Gastown, Chinatown and Strathcona.*
- *The City has approved the Carrall Street Greenway design and construction is underway.*
- *A new site and facility has been achieved for WISH, a safe drop-in facility for sex workers.*
- *The Safety for All initiative has been started as part of relocation of WISH facility*
- *The Open Windows project in Oppenheimer area improves appearance and security of vacant storefronts.*
- *The DTES Public Realm Program Plan was completed by the Park Board and City, working with community members to introduce arts and culture programming into 10 public places in the DTES.*

*Challenges*

- *The number of people with mental illness and/or addictions has increased, which has resulted in more difficult street behaviour, and which means a greater need for services in Vancouver and the region.*
- *There is still too small a market for retail, resulting in continuing high levels of vacant storefronts.*

5. Work with the community and other levels of government to ensure the health, social service, and economic supports needed by the community are available.

- Continue to provide Community Services Grants to support community capacity building not funded by senior levels of government.
- Continue to support the role of the Carnegie Centre and Evelyn Saller Centre in providing services to DTES residents.
- Facilitate development, relocation or expansion of key health and social services needed by DTES residents, while ensuring that there is not an undue concentration of them.
- Assist people who are eligible to gain access to Income Assistance, and advocate that rates be adjusted to keep pace with increases in the cost of living.

*Accomplishments/Actions*

- *The City has assisted in site acquisition, and/or in approving relocation for: WISH, Phil Bouvier Child Development Centre, Lifeskills Centre, Contact Centre, Pender Community Health Clinic, Downtown Community Health Clinic, and Sheway. (For additional items related to substance abuse, see Direction 3 above.)*
- *The City and Ministry of Employment and Income Assistance (now Ministry of Housing and Social Development) started the Vancouver Homeless Outreach Pilot Project directly linking homeless individuals with welfare (and housing). This has now become an ongoing Provincial program with one of the outreach teams based at the Carnegie Centre and another provided through Raincity.*
- *In 2008, the City provided \$1 million in grants to organizations delivering services in the DTES. This is about 20% of the total annual grants administered by the Social Development Department. Grants were allocated from the Community Services, Childcare, and Social Responsibility Fund programs. Every dollar provided generates \$10 to \$12 in funding from other sources and volunteer time.*
- *The Province significantly raised Income Assistance (and shelter allowance) rates in 2007, although not to the level that would have covered inflation since the rates were introduced in 1991.*
- *The Vancouver Agreement funded various projects: WISH drop-in centre operational funding; Mobile Access Project (MAP); a van providing services to street-based sex workers; Living-in-Community (LIC), a coalition of business, sex workers, social services, residents, and VPD to address the issue of how to live together in the same community.*
- *Scoping for a Social Infrastructure Plan for the City has been completed, and work is being undertaken to provide an overview of services in the DTES.*

*Challenges*

- *Until a Social Infrastructure Plan and an overview of services for the DTES is completed it is difficult to address which facilities should be approved where.*
- *There are conflicting opinions about the appropriate range, location and number of support services for residents who have health and social challenges.*
- *As yet there is no mechanism for regular inflationary adjustments in Income Assistance rates or for the minimum wage.*
- *Many residents, particularly the more marginalized, and those with concurrent mental health and addiction problems, do not have access to adequate health care including a range of primary care services, mental health and addiction treatment, HIV treatment, and treatment for other serious acute and chronic medical conditions.*
- *Access to nutritious food, a basic need, is a challenge for low income people generally and particularly for those whose health is already compromised.*

6. Preserve and enhance the heritage and cultural legacy of the neighbourhoods.

- Emphasize the reuse and rehabilitation of heritage building stock, and optimize heritage character of neighbourhoods, as a critical and unique asset.
- Ensure the area fulfills its role as the historical and cultural focus for the Aboriginal, Chinese, and Japanese communities of the City.

*Accomplishments/Actions*

- *The Gastown Heritage Management Plan completed in 2002.*
- *The Heritage Building Rehabilitation Program (HBRP) was approved in 2003 as a 5 year program. It introduced additional incentives including a higher level of density bonusing, façade grants, and property tax relief.*
- *Through the HBRP 22 major heritage projects, and 6 additional façade improvements, have been approved. This represents \$513 million direct investment in the area, of which \$427 million is private investment and \$104 million is the value of HBRP incentives.*
- *Chinatown Vision Directions were adopted in 2002 leading to initiation of the Chinatown Revitalization Plan (underway).*
- *Chinatown Millennium Gate, and Chinatown Memorial commemorating role of Chinese Canadians in building the CPR and two World Wars, have been installed.*
- *Major research and community development work related to the Chinatown Society Buildings has been completed, culminating in adoption of Chinatown Society Buildings Feasibility Grant Program (correct title). Five societies are currently preparing rehabilitation plans for their buildings.*
- *Victory Square Policy Plan (2006), and related zoning changes, were completed.*

*Challenges*

- *The HBRP was approved as a 5 year program, and is currently under review. One of the challenges is the amount of bonus density that is being placed in the Transfer of Density "bank".*
- *The Chinatown Revitalization Plan remains to be completed.*
- *The Historic Precinct Height Study, investigating what maximum heights might be considered for developments, remains to be completed.*
- *The Strathcona neighbourhood has not had local planning attention since the early 90's.*

## 7. Support business and employment development in the area and its neighbourhoods.

- Increase demand for DTES products and services through taking advantage of economic drivers, and improving the area's appeal to potential customers and investors through dealing with street disorder.
- Strengthen the capabilities of local suppliers by reducing barriers to business expansion, attracting new businesses, and improving business readiness of suppliers.
- Assist in improvement of training and employment opportunities for the low income community (noting this is primarily a Provincial and Federal area of responsibility.)
- Understand and optimize the role that the arts and culture sector plays and could play in the economic revitalization of the area.

### *Accomplishments/Actions*

- *Agreements have been reached to include DTES employment (with associated training) and procurement from major projects (Edgewater Casino; Woodward's; SEFC/Olympic Village).*
- *The City has undertaken the Drug Policy Supportive Employment Pilot Project*
- *Support has been provided for completing and implementing business and marketing plans for Chinatown, Gastown, and Strathcona BIAs, to assist with business development and "branding" their areas.*
- *The Woodward's project will redevelop and occupy a full block of formerly vacant frontages, acting as an anchor for Hastings Street revitalization.*
- *The Woodward's project will provide space for SFU contemporary arts program, reinforcing the role of the arts in the area.*
- *Approved development projects will improve many building frontages and result in an upgraded street front. The HBRP review has estimated that for heritage projects along, 42 building frontages totalling 2300 linear feet will be improved.*
- *Street front retail rental rates on Water Street are now comparable to Hamilton Street in Yaletown (2007).*
- *EMBERS - Microenterprise Development Program, Entrepreneur Training-was established.*
- *BOB (Building Opportunities for Business Inner City Society) was established in 2005 to identify investment opportunities, increase capacity of local businesses, and maximize job opportunities for local residents. BOB's core operations are: Business clusters in Tourism and Hospitality, Creative Industries, and Construction; Social Purchasing Portal linking businesses with inner City suppliers; Management of Community Benefit Agreement on behalf of the City; Business mentoring and loan program*
- *An Arts and Culture Strategic Framework and Investment Plan, commissioned by the City, was approved in March 2007*

### *Challenges*

- *The Hastings Corridor business and marketing plan is still to be completed.*
- *There are still many vacant storefront spaces along Hastings, Powell and some other streets. There may be too much retail capacity for the projected demand in some areas.*
- *Continuing street disorder problems stand in the way of businesses wishing to remain, expand, and/or locate in the area.*

**8. Ensure that the retail goods and services needed by all sectors of the community, including low income residents, are available.**

*Accomplishment/Actions*

- *The Woodward's project actively sought and successfully recruited a grocery store and drug store as anchor tenants.*
- *Various studies have been commissioned related to the retail capacity and demand in the area.*
- *Development projects in Gastown and elsewhere are seeing new types of retail tenancies.*

*Challenges*

- *The types of retail locating in the new and renovated buildings will not provide the low cost retail and services needed by the low income residents.*

**9. Provide access to the civic facilities and services (e.g. parks, community centres, library, child care) needed by all the community residents.**

*Accomplishments/Actions*

- *Rehabilitation of Victory Square was completed with major community involvement.*
- *A community atrium space and non-profit group space has been included in the Woodward's project through floor space bonusing.*
- *The Park Board has completed design and committed funding for a major rehabilitation of Oppenheimer Park and its field house which houses many programs, including arts and education programming provided by the Carnegie Centre for seniors, children, single adults and the homeless. Construction will start in 2009.*
- *The City has provided support for child care centres at Woodward's and Phil Bouvier Child Development Centre*
- *The City has provided funding toward the DTES Neighbourhood House through City Community Services Grants.*
- *The Vancouver Public Library is committed to ensuring a new branch library. The City has purchased a possible site, and VPL remains in discussion with community groups, the Province, and the school board regarding other possible locations.*

*Challenges*

- *There has been a lot of attention to affordable housing and heritage—two categories of public benefit that are priorities in the DTES. However, no comprehensive facilities and services assessment and strategy has been developed for the DTES.*
- *Conventional approaches to providing recreation and other services do not meet the needs of low income families and residents who are marginalized.*

**10. Work with all sectors of the community in revitalization, encouraging acceptance and mutual respect, and building community capacity.**

- Inform, consult and/or partner with all relevant sectors of the community in development of plans and policies, and in the review of development proposals.
- Facilitate respectful communication among those holding differing points of view.
- Continue to incorporate community capacity-building within city work being done in the DTES.

*Accomplishments/Actions*

- *Extensive consultation programs have been integral to all the major plans and policies prepared for the DTES; as well as the major projects like Woodward's and the Carrall Street Greenway.*
- *The City actively assisted in the creation of the Chinatown Revitalization Committee, bringing groups together to work on the common future for the area, as well as undertaking capacity-building with the Chinese Societies related to rehabilitation of their buildings.*
- *Rezoning and development permit applications in the DTES customarily include a broader notification of community groups than is the case elsewhere.*
- *With respect to projects that are controversial, City staff undertakes numerous open houses and meetings with individual groups.*
- *City staff working in the DTES maintains ongoing contact with various DTES groups to a much higher degree than in other areas of the City.*

*Challenges*

- *Continuing differences of perspective between segments of the community, and between them and the City, on approaches key issues such as "soft conversion" of SROs, role and pace of market housing, development of low income housing, and provision of services for low income residents.*





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## Introduction

### PUBLIC PROCESS & COMMUNITY ENGAGEMENT

Throughout April and May 2009 staff undertook an extensive Historic Area Height Review (HAHR) public consultation process to seek public feedback on the ideas presented for discussion. Specifically, people were asked to comment on the objectives of the study; the options for moderate increases in the General Heights; and the concept of Special Sites, including the role, possible heights, and numbers of taller buildings appropriate for the Historic Area.

A variety of materials were developed to support the HAHR's public consultation process, including PowerPoint presentations, display boards, visualization tools (3D modeling, hand rendering) and a website. In partnership with UBC School of Architecture, a physical model for the Study area was also built and displayed at open houses to assist the public's understanding of scale and massing. Detailed information on the ideas presented for discussion and related consultant studies can be found online at <http://vancouver.ca/hahr>.

The consultation process included meetings with City advisory bodies, community committees and groups, as well as public workshops and open houses. Through this consultation, staff discussed and received feedback at over 15 meetings with City advisory bodies and community groups, held 3 public workshops and 2 open houses. Notification of the public workshops and open houses was done through multiple advertisements in community newspapers, including two Chinese language papers, as well as through community group information networks.

Approximately 250 participants attended the workshops and open houses, representing a diverse mix of the population that lives and works in the Downtown Eastside, as well as interested residents from elsewhere in Vancouver. The importance of this region to the wider Vancouver population was evident in the fact that 71% (40 of 56) of individuals who indicated their place of residence on the feedback form were from other Vancouver communities outside of the Downtown Eastside.

This diversity of opinion was intentionally sought by staff to achieve a well-rounded understanding of the multiple voices and views of the future of the historic heart of Vancouver. In an attempt to have as inclusive a voice as possible represented in this study, outreach was conducted with specific special interest groups



as well. With this piece of work playing an important role in the upcoming Chinatown Community Plan and with Chinatown comprising a sizable portion of the study area, specific effort was made to outreach to the Chinese community.

Due to limited resources, full translation of materials into Chinese was not possible, however bilingual staff were present at all meetings and events, and special effort was made to meet with as many Chinese community groups as possible. Some presentations and discussions at the community meetings were conducted entirely in Chinese – both in Mandarin and Cantonese. In addition, significant outreach to the Chinese media was undertaken and a bilingual fact sheet was prepared and distributed. As a result, there was a good representation of the Chinese community at the community group meetings, public workshops and open houses.

In addition to the Chinese community, special effort was also made to outreach to the low-income community. This included consulting with low-income community representatives regarding the consultation process and logistics as they were being developed. In addition, a town hall meeting was organized by the Community Action Project (CCAP) and was held at the Carnegie Community Centre with the Downtown Eastside Residents Association acting as the mediator for the event. The community recorded this meeting and it was broadcast online and on television by Fearless TV. Workshops and open houses were promoted at the town hall event, and they were held in accessible locations within the community.

Feedback from the public was received in a number of ways and at a variety of venues including 61 feedback

## PUBLIC CONSULTATION SCHEDULE

### Council Advisory Body Meetings

April 14	Chinatown Historic Area Planning Committee (CHAPC)
April 15	Gastown Historic Area Planning Committee (GHAPC)
April 22	Vancouver City Planning Commission (VCPC)
April 22	Urban Design Panel (UDP)
April 22	Vancouver Heritage Commission (VHC)
May 4	Vancouver Heritage Commission (VHC)
May 12	Chinatown Historic Area Planning Committee (CHAPC)
May 20	Gastown Business Improvement Society (GBIS)
May 20	Gastown Historic Area Planning Committee (GHAPC)

### Community Group Meetings

April 16	Vancouver Chinatown Revitalization Committee (VCRC)
April 20	Urban Development Institute (UDI)
April 21	Chinatown Society Heritage Buildings Association (CSHBA)
April 27	Carnegie Centre Town Hall - organized by the Carnegie Community Action Project (CCAP) and moderated by the Downtown Eastside Residents Association (DERA)
May 16	Chinese Cultural Centre Board (CCC)
May 20	Vancouver Second Mile Society Seniors Centre
May 21	Heritage Vancouver Society

### Public Workshops and Open Houses

April 23	Workshop 1 (held at the Chinese Cultural Centre)
April 28	Workshop 2 (held at the Chinese Cultural Centre)
April 30	Workshop 3 (held at Jenny Pentland Place)
May 3	Open House 1 (held at the Interurban Gallery)
May 4	Open House 2 (held at the Interurban Gallery)

forms which were distributed to the public at the workshops and open houses, facilitator notes from round table discussions held at workshops, meeting minutes, formal statements and 22 written comments submitted by email. In addition, there was a significant amount of media coverage of the Height Review and

subsequent online discussion.

Due to the interest in the process and the subject, the consultation process was extended to summer of 2009 and staff have received further feedback after the April/May consultation.

### Emailed and Mailed in Correspondence

22 emails or letters were received, with 19 opposing the additional heights, 2 supporting, and 1 neither supporting nor opposing additional heights. Of the 19 letters of opposition to additional height, 68% (13) felt that it would negatively impact the historic area in Vancouver, while 47% (9) cited concerns of impacts to their personal views and/or real estate values, with 20% (4) concerned that the timing of the study was inappropriate and should follow a comprehensive community plan for the Downtown Eastside.

## General Findings

### THE OBJECTIVES OF THE STUDY

At the outset of the process, staff set three objectives to guide the review based on previous public feedback and general City policy around the historic area. The three objectives were:

- to provide direction for growth and development in the Historic Area;
- to maintain the Historic Area's character and general building scale, and;
- to ensure significant new development potential that may result from this study generates public benefits and amenities for the area, such as affordable housing, heritage conservation, social and cultural facilities.

When asked about the appropriateness of these objectives, 49.1% (55) of individuals responded that what they liked best was the objective that sought to maintain the Historic Area's character and general building scale. This sentiment was also shared by most advisory committees and special interest groups. The next most popular answer in terms of the feedback form results was the inclusion of public benefits (27.3%), with 18.2% citing the objective about providing direction for growth and development as one of the best objectives of the study.

While there was support for the inclusion of public benefits, concern was raised on a number of forums, as well as at some of the public meetings, about the appropriateness of a height review for the discussion of public benefits. About 15% of respondents (6 of 39) questioned the connection between development and benefits, feeling that they were inadequately

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While there was support for the inclusion of public benefits, concern was raised on a number of forums, as well as at some of the public meetings, about the appropriateness of a height review for the discussion of public benefits. About 15% of respondents (6 of 39) questioned the connection between development and benefits, feeling that they were inadequately

specified. The Vancouver City Planning Commission (VCPC) and members of the Urban Design Panel (UDP) had concerns about the overall provision of amenity in the community and felt that it was too difficult to separate out height from the other planning related issues. This concern about the appropriateness of the height study was echoed throughout consultation where questions regarding low income impacts; land use and density; building massing and shadowing; parking and traffic; heritage conservation; provision of amenities; quality of the urban realm; the provision of open spaces and parks; as well as the architectural merit of developments were asked, with the majority of those consulted hesitant to respond to questions on height prior to clarification of these concerns.

The low-income community, as highlighted at the Carnegie town hall meeting, felt that this gap of information made the discussion of height inappropriate and lead to CCAP taking the stance that the low income community was fundamentally opposed to any increases in heights prior to a local area plan that reflected the values and needs of the broader Downtown Eastside community. This questioning of the order of process was echoed by 20% (8 of 39) of respondents who believed that the objectives themselves should have developed through community consultation and a specific community planning program. Further to the amenity question was the concern, particularly but not exclusively from the low income community, that the trade-off of amenities for large developments would not be worth the negative impacts to the scale and character of the area.

While some individuals (7.7%) stated that significant development potential should not be something that is explored at all in the City's historic area, which echoed the concern of the VCPC that there were a number of historically significant buildings in the area that were not on the City's register, others such as the Vancouver Chinatown Revitalization Committee (VCRC) felt that while heritage was important, it should not hinder development, thereby highlighting the larger split of opinions on this issue.

## GENERAL HEIGHTS

Five sub-areas were presented with options for moderate general height increases and these were broken up on the comment forms to allow individuals to support changes in some areas, while not in others. The following summarizes this feedback by sub-area.

### Victory square

In Victory Square 56.5% (26 of 46) of individuals cited a preference for leaving the height limits as they are with a preference for Option 1. A variety of reasons

were cited for this preference, including the impact of shadows on the park and a desire to retain the heritage character of the area, in particular the prominence of the Dominion building as the lone structure fronting on the park over 100 feet in height. In addition to these concerns, a number of respondents felt that the current height limits in the area provided sufficient room for additional development and felt as though the recent planning work conducted in the area (2005) has not had the opportunity to build out and therefore should not be revised so quickly following the previous consultation.

Of those who preferred the height increases in Option 2, some felt that the proximity to the central business district (CBD) minimized the impacts of additional height and would allow the area to absorb overflow demand from the CBD, thereby providing a good transition to the core areas of the historic area. Additionally, some felt that the impacts to the key heritage areas would be minimal and that there was the potential to consider additional height in this sub-area if triggered by community driven initiatives.

### Gastown

The Gastown sub-area had 71.8% (28 of 39) of respondent showing a preference for the current boundary and heights as outlined in option 1, with nearly half of respondents (42%) strongly opposed to the changes presented in option 2. The reason for this strong opinion varied but was centrally located around the importance of Gastown in the story of Vancouver's history as the original town site. Some respondents noted that this heritage importance was recognized federally as a National Historic Site, and concern was raised that any alteration to the border or heights in the area could impact this significance. Related to this, some individuals felt that there was very little change proposed in the options, and as a result would not provide sufficient benefit to justify the potential risk of damaging the character of the area. Others noted that the area was already quite dense and redevelopment had been proceeding quite well through the use of other tools, such as the density transfer program, without altering the scale of the neighbourhood.

Of those individuals who showed a preference for option 2 it was based on the relatively small change proposed, and the fact that no increase in height was proposed in the heart of Gastown along Water Street, but that there was a provision for higher buildings along the Hastings Street portion of the sub-area.

### Chinatown HA-1:

The response for the historic area of Chinatown (HA-1) saw 56.9% (29 of 51) in favour of option 1 with 35.7% in strong opposition to the changes highlighted in option



## General Height Maps. Option 1 & 2

### Option One Maintain Current Maximums

No change from current zoning regulations.



### Option Two Allow Moderate Increase

Moderate increase to height through rezoning.



2. Support for option 1 was rooted in the heritage value of the buildings and unique character of this sub-area in the context of Vancouver. There was a feeling from some that there was already sufficient room for development in this area, while members of the Chinatown Historic Area Planning Committee (CHAPC) feared that increasing heights would drastically alter the character and scale of the neighbourhood by enticing developers to consolidate lots, thereby eliminating the historic presence of small lot developments in the neighbourhood. The Chinatown Society Heritage Building Association (CSHBA) paralleled this view and felt that the core of Chinatown should be maintained at the current heights thereby prioritizing the taller heritage buildings.

Those in favour of option 2 typically cited a desire to spur development in an area of the City that was perceived as being rather inactive as of late despite the development of adjacent areas in the City.

#### Chinatown HA-1A:

The second sub-area of Chinatown, the HA-1A zone, was one of two sub-areas where a preference (54.3%, 25 of 46) was shown for moderate increases as outlined in option 2. While a majority preferred the heights in option 2, this sub-area had a more polarized result as 30.9% (17 of 55) strongly supported option 2 and 25.5% (14 of 55) strongly opposed the increase. Of those individuals who showed a preference for the increase, reasons were typically founded on a belief that there were less heritage buildings and as a result more room for development in an area that was seen by some as struggling without development. This belief that there was less impact on heritage stock made support of increases logical to some as providing a gradual transition from the taller buildings of the City Gate neighbourhood. While the CSHBA was not unanimous in their opinions of this sub-area, there was support from the majority of the group on increases in the HA-1A sub-area.

Those who opposed the increase highlighted concerns

that there could be detrimental shadowing impacts on the HA-1 district, that the area is underutilizing the current zoning, and that there is no need to raise the heights any further.

### Hastings and Main (DEOD):

The greatest support of any proposed changes was in the Hastings and Main sub-area of the DEOD, where 58.7% (27 of 46) preferred option 2. As in the HA-1A sub-area, there were polarized opinions. Once again a split occurred with roughly a quarter (25.5%, 14 of 55) of the respondents each strongly supporting and strongly opposing this option. Those who preferred option 2 cited a belief that the impacts of these changes in terms of views would be minor, while the shadowing on the street would be minimal as the Main and Hastings corridors were wider right-of-ways than typical streets, with the additional height seen as providing a stronger frame for these major roads. Others cited a desire to see development in the area to revitalize the neighbourhood through investment, while also rehabilitating the heritage stock along that stretch. Support for option 2 in this area was also shared by the Vancouver Heritage Commission (VHC) who endorsed taller buildings along Main Street.

Of those who selected option 1 in the DEOD, the concerns were based primarily around the impacts

that this type of development would have on the low-income community, with a belief that the deeper issues in the neighbourhood needed to be worked out prior to the discussion on height.

### Additional comments on the general heights

While members of the Urban Development Institute (UDI) showed support for the increases illustrated in the new options, there was a concern that the minor increases that were being discussed would not be worth the process of a rezoning. There was a preference from the development industry to explore these increases through a pre-zoning strategy to increase the likelihood of redevelopment. The Vancouver Chinatown Revitalization Committee (VCRC) felt that there was a real need to alter the zoning as presented in option 1 as they felt that the current zoning has not resulted in development. This view was in contrast to groups such as the GHAPC who did not support the additional height in the core of the historic area as they felt that it was more appropriate to look at increasing the density rather than height in the study area. GHAPC felt that the best way to encourage the redevelopment of the historic area was to expand the transfer of density program and allow receiver sites to be located throughout the city.



Potential Special Site Locations as Illustrated at Open Houses



## SPECIAL SITES

While the question of moderate increases in heights garnered a varied response from the public and various committees, the question surrounding the inclusion of 'special sites' or taller buildings (over 150') was much more definitive. In total two-thirds of all respondents (66.7%, 36 of 54) stated that the acceptable number of taller buildings in the historic area was zero. There was a great deal of hesitation in acceptance of this concept due to the lack of clarity in terms of impacts and amenities, and many were unwilling to accept tower forms prior to a better understanding of the impacts. Some individuals suggested that a post-occupancy analysis of the impacts and benefits of the Woodward's development was needed prior to contemplating additional towers.

Another common issue was a concern around the land use and demographic makeup of these new buildings and their associated impacts on the current community. While some people showed a willingness to accept taller forms if they were commercial buildings, there was general resistance against condominium towers as there was a fear that this type of development would be divisive for the community and would out price the needed amenity of the low-income community. This resistance to additional height went beyond the social conflict argument and extended into the discussion about character and form as members of the UDP felt that height could be appropriate if it were non-residential, as it would be more fitting with the character and form of the historic towers in the area. From a massing and form perspective, a number of individuals showed concern about the inclusion of taller buildings in the historic area in terms of the shadowing impacts on the important public places in the community.

Of those who supported taller buildings, the reasons were primarily based on issues of enticing development investment and creating additional capacity in the community, with some individuals supporting the taller buildings for aesthetic reasons with a preference for the look of towers and a more varied skyline. The Urban Development Institute (UDI) put their support behind the concept of towers in the historic area with a desire to see these special sites primarily used for landing heritage density, with an emphasis on architectural significance.

### Markers

There were three specific categories of special sites that people were asked to give their opinions on: markers; transition; and a concept for a Main Street corridor. When asked about their acceptance of markers as a concept for taller buildings roughly three-quarters of respondents were opposed (73.8%, 45 of 61) with most of those (63.9%, 39 of 61) recording a

response of "strongly opposed". The main reason for this negative response was related to the belief that it was inappropriate to mark historic and culturally significant locations with tall buildings. This sentiment was reaffirmed in a meeting with the UDP who also felt that it was inappropriate to mark places of importance with height. Some considered this typology of building as being insensitive to the culture and history of the area, thereby presenting a challenge to maintaining its rich heritage qualities. While the VHC did not support taller buildings as marker sites, the Commission did suggest that if a development ensured the viability of a substantial heritage component, they would be willing to consider such an application.

One marker site in particular which garnered widespread opposition was the option for a taller building at the Chinese Cultural Centre (CCC) site. The board members of the CCC were concerned about the inclusion of their centre in the study and felt that it was an inappropriate form and development model for their organization's programming needs. They were concerned about the impacts on the neighbourhood and felt that it would not fit with the historic scale and character of Chinatown.

CSHBA felt that the importance of the CCC should not be impacted by a tower development and felt that the CCC was a cultural and spiritual landmark in and of itself that should be protected. This view was paralleled by CHAPC who cited concerns about the impacts that such a building would have on the Sun Yat Sen Gardens, as well as the shadowing and scale impacts on the heritage buildings across the street on Pender. Others were fearful that such a development would be detrimental to Chinatown's pending application for National Historic Site designation.

### Main Street

The concept for a Main Street Corridor found more support, but still had 58.6% (34 of 58) of the respondents opposed to the idea. The primary reason cited for opposition was the perceived impact on views toward the mountains. When asked about the current view corridor that limits heights there to as low as 150 feet, 76.8% (43 of 56) felt that it was important to protect this view cone. Additional concerns about the proposed heights had to do with scale issues, where some individuals felt that such development would overwhelm adjacent neighbourhoods and create a perceptual wall dividing Chinatown along Main Street, a concern shared by CHAPC.

Those who supported the concept of a Main Street Corridor felt that higher buildings would provide a strong framing effect along the wide right of way, thereby marking with more prominence the entry into the historic heart of the City. The additional height was

also perceived by some as providing a more gradual transition from the taller buildings within the City Gate neighbourhood, while also adding density to a well served transit location with good access to downtown and the seawall. While opinions within the CSHBA were mixed, a number of their members felt as though the Main Street corridor was something that could be supported at the lower range of proposed heights (150'), thereby keeping within the view corridor limits.

### **Transitions**

Opinions around the concept of transition buildings were almost equally split, with 50.9% (27 of 53) opposed and slightly more strongly opposed (35.8%) than strongly supportive (32.1%). While those who supported this concept cited an aesthetic preference for a gradual decrease in heights as you move towards the historic area, those opposed felt this beneficial transition should take place outside of the historic area, not within it. This sentiment was echoed by the UDP and the VHC who were opposed to transitions within the historic area as they were seen as damaging to the character through the erosion of its border.

# Verbatim Feedback Form Results for the HAHR

## PART I - OBJECTIVES:

### 1A) WHAT DO YOU LIKE BEST ABOUT THE OBJECTIVES?

- To maintain the Historic Area, character & general building heights
- growth & development by evolution in context with affordable housing, heritage conversation, social and cultural facilities
- To preserve the West Coast unique character of Chinatown. Tall skyscrapers are boring, congestive, unnatural, ugly and sadly block out the sun and views
- To maintain the Historic Area's Character and general Building Scale
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- To maintain historic area character
- To maintain the historic area's character and general building scale.
- They outline the major concerns of the historical area that can be addressed by physical construction. I like the maintenance of historic character and general building scale. I like the inclusion of affordable housing, heritage conservation, social and cultural facilities. These are necessary for height exceptions to be made.
- There may be opportunities to provide direction for growth and development - if the community is allowed to participate in a transparent process. If the process is driven by hidden (real or perceived) agendas it will be a failure
- There is inherent conflict between the conservation objectives and enhanced "development potential"
- The special attention for FS in being restricted are the focus on saving historic building.
- The objectives are good, worthwhile, but don't necessarily have anything to do with height.
- The objective sounds great and I am concerned about Chinatown currently. It's losing its

character now because the population is aging and the stores are standing vacant. However making good sounding objectives are easy the problem is implementation!!

- The objective to provide direction in growth & development A& to maintain the character & scale in each historic area
- The increase in density will help revitalize the area, it can also be used to advance the saving of the Pantages theatre and Phase 2 of the Streetcar line
- The first and the second objectives.
- I support in principle the objective that developments generate amenities for the public but this objective in this context raises many questions:
- How will these objectives not contradict or undermine objectives one and two?
- Who will determine what these amenities will be?
- Is the trade off for more tower height – in building designs that don't reflect the historic character of the neighbourhood- worth the amenities achieved?
- Will the benefits to the community be affordable for the community to use? (The space set aside for non profit community organizations at the Woodward's 5 story building at Abbott and Hastings for example is not affordable to the community).
- What is the overall vision for the community from the community: What amenities has the community identified that it needs and will future amenities achieved through developments support the community's needs vision?
- Is the city relying on private development to provide amenities to the community?
- The extra density will bring more people into the neighbourhood. Hopefully these people will be working and will bring money into the area to encourage businesses.
- That there was mention of development potential.
- Provides incentive for developers to take on redevelopment of area. Needs to be addressed in addition to view cone.
- Of all three bullets above, the preservation and maintenance of Historical Area's character is of most importance
- Objectives recognize the importance of the historical - cultural and architectural preservation to the revitalization of the entire precinct. Addresses widely held concerns that the area has

been largely ignored in the densification of the downtown area.

- Not to be considered as hindrance to new development
- Maintaining the character and general building scale. Social housing is needed, especially environmentally sustainable social housing, with input from residents
- Maintaining the building scale and historic character - providing potential to generate benefits within the area through area based developments
- Maintaining historic area's character creating public benefits
- Maintain the Historic Areas character and general building scale. Public benefits such as affordable housing benefit conservative, social and cultural facilities
- Maintain the Historic Area's character
- Maintain Character and scale of Historic Area
- Like the objectives
- It is critical to have a direction - the stewardship of our historic area is a significant responsibility
- It is too early to think about growth, development, increased density in the neighbourhood. First we need a low-income centered planning & visions process.
- It calls for some kind of change
- Important discussion - ensuring development that will help this area's problems and enable a stronger community
- I think it may allow for more options to be considered in future redevelopments
- I think it is a great way to provide incentive to positive growth and development within the neighbourhood. It would be great option to increase density and make these areas livable again.
- I am currently not impressed by the objectives
- I agree with the growth and development of the historic area but not to sacrifice any character to the area.
- I agree this area needs revitalization. I am not opposed to special sites which help with the mix but it looks like the chosen sites are too tall - they will block our view corridors. I support a more balanced mix of market and non-market & higher density, but with amenities.
- General public benefits etc.
- Ensuring that there new development potential

in the historic area. This may generate public benefits for the area as the needs may arise due to the fact that there are more people living in the area.

- Diversity -potential for revitalization special sites could bring about the right project to benefit residents and provide convenience
- Direction for growth should be done by a Local Area Plan - not by considering building forms. It is simplistic and potentially has huge social, economic, land use impact.
- Commitment to retain thru-block fabric of existing neighbourhood character
- Chinatown is unique guideline should be developed to protect the area's character and at the same time encourage development.
- Best objective is to ensure height increases generate public benefits and amenities
- All the objectives are relevant
- All of the objectives are premature. We need a local area planning process that reflects what the majority low income residents want before deciding on height. Also, need social vs. Economic impact study to take data out of study area
- Aim to increase Social/affordable housing and in revitalizing the historic area
- 1 & 2
- "To maintain the Historic Area's Character and general Building Scale" is the key objective and should form the foundation of the heritage planning for Chinatown
- The acceptable objective is "To maintain the Historic Area's character and general building scale."

#### 1B) WHAT WOULD YOU CHANGE ABOUT THE OBJECTIVES?

- revise 'significant development' to 'appropriate new development potential'
- To emphasize the historic nature of the area with all of Vancouver
- There is an assumption that more development height will generate affordable housing etc. I think that this is a false assumption
- The third objective assumes that the significant new development will be in the form of height and density greater than what is permitted and through rezoning the public benefits can be extracted. This is backwards. First determine what public benefits are needed then determine

how they can be paid for

- The public benefits and amenities must include green spaces or we will be like crowded rats - there will be more aggression and mental illness.
- The order is all wrong! Keep the objectives (and develop others as necessary) and THEN through neighbourhood planning processes find out how to achieve them.
- The objectives should be prioritized. We must ensure that the historical area's character is maintained before we can consider any potential new development in the area.
- The objectives are fine
- Sustainable environmental, cultural, and economic
- Specifically in non detail what growth is - population of residents or visitors or square footage or both. In the case of square footage, I don't agree that increase is beneficial necessarily.
- Objectives should include looking for the type of growth and development that should go on in the area; - commercial/retail/office;-market residential; more social housing; - more SRO's - more assistance facilities
- Nothing they are vague enough to work well
- Nothing noting the given context of the review.
- Nothing
- Nothing
- Nothing
- None
- No change needed for these objectives
- N/A except revisit "signify new development" to "Appropriate and significant new development"
- More DTES housing for low income residents/ some more emphasis on social development in DTES as part of the review for growth.
- Maintain the current height maximums but allow general height option 2 outside of historic Chinatown
- Limit the new development impact on historic area
- Keep the option 2 height, you have got a possible increase in the special sites so know as they are not in the 2 main heritage zones
- Keep all buildings in Gastown at their current heights preserve the history.
- Information's about how it would effect the people living in these areas
- include environmental sustainability. Include

'keep the low income character of the neighbourhood and maintain existing services such as soup kitchens etc. Include environmental impacts, such as increased sewage in False Creek - a major problem. Wind tunnels. Allow more environmentally friendly social housing, low-income affordable housing.

- I would demonstrate a connection between the objectives and the historic area height review. The information presented to date makes no argument to show buildings height will achieve these objectives.
- I would broaden "direction for growth & development" to make include transit and open space
- I think it would be beneficial to incorporate transportation stops and general circulation with out the plan.
- I am against this type of densification in this area I see no merit to development like the Woodward's building continuing.
- Generating public amenity for the area is obviously valuable, but is affordable housing really an amenity?
- Gastown & Chinatown if you permit addition to existing building height it must look like it's part of the original - not a non-conforming eyesore. There are some bad additions on Water Street.
- Establish goals and objectives of the community first and let that drive the form of development. Point tower podium is not the only answer/ solution
- Ensure quality
- Eliminate anything involving enhanced development potential
- Do not believe public benefits and amenities will flow out of extra height.
- Develop a big picture strategic plan on how to integrate Hastings Street with Gastown and Chinatown. This will provide a base from which your objectives should develop
- Create a low-income planning process. Guarantee that this neighbourhood remains majority low-income. Respect Aboriginal, Chinese, Japanese working class heritage that founded this neighbourhood
- Bring more attention on being more pedestrian friendly. To ensure that the height is set back at 25% from the street frontage. Height allowed would be best design if done staircase style avoiding darkness to permeate
- Answering this question requires deeper thought



than I can give right now.

- Additional height is a questionable formula for the growth of civic amenities. City should revisit DCL policy to regain control over civic amenities and disincentivize additional height with sensitive neighbourhoods.
- ADD- Upgrade the historic area to become a tourist attraction - Each sub area should have it's own objective. If not possible, Chinatown HA-1 should have it's own objective.
- Add and changes of the area should first & foremost benefit those who live and work in this area.
- #2 I don't think the review meets that objective, nor do I think that it is very important
- Providing "direction for growth and development in the Historic Area" should not begin with "height review." Growth (what is usually meant by this term) in this area may not be desirable, considering the area's irreplaceable historic quality and ongoing tourism potential.

#### 1C) DO YOU HAVE ANY OTHER COMMENTS?

- preserve or conserve public open space, parks & gardens as things stand, this may not be sufficient, any further damages or elimination of public open space would not be with the best interest of a vibrant district
- We should not be scared of height. City should do better job of showing opponents to increased height that change is universal and even desirable given benefits of amenities etc.
- We need to elaborate on the intentions and how they can be met.
- We are pleased that the City planners are consulting the community on the heights review. The City should consider weighting the feedback received because the local DTES property and business owners and residents have more at stake than the other respondents
- Towers and/or increased density would overwhelm the present community. Thousand rely on DTES community for healing and social outlet. This could be lost. It is a very valuable social environment that is a jewel hidden in the city's crown.
- To use 4 height sites and maximum height sites to solve social problems is very problematic
- This was initiated by previous city council. Would like to know if it has been endorsed by current council

- this is throwing baby out with the bath water. Woodward's towers are now being recognized as an urban design disaster seriously damaging the scale of the combined historic area
- These objectives should be congruent with Chinatown Revitalization plans, which have been discussed for the last several years.
- There is no mention of small \_\_\_\_ business need commercial activity
- There is enough height in the current bylaws to accommodate future development.
- Future development needs to support the character and rich heritage of the neighbourhood.
- There are many ways to achieve these objectives. The City has shown creative solutions such as the heritage building incentive program and the grants available to Chinatown society buildings. Don't start with the idea that height is the way to achieve these objectives.
- The public benefit should include restoration of the Pantages SOON PLEASE!
- The City needs to produce substantial economic & socio-economic impact studies to establish connectedness between the objectives & the proposed changes in height. Bullet 3 under "1" above is simply conjecture at this time.
- Thank you for providing these opportunities for input.
- Review the elements that exist that are not in character and change that e.g. Freeway scale ramps of the Georgia viaduct
- Please preserve the existing parks, especially Crabbe and Oppenheimer. They are crucial amenities in a stressed neighbourhood. Please define "affordable housing" as housing with rents at or below \$375. Rents that are 1/3 of income would be preferable. Social and cultural facilities that are low-barrier and free would be welcome
- Objectives should also include - to promote the orderly development of the area and to discourage unfounded speculation that results in vacant and unutilized sites.
- More consideration could be emphasizes in designing buildings that would stay away from your narrow minded views of building box style complex similar to 58 East Hastings have some glass and light to brighten Hastings. More plants, lighting, and user friendly area. Promote less traffic on Hastings corridor
- It's very difficult to consider height of buildings in isolation. Extra height means more car traffic - I can't divorce the two visualizations

- I would be very careful how any significant development contributed. Public benefit; the process clearly requires guarantees in order to deliver a genuine benefit!
- I wish residents of Citygate had been notified other than through an ad in the paper. Our False Creek Residents Assocs. are all impacted. We should have been informed along with other associations.
- I am concerned that this whole process seems to have been driven by the precedent set by the 400 foot and 315 foot towers (plus the direction from City Council as part of Eco-density) of the Woodward's project. I'm concerned that those two towers have led to the special sites idea.
- I am against height increases in this area. I do not feel that the historical precedents' for height increase are appropriate in this case, as I do not feel at all confident in the development of any "character" in this neighbourhoods through height increase.
- Growth should not sacrifice harmony and environment
- Emphasize social, economic and environment sustainability.
- Discussing height in this context is important to guide further developments so that the neighbourhoods can grow in a positive and effective manner.
- cultural and other amenities should remain in the neighbourhood
- Chinatown needs protection from the drug street scene as well as the frightful and sad drug trade. The merchants, restaurant personnel, shop proprietors and staff and other workers work so hard to make a livelihood, it's a struggle
- Building scale has as much to do with façade articulation/# of shops/ forms as height
- All heritage buildings should get a grant to restore their facades.
- Three points. (1) City planning needs to prepare a background paper on The History of 'Amenity' in Vancouver Development and make it clear how funding of all public amenity has come to be seen as a function of granting private rights to developers. (How did we ever get all those libraries, community centres, parks, etc. in the past?) The City does have other revenue sources – property tax, fees and licenses, fines. (Example: Curbside space across Vancouver needs to be turned into a revenue-producing asset rather than being allowed to continue as a subsidy to the automobile and attendant

environmental degradation.) (2) Property owners of the brick buildings along Hastings Street should not be allowed to board them up and let them rot to the point where they can say they have to be demolished. That historic streetscape is irreplaceable. (3) Development along Hastings Street should not be allowed to create a "wall" that separates Gastown from Chinatown.

## PART II – GENERAL HEIGHTS

The result below are presented in groupings according to preferences for options. Those individuals who had a preference for option 1 are presented first, followed by the comments of those preferring option 2, with the comments of individuals who chose not to express an interest coming at the end of each question.

### A. VICTORY SQUARE (DD- SUB-AREAC2)

#### A.2. WHY? (PREFERENCE FOR OPTION 1: VICTORY SQUARE).

- Would liked to contain development already can go to 100 feet w/o conditions I would stick with 100 feet max.
- Victory Square is an important green space which should not be cast in shadows. The Dominion Building is and should remain the highest building on/near the square.
- Until economic and socio-economic impact/benefit studies convincingly point to option 2.
- This is a heritage area and I thinking the scale of it's buildings should be preserved.
- The Victory Square plan is recent and needs no modification
- The Dominion Building needs to retain the significant element here.
- Prefer to maintain the scale in the Victory Square area
- Otherwise, distortion occurs. A warping of skyline. Create confusing impression - false images! How about clean up?
- No height until we have a plan and know who will live in these units - in past low-income not involved in planning sub-areas on western edges of DTES
- No extra height until we can have a plan know what the height will be used for - low income residents have not been involved in Victory Square planning.
- It generates double growth in population without drastically changing the building form and harmony

- In the historic area the height shouldn't be on/near the square.

	A. VICTORY SQUARE (DD- SUB-AREAC2)														
	Option 1						Option 2						A.2 Which General Height option do you like best for Victory Square?		
TOTAL FORMS RETURNED	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	OPTION 1	OPTION 2	Total Responses
61	22	14	6	4	2	48	10	10	6	4	16	46	26	20	46
	45.8%	29.2%	12.5%	8.3%	4.2%	78.7%	21.7%	21.7%	13.0%	8.7%	34.8%	75.4%	56.5%	43.5%	75.4%
	75.0%		12.5%	12.5%			43.5%		13.0%	43.5%					

- increased so it maintains the historic feel
- I will support the redevelopment of 300 W Hastings and the Big N' Tall site to 120', as long as the height doesn't dominate the Dominion Building
- I currently like the height of the structures
- Felt that it's best to maintain the historical character of this sub-area. The area as is holds a visual, historical and architectural uniqueness that needs to be sustained.
- Current maximums will allow for increases in population density without damaging the heritage character of Victory Square area but I might be open to option 2 if sufficient public benefits provided.
- Better scale with lots of room for growth already
- Because more would just mean dense area
- 70-120' is quite significant. Street wall is preferable to podium tower - adequate openings in fabric needed (parks etc.) to support extra density
- The "increase" available under "Moderate Increase" is not a percentage that justifies the detrimental impacts.

#### A.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 1: VICTORY SQUARE).

- Would liked o contain development already can go to 100 feet w/o conditions I would stick with 100 feet max.
- Victory Square is an important green space which should not be cast in shadows. The Dominion Building is and should remain the highest building

- Until economic and socio-economic impact/ benefit studies convincingly point to option 2.
- This is a heritage area and I thinking the scale of it's buildings should be preserved.
- The Victory Square plan is recent and needs no modification
- The Dominion Building needs to retail the significant element here.
- Prefer to maintain the scale in the Victory Square area
- Otherwise, distortion occurs. A warping of skyline. Create confusing impression - false images! How about clean up?
- No height until we have a plan and know who will live in these units - in past low-income not involved in planning sub-areas on western edges of DTES
- No extra height until we can have a plan know what the height will be used for - low income residents have not been involved in Victory Square planning.
- It generates double growth in population without drastically changing the building form and harmony
- In the historic area the height shouldn't be increased so it maintains the historic feel
- I will support the redevelopment of 300 W Hastings and the Big N' Tall site to 120', as long as the height doesn't dominate the Dominion Building
- I currently like the height of the structures
- Felt that it's best to maintain the historical character of this sub-area. The area as is holds a



visual, historical and architectural uniqueness that needs to be sustained.

- Current maximums will allow for increases in population density without damaging the heritage character of Victory Square area but I might be open to option 2 if sufficient public benefits provided.
- Better scale with lots of room for growth already
- Because more would just mean dense area
- 70-120' is quite significant. Street wall is preferable to podium tower - adequate openings in fabric needed (parks etc.) to support extra density
- Victory Square is a jewel. The setting of that jewel should not detract from the street-level human-scale amenity that already exists.

#### A.2. WHY? (PREFERENCE FOR OPTION 2).

- Would like to see greater density of both residential and commercial development to offset or balance the weight of the concentrating of social services in the area.
- with Conditions. Height to be driven by community driven goals and objectives - amenity to be public and meeting community goals
- Victory Square seems to be in a depression (graphic) so increasing height options would not have much more impact.
- This area is a transition zone and a moderate increase in height seems appropriate and could potentially stimulate development
- This area has great potential for residential and retail development
- The new Woodward's buildings are quite tall already.
- The moderate increase with our other development areas to "catch up" to a rather moderate increase - this produces a strategy contrast in height of buildings from head to head.
- The area can use a more diverse community and with parks it would improve the surroundings.
- Less intrusion into the historic area
- Its proximity to the business/financial center will allow for overflow/options for those want to be in the periphery of the area. If feel there is lots to take advantage of in this area.
- Increased density will add vitality to whole area.
- Increases density with out dramatic disruption
- I don't think it would detract from the area & providing there was mandated provisions of SRO/

low cost housing in developments it could help with the homelessness problem in the area.

- I don't feel that the "positive" aspects of general height increase are accurate.
- Height increase is minimal - what are we trying to protect here? View? Sunlight?
- Because this area is directly adjacent to the thriving downtown core. It could handle the taller buildings provide an ethnic transition (i.e.. height scale) between the surrounding areas and best positioned to adjust to the population influx with access to transportation and basic amenities.

#### A.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 2: VICTORY SQUARE).

- Would like to see greater density of both residential and commercial development to offset or balance the weight of the concentrating of social services in the area.
- with Conditions. Height to be driven by community driven goals and objectives - amenity to be public and meeting community goals
- Victory Square seems to be in a depression (graphic) so increasing height options would not have much more impact.
- This area is a transition zone and a moderate increase in height seems appropriate and could potentially stimulate development
- This area has great potential for residential and retail development
- The new Woodward's buildings are quite tall already.
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- Increased density will add vitality to whole area.
- I(increases density with out dramatic disruption
- I don't think it would detract from the area & providing there was mandated provisions of SRO/ low cost housing in developments it could help with the homelessness problem in the area.
- I don't feel that the "positive" aspects of general

height increase are accurate.

- Height increase is minimal - what are we trying to protect here? View? Sunlight?
- Because this area is directly adjacent to the thriving downtown core. It could handle the taller buildings provide an ethnic transition (i.e., height scale) between the surrounding areas and best positioned to adjust to the population influx with access to transportation and basic amenities.

#### A.2. WHY? (NO PREFERENCE LISTED).

- No comment at this time, as I need to know more about the rationale. Since the Victory Square Study and public consultation were done in recent years, what prompted the significant variations at this time?

#### A.3. ADDITIONAL COMMENTS? (NO LISTED PREFERENCE: VICTORY SQUARE).

- No comment at this time, as I need to know more about the rationale. Since the Victory Square Study and public consultation were done in recent years, what prompted the significant variations at this time?

### PART II – GENERAL HEIGHTS:

#### B. GASTOWN (HA-2)

#### B.2. WHY? (PREFERENCE FOR OPTION 1: GASTOWN)

- This is the 'snap shot' of Vancouver's first City Centre. It has provided renewed interest for citizens and visitors alike again since the early 1970s. Any increases need to be very

knowledgeable and careful not to expediently dilute or destroy the Historic Fabric.

- With the current construction i.e. Woodward's, Convention Centered, etc, the Gastown I once knew showed the reminiscence of old Vancouver, I like the current improvements i.e. Hotel Pennsylvania and addition to Cordova & Abbott. But I don't agree with an increase in building height.
- There has been a great deal of redevelopment involving heritage buildings in Gastown under the current regime. The current height limits have not been an insurmountable impediment. The heritage commission has the ability to recommend increased height where heritage conservation is an issue. This is all that is needed.
- The area looks good right now.
- respectful of character
- Preserve the little history that Vancouver has
- Maintains visual & structural connection to Chinatown.
- Key historic area of the city should be maintained
- It is already dense
- I strongly feel that Gastown must maintain its historical preservation due to its importance as a major tourist draw and heritage area.
- I don't see that it is necessary to up zone this area. Current heights are appropriate and development is currently happening
- Gastown is very unique in its character & scale. Any new development at a higher height would affect the feel and nature of this area.
- Gastown is quaint, approachable and has some affordable places within it. Increased maximums

B. GASTOWN (HA-2)															
TOTAL FORMS RETURNED	B.1 A) Option One						B.1 B) Option Two						B.2 Which General Height option do you like best for Gastown?		
	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	OPTION 1	OPTION 2	Total responses
61	27	8	7	1	2	45	6	8	8	4	19	45	28	11	39
	60.0%	17.8%	15.6%	2.2%	4.4%	73.8%	13.3%	17.8%	17.8%	8.9%	42.2%	73.8%	71.8%	28.2%	63.9%
	77.8%	15.6%	6.7%				31.1%	17.8%	51.1%						

would stress the area

- Gastown is a balanced mix of work/retail amenities that is working as well as it can at the present moment. Any introduction of a moderate increase might result in economic pressures that could impact on the equilibrium - force smaller businesses out due to the shift in land costs and potentially reduce the essence of the area.
- Gastown heritage management plan is recent and was introduced along with transfer of density because of the damage being done by the Alexander St syndrome, namely street wall extensions to 75' eliminating the saw tooth profile. The plan has produced exceptional results until transfer of density was halted
- Gastown has over the years proven twice becoming a total failure 1986 - 2010 you allow unrefined city owned dilapidated SRO at Cordova and Carrall and in Gastown with no regards to the home owners, that invest hard earn money, with nothing good in return
- Don't touch Gastown as it is recognized federally as an area of national historic importance. I think heritage conservation holds a stronger precedent than height review.
- Birthplace of Vancouver. Keep the origin obvious. The most attractive and meaningful centres of population who have wisely kept the physical history revitalized the heart of these unique points in time. Tell the stories, do not destroy them.
- As a historic district, and now a National Historic site, the scale of the original buildings provides strong evidence of the areas history.
- 120' is too high... (I didn't record whole answer, because it focuses on 120', see form for answer)
- The "increase" available under "Moderate Increase" is not a percentage that justifies the detrimental impacts.

### B.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 1: GASTOWN).

- You fail to manage this area how can you improve what you damaged, as a homeowner I see my area now filled with bars that people from Surrey visit and on the week-end peace of mind is all but loss, you put SRO and do not maintain them you allow business such as furniture store well if I was a tourist it be nice to feel like I can have a choice of vital restaurant and a village like atmosphere. But no, you put bars, drugs and furniture you have no idea what it is to live here and see my investment waste away due to your

incompetence.

- The irregular building heights in Gastown provide an explanation of the areas history and create a pedestrian scale.
- The density bank is an excellent tool. To increase demand for density the number and location of recipient sites should be reviewed. Two options are 1. the length of Kingsway, and 2. Single Family Sites for Laneway housing
- protect & preserve
- Let the sunshine and daylight in. Concrete canyons are too business oriented. A cold, unfeeling, unapproachable personality permeates the newer typical architecture. Why monotonous rectangles of glass steel or cement reaching way up? WHERE is the imagination or love of creativity and humanity??? I am serious about this.
- Keep street life pleasant for light penetration make the buildings consistent
- Increased height creates a wall between Gastown and Chinatown.
- Gastown has improved significantly in the last 15 years under existing rules.
- Providing "direction for growth and development in this Historic Area" should not begin with "height review." Growth (what is usually meant by this term) in this area may not be desirable, considering the area's irreplaceable historic quality and tourism potential.

### B.2. WHY? (PREFERENCE FOR OPTION 2: GASTOWN).

- This would provide incentive to exuberate the revitalization in the neighbourhood. I have live in Gastown for several years and the current revitalization is great. i.e. (Salient group)
- The change from Options 1 to Option 2 seems to only affect Hastings Street. I don't mind framing Hastings with taller buildings.
- Need to vary heights - lace of light anyway so why not increase?
- Does not affect the neighbourhood drastically.
- Current height of 75 feet appropriate within Gastown proper with extra height on the outskirts.
- Because this area is still looking pretty shabby & I hope that a moderate height increase might attract some money to improve it.
- Ability to gain public amenities increases

B.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 2: GASTOWN).

- Traffic would be higher
- Make any building look like it fits with the neighbourhood architecture.
- Keep the facade revitalization program and reintroduce the heritage bonus program

B.2. WHY? (NO PREFERENCE LISTED: GASTOWN).

- Low income Gastown residents (the majority) have not been involved in Gastown planning decisions.
- Neither Gastown should go higher but only to 100 feet
- Low income residents of Gastown make up 10% of the population and have had no say in the development of their area - accelerated gentrification of storefronts alienated tenants. Extra height without plan for inclusion is unfair and potentially destructive if land values go up and no senior government funding or other strong mechanisms in place to manage change so its socially/economically appropriate.
- In the report there was no change in anticipated. What is the question?
- I have no strong feelings either way. Water street heights seem to work fine
- I can support either with the appropriate design guidelines
- Full block urban fabric is critical to neighbourhood character and experience. New construction must respect grain of block.
- Either option would be alright

B.3. ADDITIONAL COMMENTS? (NO PREFERENCE LISTED: GASTOWN).

- Should not be such a contrast with the other Gastown area at 75 feet - 100 feet would allow more coherence
- Gastown area between Hastings and Pender to remain @ 75'

**PART II – GENERAL HEIGHTS:**

C. CHINATOWN (HA-1)

C.2. WHY? (PREFERENCE FOR OPTION 1: CHINATOWN).

- With exceptions on a site by site basis with an emphasis on good design meeting goals and objectives of neighbourhood. Some small towers may work, depending on the context
- Very conflicted about this, but don't want this area to lose its Heritage status & don't want the already dreadful car traffic to increase. Don't care about (car) traffic jams, just want no more cars in this area - it's too dangerous for the pedestrians.
- This area has the most heritage buildings. New taller buildings will dwarf the heritage buildings.
- There has been enough residential development in the area i.e.. Tinsel town, and the density of Chinatown should grow due to this. No need to make any more height increases to deface such a historic area
- Retain its authentic personality. Historic is history. Much of Vancouver is N.American modern. Rectangular and glass. Redundant
- Preserve scale and character that is consistent of the National Historic site designation

	C. CHINATOWN (HA-1)														
	C.1 A) Option One						C.1 B) Option Two						C.2 Which General Height option do you like best for Chinatown (HA-1)?		
TOTAL FORMS RETURNED	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	OPTION 1	OPTION 2	Total responses
61	30	8	5	5	3	51	11	15	5	5	20	56	29	22	51
	58.8%	15.7%	9.8%	9.8%	5.9%	83.6%	19.6%	26.8%	8.9%	8.9%	35.7%	91.8%	56.9%	43.1%	83.6%
	74.5%		9.8%	15.7%			46.4%		8.9%	44.6%					



- Option 2 does not make much difference
- No need to change; would dramatically, negatively impact on Chinatown's heritage character.
- No evidence has been produced that indicates options 2 would achieve the objectives more effectively than option 1 - but we do know option 2 will increase shadows on the streets and poorly handled, lead to the diminution of heritage buildings & the existing parks and Sun Yat Sen Garden.
- Lease Rates on new construction don't seem to support the need for new development. Incentives are needed to rehabilitate existing structures before adding new. Perhaps concentrate on infill opportunities and enriching civic experience through deeper integration of public space into the block fabric.
- It is also an area of historic and cultural significance. The current maximums have not been met so a moderate increase to the height would be over supplying to an area lacking a demand for such construction.
- Increase the height would not increase populations but just to provide more workspace since most of building are heritage buildings
- I don't like the idea of any building overlooking the Heritage Buildings; I prefer that the emphasis is on the Heritage buildings as they are a very important part of Chinatown
- I am not sure if the 50', 65' with conditions current maximum is based on an analysis of ex. General height. I would support a moderate increase but only where I was shown that the ratio of bldg height to street width matches the proportions of turn-of-the-19th century historic districts and if height limitations of 70 to 80 feet for historic Chinatown districts were also historically imposed restrictions on development
- Historic character is low-scale and should be kept.
- Even a moderate increase is really immoderate since the result will destroy the historic scale
- Chinatown's scale and massing is integral to the area's character. Developing the current scale would alter the current connection between people and buildings
- Chinatown has a special flavour and character. Large increases in towers would change its character and add an influx of new upscale people in an area that's already stressed. There are already enough tensions between Chinese business people and street people.

- According to the presentation, the moderate increase provides potential for minimal increase in utilization relative to the current maximums. Because this area is now under utilized (based on current maximums ), there is little or no value to implement a moderate height increase
- The "increase" available under "Moderate Increase" is not a percentage that justifies the detrimental impacts.

### C.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 1: CHINATOWN HA-1)

- The value of the small scale development and small lot configurations/pattern illustrates the small scale property ownership during the turn of the 19th century. Small scale buildings and lots are a physical expression of the small scale businesses and property ownership that continues to thrive in the area
- The street is very narrow now. Taller buildings will block the sunlight.
- Opinions from the Chinese community are important here.
- Maintain as is, no need to raise heights, already many buildings available for commercial and residential uses - but they are vacant
- Height is important to preserve the feel, scale of heritage buildings
- Dr SYS Garden needs sunlight. Too many towers exist in area.
- Chinatown's character is extremely fragile. Towers could easily produce multiple Tinseltowns with NO benefit but at the costs of destroying the heritage values.
- Case by case could be looked at but with strong limits.
- Any increase in permitted heights would detract from the pedestrian historic scale of Chinatown.
- Any height increase poses the risk of erosion over time to the Historic Area's character
- Providing "direction for growth and development in this Historic Area" should not begin with "height review." Growth (what is usually meant by this term) in this area may not be desirable, considering the area's irreplaceable historic quality and tourism potential.

### C.2. WHY? (PREFERENCE FOR OPTION 2: CHINATOWN HA-1).

- This would potentially bring more residents in the

neighbourhood and more community services. It would further develop the neighbourhood, so it isn't just a tourist attraction

- Well they seem to cry wolf and God came running!
- These were historically some of the tallest buildings in the city -
- There is not too much development going on in Chinatown. A tall building may help revitalize Chinatown with new housing and/or other facilities for the community.
- Modest increases would create economic viability
- Moderate increase in the height will help revitalize Chinatown and bring a more diverse clientele to the area including more housing. As well, the height increase compliments the skyline in the Yaletown and downtown areas.
- It would be of help for a moderate increase to give added energy to the community with increased presence of peoples that contributes to the revitalization of Chinatown.
- It would allow for some degree of revitalization without a drastic impact on the existing fabric. A moderate increase of population would benefit in re-energizing the community. In terms of economy, increased presence of commercial/ retail vitality
- Hopefully the moderate increase will encourage moderate development which will ensure the revitalization continues.
- Greater density should help to bring greater 24 hour activity to Chinatown. May encourage landowners of vacant and under developed lots to develop and put residents and merchants in place.
- For it but that it blends in with current buildings
- Chinatowns' interest for me is at street level. I wouldn't mind taller buildings but back from the storefronts.
- Chinatown, having a substantial number of heritage buildings might receive some benefit if new development which could provide some revitalizing element. Some evolution in a community is needed to help provide new growth and to inject added vitality.
- Chinatown was a major commercial drive in the old days. An increase would allow for more development to help revitalize the area as a major commercial and cultural center.
- Chinatown is slowly dying thanks to Richmond's success, extra bodies will help Chinatown \_\_\_\_ this.

- Access to community amenity funds

### C.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 2: CHINATOWN HA-1).

- What can be said other than half if not all decisions are made by 2/3 Chinese majority vote who doesn't care what happens a block away.
- We should not allow high towers in any site.
- The pattern of small lot development and pattern of ownerships in Chinatown defines this characteristic. Again, even greater care must be taken in contracting design guidelines to preserve the pattern of ownership and small lot development. Most of the landowners in Chinatown cannot benefit from even the CURRENT MAXIMUMS because of same lot and ownership pattern. Development proposals for sites that can benefit from increased height must confer community benefit!
- The extra density will barely be noticed visually but will greatly help.
- The Current common baseline height limit is problematic if it leads eventually to a uniform build out of development sites. The conditional increase in height contingent to a rezoning would allow the planning Dept. to achieve varied heights. Greater height for 25' lots to aid financial feasibility of redeveloping these sites (including heritage retention) would be an excellent tool
- Same as other areas - make any addition look like they belong and don't stand out.
- Can do modes \_\_\_\_ and small additions reduce any parking requirements and focus on public transit

### C.2. WHY? (NO PREFERENCE LISTED: CHINATOWN HA-1).

- Not an either/or. In HA-1 particularly it needs knowledgeable and careful adherence to design guidelines. We need to know more about the rationale behind any increase. Why 10' and 10' only? We may find agreement that a historic area does not have uniform height, partly because of the many small 25' lots.
- Maintain Chinatown as a heritage area
- Increase to 120' on a discretionary basis
- In either case design guidelines are necessary

### C.3. ADDITIONAL COMMENTS? (NO PREFERENCE LISTED: CHINATOWN HA-1).

- It is a matter of achieving the “Historic character and general building scale’ as in the objectives. How best can this be achieved? Uniform Heights? Density restrictions? Or design guidelines for appropriate increases?
- Whatever increase a set up beyond the current height would be helpful

## PART II – GENERAL HEIGHTS

### D. CHINATOWN SOUTH (HA-1A)

#### D.2. WHY? (PREFERENCE FOR OPTION 1: CHINATOWN SOUTH).

- Until proper studies completed best to stay with option 1. The HA-1A area is less critical & has more redevelopment potential but height increase might not be important to redevelopment. - economic & socio-economic work is needed before option 2 should be allowed.
- The zoning for Chinatown South already permits higher heights than HA-1, so that historic Pender Street could stay low-scale and development could be accommodated in Chinatown south.
- Since this area is part of Chinatown, the general height should be in unison with the other part of Chinatown
- See previous comment. I do feel a core part of Chinatown needs to be preserved at current maximums for heritage preservation.
- Prefer to have Homogenized sense in the building form in this area. Having the height set to 120’ would create physical impact on the existing buildings
- Not really sure which area is Chinatown South, but rent prices for storefronts have already skyrocketed in the wake of the \$1 million condos

on Keefer. Condos and speculation will raise prices through the roof.

- Not certain if the construction of higher developments would serve this sub area well. The present retail areas are flourishing with a good level of economic and business activity and the street scope has a very good feel to it.
- Maintain historic area heritage already many vacant floors - let’s rehab, fix, rather than demolish these heritage buildings.
- Maintain continuity of character of area
- I think taller buildings in Chinatown South will over shadow old Chinatown HA-1
- I support a moderate increase only if it’s proven that development under the current height limit is not feasible. First determine why development under existing height limit has not occurred and determine if rezoning to reach 120’ would be more appropriate way to extract public benefits for the area
- Felt that it is best to hold to the current maximums
- Already permits higher development
- The “increase” available under “Moderate Increase” is not a percentage that justifies the detrimental impacts.

#### D.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 1: CHINATOWN SOUTH).

- This area is better able to handle option 2 than HA-1
- The rationale provided in C2 is also applicable here
- Opinions of the Chinese community is important here too
- Keep as is, this is a Historic Area.

D. CHINATOWN SOUTH (HA-1A)															
D.1 A) Option One							D.1 B) Option Two						D.2 Which General Height option do you like best for Chinatown South?		
TOTAL FORMS RETURNED	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	OPTION 1	OPTION 2	Total responses
61	21	13	5	7	2	48	17	13	2	9	14	55	21	25	46
	43.8%	27.1%	10.4%	14.6%	4.2%	78.7%	30.9%	23.6%	3.6%	16.4%	25.5%	90.2%	45.7%	54.3%	75.4%
	70.8%		10.4%	18.8%			54.5%		3.6%	41.8%					

- Height permits gradual change to higher form historic areas. Remove the freeway ramps and restore street scale connections
- Chinatown south has capacity under the existing zoning. Find out why it isn't being taken up and find solutions to address this. Don't lean to the simple-minded solution that a further increase in height will achieve objectives.
- Of the five sub-areas defined in this survey, this is the only area in which some further development might not be detrimental.

#### D.2. WHY? (PREFERENCE FOR OPTION 2: CHINATOWN SOUTH).

- With Conditions. This area may have possible development sites. This development needs to meet goals and objectives of community
- This would enhance the Keefer Street façade, and would reinforce the amenities of the area and add to the flavor and economic viability of the area.
- This is an area that can take advantage as a transition zone adjacent to new higher buildings
- This area is in need of a remake. It's not pleasant to walk around because there isn't enough residential (eyes on the street) or business. I think increasing height might encourage development here.
- This is not the Chinatown core and doesn't have as many heritage buildings, therefore more height should be allowed.
- More development may help boost and revitalize the area. It is closest to a park and community center and many other shops. It is something that is possible and positive for the public.
- It's likely that there will be future high rise developments in the area between Terminal Avenue and the Georgia viaduct. There is a large amount of space in that area.
- It's a transition to City Gate
- It would encourage population growth without affecting historic Chinatown
- It will bring more positive development to the neighbourhood.
- Important to create a strong, community based architectural fabric, and not to introduce huge-scale oppressive towers.
- I could see the logic in increasing height restrictions along the Main Street corridor as the building pedestrian interface is different than along Pender
- Extra density is needed to support the abundance

of retail in the immediate area.

- Could go higher here
- Area has larger lots and not as many historic buildings

#### D.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 2: CHINATOWN SOUTH).

- The extra density will provide incentive to redevelop some projects that might not be currently feasible.
- Same as HA-1 - except that opportunities for larger lot assemblies are greater. Greater heights could be possible to achieve density objections for both HA-1 HA-1A AND allows for greater flexibility in urban design. Again ensure high level of community benefit to compensate land-owners for who development opportunities are limited because of lot/ownership pattern.
- Moderate 7-10 storey buildings that work with historic buildings - large towers (like Woodward's) are not acceptable.
- Careful study of shadow patterns required

#### D.2. WHY? (NO PREFERENCE LISTED: CHINATOWN SOUTH).

- Not an either or question. In a somewhat different way this is similar to the HA-1. The difference is more feasibility in scale, and forms of development. The 1994 Zoning/guideline changes have only seen limited use. Again it is the District Schedule and Design Guidelines that may have to guide Historic Character and general building scale and not necessarily uniformed height.
- We need design & development guidelines
- So up to 100 feet in Chinatown south
- See comments on HA-1. HA-1A is relatively more vulnerable to change. Many valuable buildings are not protected by heritage status. Adding height is extremely expensive without destruction of existing fabric.
- Many would agree that this area should be best kept a low level (in terms of height) residential area.

#### D.3. ADDITIONAL COMMENTS? (NO PREFERENCE LISTED: CHINATOWN SOUTH).

- Keep it in close appearance to HA-1
- Design guidelines and development guidelines or use guidelines are necessary to ensure this sub



area maintain a resemblance to the historic area upon potential densifications. Economic analysis, affordable housing are a part of the guidelines.

## PART II – GENERAL HEIGHTS:

### E. HASTINGS & MAIN (DEOD SUB AREA-1)

#### E.2. WHY? (PREFERENCE FOR OPTION 1: HASTINGS AND MAIN).

- Uncertain as to effect on the present residents in this sub area. Need to consider solutions on the benefit of resident composition with any new development.
- this area is a hub for many. It is like a small town in the middle of a big city! Vancouver can be unique in the world if it lets this feature persist!
- Prefer that the current maximums be maintained as any inkling of suggested develop ability will be controversial. The focus is best served on dealing with the more pressing issues: affordable housing, safety, harm reduction that haunts this area.
- Old city part - appropriate to its roots
- Neighbourhood Scale. View Corridors
- Keep Hastings Street and Main in keeping with the rest of DEOD - don't want it to become the thin edge of the wedge going east
- It allows for consistent height in the streetscape. Need to consider increasing affordable housing stock.
- I feel that the increase in height will be of help in revitalizing the area through new construction; but my concern is in how to deal with the people now living in the area.

- Hastings and Main is a second home to me. I would hate to see condo owners moving in adding private security on to 'their' city sidewalks and changing the flavour of Carnegie Community Centre to suit their needs. Yuppies are already making their presence felt.
- Focus on renovating the current scenery i.e. Balmoral, Regent, etc. is a must here. With the amount of commercial buildings here, I find the current height limit is the right option.
- Examine built form that keeps streetscape at a very human scale and integrated to the community
- As a semi major transit area, it could bring about the right project. Also of note, significant foot and bus traffic in area could be taken advantage of.
- The "increase" available under "Moderate Increase" is not a percentage that justifies the detrimental impacts.

#### E.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 1: HASTINGS AND MAIN).

- The current height bylaws provide enough room for development. Adding even a minimal height to generate amenity
- It's an already stressed area - why add more stress? Keep services for the people already down there.
- How about a street and face wash. Please citizens - consult the locals who live and rely on this community. Carnegie Hall - vital to daily downtown eastside. Their home and sanctuary. A welcome and safe place
- Providing "direction for growth and development in the Historic Area" should not begin with

E. HASTINGS & MAIN															
TOTAL FORMS RETURNED	E.1 A) Option One						E.1 B) Option Two						E.2 Which General Height option do you like best for Hastings & Main?		
	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total responses	OPTION 1	OPTION 2	Total responses
61	17	10	9	4	1	41	13	15	7	3	13	51	19	27	46
	41.5%	24.4%	22.0%	9.8%	2.4%	67.2%	25.5%	29.4%	13.7%	5.9%	25.5%	83.6%	41.3%	58.7%	75.4%
	65.9%		22.0%	12.2%			54.9%		13.7%	31.4%					

“height review.” Growth (what is usually meant by this term) in this area may not be desirable, considering the area’s irreplaceable historic quality and tourism potential.

## E.2. WHY? (PREFERENCE FOR OPTION 2: HASTINGS AND MAIN)

- View impacts minimal!
- This would revitalize the area bringing more people to shop, work, or live and thus increase the business in the surrounding area. In addition, it will bring a more vibrant diverse clientele something the city is known for.
- This area needs help, lots of people can easily be accommodated in this area and would help return retail options.
- They are main corridor of landmark for Chinatown and Downtown where most of the growth should be concentrated
- There are some lovely buildings in this area but they are run down and empty. I’m hoping development may bring in some money to save these buildings.
- Same as Victory Square. Except looking for even greater diversity of uses. Really need to balance the pre ---- of social services in this sub-area.
- Rare width of Main street zoned development increased density and height
- Need to rid the stench of your inability to improve the area.
- More height should provide more flexibility for market/social housing allocations.
- It will provide incentives for positive residential and retail developments
- It has good public transit access so density should follow.
- I support the development of a height increase here but only if the DEOD plan is completed first (See comment under transitions)
- I like framing a major street with tall buildings
- I feel that the increase in height will be of help in revitalizing the area through new construction; but my concern is in how to deal with the people now living in the area.
- I can see the logic in increasing height along the Main Street Corridor
- Development with “moderate increase” will lend to more housing for that area.
- Because it would add more.
- Again, could go higher here. Main Street ,

important information . Define as ???

## E.3. ADDITIONAL COMMENTS? (PREFERENCE FOR OPTION 2: HASTINGS AND MAIN).

- This are could use a couple more special sites
- our decide now to finally correct your miss management off with your head’s for ignoring the beauty that is DT’s and Gastown
- Key place to emphasize public transit
- I hope any development brought in would include lots of low cost/SROs to house the community in this neighbourhood. They also live here, albeit in doorways and shelters
- Add as many tall market towers as possible the area has far too many social housing projects

## E.2. WHY? (NO PREFERENCE LISTED: HASTINGS AND MAIN)

- Not an either or. Need to know more generally incremental and APPROPRIATE increases are fine. Since that last overall plan was done in 1982, would it not be more constructive to have a Local Area Plan with consultative process before setting a ceiling or raising the ceiling?
- Need to define the conditions
- Manhattan style vision is compelling. Street design (sidewalk width, etc.) must support higher intensity of uses and vibrant street culture (sidewalk cafes, etc). Viaduct and tracks are major disruptions in the continuity of Main Street. Is a 5th Ave vision realistic?
- Cannot definitively comment until a local area planning process which include consultation with local residents

## E.3. ADDITIONAL COMMENTS? (NO PREFERENCE LISTED: HASTINGS AND MAIN).

### PART III – SPECIAL SITES

#### 1.1 MARKERS

#### WHY? (SUPPORTIVE OF MARKERS)

- The markers help identify and make the site more recognizable for the community, public and tourists. It is also closest to the downtown corridors landscape and would be a nice transmitter from downtown skyscrapers to Chinatown.
- The markers are prime locations to expand the city skyline from Downtown to Chinatown. A

gentle transition would be a nice addition to the city landscape. Naturally, this would add more amenities in the area.

- Special site would provide much needed density without greatly affecting the whole feel of the area. They would entice people into the area to see these new markers.
- Several have purpose. Chinatown Gate though not so noticeable, esp. on bus travel, looks good.
- Provides visual interest landmarks
- I think the criteria for determining marker sites are really good. There should also be an overlay of sites where taller buildings are practical i.e. minimum lot size 150 x 120. Require very high community benefit.
- Generally I support the few taller sites more than the general increase. The shorter blockier buildings will be more oppressive than a few taller buildings
- But not in height.
- Anything is an improvement
- Adds (or should) good visual from many view points. Potential for public amenities.

#### WHY? (OPPOSED OF MARKERS)

- Site 3 in particular!. There are roles for special sites: Entrances, Passages into the Historic Area. Historic Areas particularly ones with Historic Character and Scale already do not need a 40 storey high rise to 'contemporize' it. This logic does not compute and is contradictory to the intent as stated. Does "context" mean anything anymore?
- Using a tall building to serve as a marker is not the best option.
- Unless I am a tourist, what good is a plaque/ marker? How does the every day pedestrian benefit from this proposal on a daily basis?

- Too high blocks our view corridors
- This will alter the skyline too much and affect the aesthetics of the area.
- There will be a significant impact on existing heritage buildings and amenities. A 300' building is not considered to be distinct from a cultural or historical perspective
- The tower form does not belong in this part of the city. Towers would adversely affect - scale, sun, on Victory Square, dominance of Dominion Bldg - the significance of the Chinatown gate and the sun on Pigeon park - the scale sun on West Pender Street and views from Dr. Sun Yat-Sen Garden - the scale of Keefer Triangle memorial and sun/view from Dr. Sun Yat-Sen Garden & Park
- The proposed markers will interfere with the adjacent landmarks such as the Millennium Gate and the Chinatown memorial square. There markers will also lead to the erosion of the area's character. Once a 200-300' marker is erected, the planners will want to create a transition to the markers surrounding area
- The proposed special sites are completely out of character with aspect to new immediate neighbourhoods. This is especially true of 21 W Pender, 8E Pender, and 105 Keefer, (300 some extra height at 300 W Hastings might be OK, but only if it is respectful of nearby buildings - and certainly not 300 feet.)
- The markers pose too much of an impact on the surroundings areas from a view & lighting consideration. The CCC is already unique as a cultural/historic marker as is.
- The markers do not add any cultural & historical uniqueness to the areas proposed. These particular sties (#2, #3, and #4) will impact on the surrounding areas with visual and shadow outcomes that will create problems e.g. heritage buildings on the north side of Pender street will be under constant shade and the south views will

1.1 Markers					
Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses
11	3	2	6	39	61
18.0%	4.9%	3.3%	9.8%	63.9%	100.0%
23.0%		3.3%	73.8%		

be blocked.

- The entire historic district is a marker for all of metro Vancouver. Height is not required to create a marker. The Chinese cultural centre is an enormously important marker as it exists.
- Of the four special sites, I don't mind special site 1 at Victory Square (noted previously). However, what I have heard was complaints of seeing (and being seen from) buildings from the garden
- No extra height until we have a low-income resident driven plan and impact study
- No extra height until we have a low income resident driven plan, as impact study and DEOD is taken out
- Neither, this is a misleading question as need has not been demonstrated.
- More markers are not needed. In Vancouver we orient ourselves by the mountains -views to the mountains must be properly cared for. We have many wonderful street markers already - the Cenotaph, the Chinatown Pender Street Gate, Dr. Sun yet Sen Park Garden Wall. The suggestion that tall buildings be markers sounds like an incredible justification for development projects unrelated to preserving the heritage districts
- Markers provide no benefit to community itself, but may well destroy heritage character overload ability of the area to provide amenities for the added population.
- Markers do not mean tall buildings
- Marker buildings of 300' are not suitable for Historic Chinatown but for Downtown and newly developed areas
- Look at Woodward's - speculation drives prices up everywhere
- It will overshadow the Heritage buildings, impact the Dr SYS Garden, creates too much traffic (cars and buses); the height of the special site buildings is like bamboo shoots - doesn't fit with the nature of the area.
- It just would be measure why these would be a good thing
- In general I am opposed to special sites especially markers. With these markers you would destroy the character of Chinatown. As a result the heritage of Chinatown would be destroyed.
- If this is not obvious, then it is hard to explain. 1. Consensus of historic area and general building scale the intent of this study/workshop.2. This will obliterate the essence of the Dr. Sun Yat Sen park and garden (the 508 Taylor is not good but is 350 feet away at the least. 3. This is the core of the historic area HA1 try this outside of HA1
- I think that markers for the historic area district would be historic, whether it is tall or not. Carnegie is a historic marker). If taller buildings were allowed what is to say that it would be representative marker of the historic area?
- I do not agree that tall building mark important parts of a community. This community already has activity centre's marked in culture.
- I disagree that the type of development proposed for this area (i.e. crappy buildings) will add to the downtown east side in any positive way.
- Height is not the measure of quality (and density bonus is not the only way to achieve amenity value). The notion of privileging sites for important buildings is sound.
- Don't feel they enhance the objective of preserving heritage areas. Especially impact of those adjacent to Chinatown. Other markers would be preferred that work with the character such as gateways and pagodas
- Bring in social uses from outside which alienate existing community.
- Because there are existing buildings within these areas that act as markers for the public. i.e. Carnegie library, CIBC building on Main & Pender. These markers exist because they have a substantial imprint on the city's landscape. Height above is not a sufficient definition for a marker. I think a building of height that also has architectural significance and provides community usage is a prime example of a marker and for which exceptions may be made.
- Assumption that marker has to be high - these are different ways of marking a site
- As of now, when I drive down Main Street north bound, the mountains have already been obstructed by current buildings and structures.
- As demonstrated by the Woodward's towers, which are horribly out of scale in the context of the historic area, there is no place for towers here
- Area badly needs open space parks which could serve as markers
- A taller building doesn't make as good a maker as Chinatown gate or Sun yat Sen Garden they would be developers makers, not community makers.
- 1. They would diminish the reasons why the community values the historic fabric. 2. The ring of special sites surrounding the historic core of Chinatown and the Dr. Sun Yat Sen garden



will overshadow small scale development, and not conserve the historic views from the inner courtyard of the garden. Those that have put their money in trust with the garden would lose confidence that the value of the garden is being maintained. 3. 21 W Pender would shadow Pigeon Park

- “Special” sites already exist in our historic area. Overly large developments are no guarantee of benefits to: 1. The community 2. The historic area.
- “Markers” will significantly alter the existing fabric not support or add to it. The proposed excessive height will drastically overwhelm the area (shadow/ sunlight/ liveability etc) Let Woodward’s be the Marker - if it is surrounded by a sea of towers it will loose any iconic status it might have
- The entire area has a street-level human-scale landscape that is already filled with appropriate markers like Victory Square and Pigeon Park.
- Markers may not be tall buildings

#### WHY? (NEUTRAL TOWARDS MARKERS)

- I am somewhat opposed to the idea of street views but development could take advantage of and benefit the social/cultural/historical importance of areas and high activity.
- Each site is different. Taller buildings in these sites must be carefully considered. There must be very compelling reasons

### 1.2 MAIN STREET CORRIDOR

#### WHY? (SUPPORTIVE OF MAIN CORRIDOR)

- The surrounding areas have seen growth due to development and the need for housing. By increasing the building height, this would fulfill part of the demand for housing as well as being a new addition to the surrounding areas as the skyline would maintain the transition.
- Since there are already 27 floor buildings at City

Gate, moderately taller buildings along the Main Street corridor would blend in nicely with the existing structures.

- Provided the taller parts of the buildings are slightly set back from the storefronts, I think framing a major street looks OK.
- Most logical street to densify given its 100 rows etc.
- Main Street traditionally a centre of town plus major thoroughfare, A real marker dividing city into East and West. Core history of Vancouver, played a pivotal role. Parades, Victory WWII, Public market, VPL and Vancouver Museum occupied Carnegie hall once
- It would be the main area of growth for Chinatown
- Ideal place to introduce a rich fabric of small to medium scale development
- I would support an increase of height and density of built for 9-12 storeys if it was worked through a community driven design process that shaped the form of development and addressed critical amenity issues. NOTE: Social housing is not an amenity, it is a Human Right, it should not be competing for \$ with day cares, seniors centres etc.
- I think this would be great to revitalize the area.
- High traffic area needs to be taken advantage of.
- Because it is close to the sky train station near Scenic World, it would make more sense to focus on development in this area. Impact may be minimum for the view.
- Again another area where it would be easy to add density without affecting the heritage areas.
- Access transit and they should contain more commercial space.

#### WHY? (OPPOSED TO MAIN CORRIDOR)

- Please look at what it does. There are sites which can be 12 storeys, or even more, if ‘markers’

1.2 Main Street Corridor					
Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses
11	10	3	8	26	58
19.0%	17.2%	5.2%	13.8%	44.8%	95.1%
36.2%		5.2%	58.6%		

are desirable consideration may be given to sites which can serve that function. As a WALL uniformly developed north side will further divide Chinatown and Main Street

- You only have to look at Meant St north of Hastings (on the east side) to see the destruction of the character of Main St. compared to the blocks immediately to the south of Hastings.
- Why create another ghetto you already did that, why do it again. Get your head out of your ass.
- Unless the mountain views are GUARANTEED heights should not be increased on Main. Vancouver has lost too many view corridors in the past 15 years.
- Towers okay in the right place, which is not here. To be clear an occasional building in the scale of the Sun tower or Dominion building may be acceptable in some locations
- Too high. The approximately seven sites that have been identified should be clearly labeled. Up to 75' (HA-1) and 120' (HA-1A) is supportable.
- Too high - blocks our view corridors
- The taller building will create a canyon on Main Street. Get the sense of a colder place that's closed in.
- The moderate increase is appropriate for the Main Street Corridor but special sites would further alter the existing character and seems unnecessary.
- The depth of lots along Main Street corridor is only 120 feet - does not allow for much set back from main street property line. Fear that this will create a tunnel of tall buildings which effectively bisects Chinatown right down the middle. Also separates Chinatown west from it's natural neighbour in Strathcona
- The combination of the special sites and option two for the main street corridor will result in a boxed in and cold feel for this area
- Tall development along the Main Street corridor will divide and diminish the historic area.
- Preserve view corridor and light and shade. street traffic generated a concern too
- Once again, I don't believe that height alone can be used to define a main street corridor, These corridors exist based on public usage of the space. Corridors are areas of high traffic and business. If height were to be increased without a further study of current/future use we may end up with unoccupied, spaces and an over supply of properties. I believe buildings appropriate to need are a more measured method.

- Need has not been demonstrated
- Main Street can be strongly defined within the existing height don't want rim edge of wedge going into DEOD
- Main St. near Hastings is already stressed. Why add more? Let us enjoy the view with the existing buildings a little cheer and a good mountain view is needed.
- Important to maintain human scale - become the Denman Street of Downtown Eastside
- If there are special sites located in Hastings & Main (DEOD) it will create a social tear. Best to maintain the integrity of the area and try to focus on a different set of priorities.
- Divides Historic Area HA1. Needs to be more or less the same height limits from Keefer to Hastings. Conservation of Historic Area and general building scale.
- Developing to current maximums will greatly increase population density without "overloading" infrastructure and amenities.
- Better to preserve the small-town feeling. Preserve local peoples access to sky and water. Tall buildings will be a psychological barrier.
- The Main Street Corridor functions well now in terms of distribution of massing of buildings. More taller buildings would turn it into a canyon and severely damage the ground-level sense of connection between Gastown and Chinatown.

#### WHY? (NEUTRAL TOWARDS MAIN CORRIDOR)

- Main is a suitable corridor for development.
- Because it all depends what the buildings/makers were like. Something of architectural merit would be great but not the standard Vancouver glass block - that says nothing except I'm tall.

### 1.3 TRANSITIONS

#### WHY? (SUPPORTIVE OF TRANSITION)

- Underutilized. Maximize its potential
- To enhance the community without interrupting areas. To secure the neighbourhood rather than introducing harsh interruptions.
- This will add to the aesthetics of the skyline and help in revitalizing the area
- Not the more historic areas. Could use some life.
- It connects to downtown where a lot of taller buildings exist. A typical downtown symbol
- I'm not sure what this proposal entails exactly, Let

1.3 Transitions					
Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses
8	9	9	8	19	53
15.1%	17.0%	17.0%	15.1%	35.8%	86.9%
32.1%		17.0%	50.9%		

it run like the best option for inhabitants and the overall urban planning of downtown Vancouver.

- If there are already tall buildings, I think that transition buildings look better architecturally.
- Gradual not intrusive
- From an aesthetic viewpoint I support transitions, but again I think your proposed heights will be too tall, cast shadows, create no-sun zones, such as parts of Georgia Street downtown.
- Blending of the core into the heritage zones make for a more appealing atmosphere and is visual stimulating.
- Because the transition would even out the esthetics of the skyline. If the surrounding areas are developed and prove to growth then the building of height/scale propitiate buildings would be \_\_\_\_\_. There are areas in the city that can boast such diversity of wildlife can province an excellent example of symbiotic relationships and why they thrive.
- Along DD

#### WHY? (OPPOSED TO TRANSITION)

- Transitions will se a new standard for the lower use area and create pressure to cramp other buildings up to that height
- Transitions shown start outside the historic area. You don't cut into the picture when framing it.
- This seem academic
- this can still be achieved by current height standards.
- The Historic Area should be allowed to maintain its present height and serenity. Any transition should be considered outside the boundaries of the Historic Area.
- Same as markers transitions provide no benefit to the community. Also, commenting on all three roles for special sites: people who live in towers are not as integrated into a community as people

who live close to the ground.

- Poor arguments for change have been provided.
- Out of character with what is a historic area.
- Need more study, more rationale after or during a local area planning process with consultation.
- More analysis and information is needed. By use of the word transition I assume that the low scale buildings in Gastown would transition the high scale buildings in Oppenheimer District. The community plan for Oppenheimer should first be developed so that it can be determined if heights of 120' or 150-200' would finance public benefits for that neighbourhood, and if the buildings will dominate the low scale buildings.
- Located on edge of heritage with major negative impacts
- Let individual proponents argue for their own merits and for their own contribution to community benefits.
- I support moderate increases in height in the Victory Square zone. A moderate increase is a transition. A few tall buildings are not a transition.
- I don't see how these would help the low-income character of the neighbourhood. Transitional housing is another matter.
- Height is not conducive to transition in areas where the built fabric is overwhelmingly 4 storeys in height. It is an assault and does not add/support the existing typology of the neighbourhood - it will erode the street life
- Full build out of existing density limits will create appropriate scale.
- There may be opportunities for transitions from the more modern and taller rest of downtown. These transition buildings should not be incursions or beachheads. Such transition buildings should be set back into the areas adjacent to the Historic Area and not located within the Historic Area itself.

## WHY? (NEUTRAL TOWARDS TRANSITION)

- While I believe in personal change, city landscape changes. If you must - suitable improvements that add beauty.
- Have to be careful that a high-rise doesn't mean that have to have a transition so it fits - have to be more intentional
- Because I'm not convinced we have architects with sufficient ability daring to make anything beyond the standard glass tower.

## PART III – SPECIAL SITES

### 2. ARE THERE OTHER ROLES FOR TALLER BUILDINGS YOU WOULD LIKE TO SUGGEST?

- Yes, keep them for high rise residential areas.
- We cannot perceive the value of taller buildings will bring to the Historic Area, therefore we cannot identify roles for taller buildings in this area.
- There are plenty of tall buildings in downtown area. A tall stick around a group of low rise buildings is not compatible.
- The taller buildings should be mixed retail at bottom, perhaps a few floors of office and or art space with most being market residential, market rental would also be a bonus.
- Taller buildings have a place in Vancouver, not DTES.
- Tall is on aspect, placemen or site is another. Character is yet another.
- Tall doesn't mean there will be more amenities substituted for the height
- Tall buildings area great for many reasons but not great in all locations. Vancouver's Historic District is not the place for them if more taller buildings are needed why not up zone other areas of the city?
- Shame that this vital area is not an after thought.

It can be just as successful as downtown - developers will find ways to build social housing were successful - very limit that city height reaches?

- put them in the downtown core where they belong or maybe along Hastings
- Offices/market housing
- Now you're talking. What about a massive modern SRO building at Main/Hastings to show that this city really believes in housing people who need it?
- no
- No
- No
- no
- No
- Logical to increase density (height?) adjacent to higher, newer dense buildings (South Chinatown)
- Its what happens at street level that counts most. We don't walk around looking up. More open space at ground level should be mandated.
- I support the redevelopment of 300 W Hastings only to 120' - not to dominate the Dominion Building. I support the development of the Mr. Big and Tall site at 475 W Hastings and the adjacent parkade to 120'-150'. There are buildings adjacent to this site that have little heritage value and could also be redeveloped
- I see no role for 150' or taller buildings in the historic area
- I heard someone say that if the community doesn't support towers that "money has wheels" and it will leave. I think we should let it go... let that money chase growth and let the community define/create a different type of market place where developers are interested in community
- Arts and cultural centre
- An analysis of the Woodward's project, after it has

3. POSSIBLE NUMBER OF SPECIAL SITES					
Zero new taller buildings	<5	<10	<16	No Max	Total Responses
36	7	4	2	5	54
66.7%	13.0%	7.4%	3.7%	9.3%	88.5%



1. POSSIBLE RANGE OF HEIGHTS FOR SPECIAL SITES																	
A) Markers 150-300'						B) Main Street Corridor 150-200'						C) Transitions 150-250'					
Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses
11	2	2	3	37	55	9	6	4	5	30	54	8	7	8	4	28	55
20.0%	3.6%	3.6%	5.5%	67.3%	90.2%	16.7%	11.1%	7.4%	9.3%	55.6%	88.5%	14.5%	12.7%	14.5%	7.3%	50.9%	90.2%
23.6%		3.6%		72.7%		27.8%		7.4%		64.8%		27.3%		14.5%		58.2%	

been operating for a year or so, would provide a good indication of the impact it has and whether the trade offs in heights and density have been worthwhile in terms of amenities and heritage.

- Affordable housing for those on social assistance - predominantly low-income, environmentally sustainable housing.
- Affordable common space for variety of uses, like Dominion Building
- Taller Buildings do not belong in the Historic Area

### 3. ACCEPTABLE NUMBER OF TALLER BUILDINGS?

WHY?

- Definitely not the no max. How about after a Local Area Planning Process?
- Zero is closest to 1 - I think site 1 is acceptable because, it's already at the edge of Chinatown. BUT NO FURTHER EAST>
- Who cares in 40 years I will not e here neither will you moron.
- We already have taller buildings at the periphery of the historic areas. The buildings will do nothing more but lessen the character of the neighborhoods.
- Want to maintain character and social nature of the neighbourhood
- Urban design is not necessarily urban Russian roulette. There should be no maximum number of taller buildings definitely NOT this one. Local planning process is needed.
- Unsuitable to the character & history of the area.
- Too complies a question to answer with a ticked box!
- To maintain the scale
- This would completely alter the character of the heritage district

- They simply do not belong in historic areas. Indeed they destroy the scale.
- The tower form is not appropriate in this part of the city which consists of 2 protected historic areas and where historic scale is an important element.
- The special sites are generally out of scale and will compromise the National Historic sites of Canada application
- The news ones are modern and intrusive
- The gentrification of the neighbourhood will change is from an affordable place for low-income people to go to and to survive
- The 16 could be flexible but the number should be limited so not to overwhelm the area.
- Taller buildings inhabit the growth of a mixed population - where do families with children go - need to be "on the ground"
- Taller buildings won't add too much to the overall feel to the areas.
- Taller building would not benefit the Historic District, only detract from it. Any amenity they provide would not be enough to counteract the negative impact they would have on the areas scale and character
- Tall Buildings... point tower podium with lifestyle condominiums are geared to a particular demographic that demographic does not reflect the existing community. Is there a different typology that will increase the density of the built fabric without destroying the character of the neighbourhood?
- Tall buildings should only be constructed for movement density. The number of such structures I believe is dependant upon such development.
- Tall buildings could cause more harm than good. The psychological shock of construction sites, giant holes in the ground, disrespectful workers, and new residents who don't know the

community.

- Since we see no perceived value for taller buildings, one taller building is too many.
- Shouldn't form a wall. Should be able to count the individuals towers from a distance
- Retain natural integrity. PLEASE. I have stayed in NYC, Chicago and horrors, Hong Kong and Shanghai
- Otherwise the place would look just like Downtown, plus more than 5 is setting a precedent for more.
- One storey height bonus to permit one additional level of amenity above grade is okay. Additional height beyond this has no public value, therefore, should not be on the table
- None until we get a low-income resident driven plan
- Need has not been demonstrated
- Keeping areas on a more human scale is generally preferable.
- It's the smallest number after 0. I would agree that a special site is acceptable only if it is of significant architectural importance and will be utilized by the current and growing neighbourhood. All with due respect to the history in all and part of each building, or surrounding area. I think that such endeavors require much thought and study to ensure success. the suggested \_\_\_-line should meet current need and future potential to be relevant.
- It will destroy the character of the neighbourhood for good. Change erodes the neighbourhood for good
- It destroys the harmony and building form of heritage buildings
- In spite of being "strongly opposed" to taller buildings, I'm willing to consider a few "very special" cases that have big public benefits.
- I feel I shouldn't need to repeat myself
- Do not put limits on special sites. Allow property owners to come up with ways of marking their site to the criteria for tall buildings that this review should set.
- Benefits residents, take advantage of underutilized space, high commercial potential.
- as long as NOT in Gastown
- 16 sound OK but final comment would only be possible after the first one or two are built to assess how well they fit and enhance the neighbourhood.

#### 4. POSSIBLE RANGES OF HEIGHTS

##### COMMENTS ON THE RANGES OF HEIGHTS?

- We go back to the intent "historic character and general building scale". If urban design includes contextual considerations the surprises may be more apparent. If not, than anything is a "go"
- By blanketing Main Street Corridor and Transitions as a uniformed group, the evolutionary effects of development and districts are taken away from its identity. It may be more complex (or simpler) if acknowledged intent can be adhered to by design guidelines and a knowledgeably conceived district schedule than a uniformed height.
- Woodward's threatened to remove public amenities and received permission to build another 10 storeys. What is to stop this happening all over again with other towers?
- We do not support the proposed markers and Transitions. We will support possible range of height 100-150' along Main Street corridor
- Transitions should be increased on gradual level
- The ranges for the markers above sites seems to fit in nicely with the surrounding environment and will have a lesser impact than increasing the height for sites not listed above
- The heights proposed are all fine, hopefully they could come together and maintain a saw tooth effect that is common across the neighbourhood.
- The few taller buildings could all be taller than this
- The concept of towers looming over the Dr SYS Garden is too terrible to contemplate. And one, BC Electric, would be looming over Gastown.
- Taller buildings must have "character" instead of a glass tower, e.g. Shangri-La is tall and has NO character
- Still concerned about views, light and shadows, and impacts
- Special sites do not have to be tall buildings!
- Planed and impact study first. Towers will overwhelm the low income neighbourhood with 1000's of condos. Low income residents will have to fight richer residents for amenity crumbs.
- Plan and impact study first. Towers will overwhelm the low-income neighbourhood with 1000s of condos. We'll have to fight richer residents for amenity crumbs - even rentals are considered amenities now.
- Not applicable to my choices.
- Markers: the 4 sites chosen make no sense. Quick sun diagrams (in plan) 24/7 over 12

months would demonstrate drastic shade in the surrounding area. Height is not the only solution

- B+C: A denser mid-range height increase 9-12 storeys may provide a fabric that compliments rather than destroys the existing area.
- Markers 300 to 700
- Keep them consistent with the existing street form. Revitalization can be realized through other more sustainable approaches
- Keep height on Main Street at 150 feet.
- If a building is to be a marker, then it should be tall. But, preferably, a marker should be redefined as something people can relate to, like a statue.
- I don't think the height should allow special tall buildings - more like a finger sticking out - a general overall height of 5-6 storeys with a few 10-12 is OK
- I am very concerned about view corridors. Itching 150 feet is tall enough.
- I am strongly opposed to marker sites for the following reasons: all these markers are very close to the SYS garden. If built to the proposed height it would destroy the garden's character and squeeze in by tall buildings
- For markers - no range of heights;; best to preserve these sites as is (specifically #3). Main Street keep it to the current maximums as for the transitions set the max. height at 150 feet.
- Chinatown "markers" are unacceptable. - no Main Street corridor without convincing plan for view protection - no convincing argument has been made for transition area height increases.
- Because there has not been much development in the Chinatown area, the range in heights for the marker site and the Main Street corridor would

make the surroundings and area more positive for the community and public. In addition, one of the markers is near a park and garden; the proposed range in height would fit well with this.

- Anything less than 250 feet does not work as a marker in my opinion. Transitions should be less.
- Adds to what doesn't need to be added to.
- a. Marker site 3 is definitely and totally out of character. Please see earlier comments. Other sites height increase may be acceptable if appropriately designed as "markers but not 300! B. Main Street: allow fluctuations in height, several blocks at 200 feet is not a corridor but the new BERLIN WALL except there will be 2 within 100 feet of each other. Heights need to be the same as HA1 and HA1 where they interface with Main Street.
- 65 feet
- 15' storeys is too high

## 5. VIEW CORRIDOR

## 6. FURTHER COMMENTS ON SPECIAL SITES

- View cones shouldn't be the most important consideration in this.
- This isn't the greatest view cone Its' already partially blocked. The view is not well framed. Concerns for shadows are more important drawbacks than this cone.
- They will bring in cases which don't fit well with existing community need will alienate people
- The whole purpose of the established management plans, and a similar plan which should examine Hastings corridor buildings for

5. VIEW CORRIDORS											
A. How important is it to protect Main Street View Cone #22?						B. What is your opinion of allowing taller building along Main Street...?					
Very Important	Important	Neutral/ Don't Know	Unimportant	Very Unimportant	Total Responses	Strongly Support	Support	Neutral/Don't Know	Oppose	Strongly Oppose	Total Responses
35	8	8	3	2	56	10	8	4	12	21	55
62.5%	14.3%	14.3%	5.4%	3.6%	91.8%	18.2%	14.5%	7.3%	21.8%	38.2%	90.2%
76.8%	14.3%	8.9%				32.7%	7.3%	60.0%			

inclusion in the heritage register, is to protect the scale of the heritage area using transfer of density as the principle tool. If it ain't broke, don't fix it. The density bank should have been rationed. It can be in the future. No towers.

- The view corridor policy is arbitrary and controlled - City should be re-\_\_\_ the whole policy. And it makes even less sense on Main Street. What view? That is the comment most people would contribute.
- The problems isn't just the view cone, what about people who live here being able to see blue sky from their windows?
- The number of towers proposed on this strip, threaten to create a very strong wall cutting Strathcona off from Chinatown.
- How do towers serve the community? Towers have not provided amenity, solved social issues or provided this neighbourhood with an economic framework that supports it's current residents. How will this typology all of a sudden begin to do this if it hasn't in the past 10 years? Define the needs of the community with the form of development. Let the aggressive development money chase growth. Create a new marketplace that balances profits and meets the needs of the community. Plan a neighbourhood not short term developer profits. A developer comes in and gets out with their 20%, the city continues to pay the costs of the fallout when the typology fails to produce amenity.
- Liberate the density bank and allow single family home owners to purchase density and make the bank work again.
- The need has not been demonstrated. The impact on existing businesses tax assessment s, residential, traffic, use has not been addressed. This needs to be done first. You do not inject the question of tall buildings into a revitalization plan which has been in place for several years and never has tall buildings been raised.
- The historic area is an exceptional area from the point of view of architecture and urban design. There are many opportunities throughout Vancouver for exceptional tall buildings. There is only one historic area. There is no need to choose between exceptional new architecture and urban design. The city can have both. The city will not have both if tall or large new developments are permitted. it will no longer have as valuable a historic area and it is conceivable it will end up with neither a recognizable historic area or exceptional architecture.
- Suggest keeping max height in the Main Street corridor at 150 feet.
- Our view corridor is already impacted by Ginger. I also question what you mean by public benefits. I also really think it would be difficult to keep the character of Main Street with such tall buildings. SO 200 foot buildings would eliminate our view of the mountains.
- Only one "solution" approach has been suggested to achieve the objectives and it is not appropriate to suggest this without first understanding what all the impediments are. The Tinseltown Project/tower was supposed to provide revitalization and we can all see that it has not. The current downturn in the economy means that many sites throughout the city are not economic to redevelop. The city is under no obligation to make development "economic" for anyone. We should take advantage of this breathing time to look at neighbourhood plans for Chinatown and DTES.
- Nothing beats nature's view, not even doubtful 'exceptional architecture'. There isn't much green space or trees in the area so a view of the mountain is uplifting and accessible to all. Secondly, public benefits usually mean places where middle-class and upper-middle class people are welcome. The homeless people of the DTES will probably be told to 'move along' by the security services hired by the special sites. I have witnessed this happening in other places in town. It could be that homeless people are no longer allowed to sleep in doorways or alleys of the DTES, somewhere we could go when no one else wanted us. What happens to the homeless when special sites or towers such as Woodward's come in? The Woodward tower would make a great case study about the rising costs in the whole neighbourhood as a result of towers, from speculation, to cheap store closures to rising rents. Keeping Main Street accessible to all is important. There are already people banned from Carnegie who need somewhere to go. People don't want Downtown Eastsiders in their neighbourhoods. So why can't we keep our existing services like Crabbe Park and Oppenheimer and the library. Please keep the DTES accessible to low-income people like myself.
- Make sue they are "special" as seeing "preservation historic area character and general building height", and not only from a development proposal. Design guidelines need to be developed as well as a thorough conservative process with a local area plan.



- Like I have mentioned before, public benefits/ urban design/architecture can all be achieved by current height limits.
- Lets get over this viewpoint thing and build some iconic buildings. Enough of the “view cones” please! Please get past the view cone. It’s in my opinion really dumb way to plan the city.
- Keep the View Cone. It is the beauty of Vancouver
- Judging from eh comment that came from various tables, the large number of verbal criticism of special sites demonstrated the many reasons for not supporting the special sites idea.
- It’s alright, great idea.
- Introducing same signature buildings that address social/urban issues (i.e. are not oppressive do not segregate) and that enhance the urban fabric is ideal and will strengthen the area.
- If a reason that justifies going into the view cone is good enough to warrant it, then there should be some flexibility in the view cones. Otherwise having a developer work around the view cone is profound as it usually leads to interesting design.
- I would be less concerned about the view cones than the impact of taller building on the continuity of Chinatown.
- I think that the public benefits are being used as a level - I don’t think that this is a reality. Should taper down towards the water to maintain views.
- I support construction that provides public benefit and demonstrates exceptional urban design and architecture. I don’t believe that taller buildings are the only means to this end. I think that usage of the existing maximums would be a more responsible course of action. I think that view corridors are an important part of Vancouver’s livability and desirability. They remind us of our superior geography and support the beneficial association of prime location, from an esthetic perspective.
- I have little faith in appropriate designs being chosen.
- I am not generally committed to View Cones, but I question the public benefit that would be provided and wonder how exceptional urban design and architecture is ensured
- Don’t need them (taller buildings)
- Density can increase significant without special sites, while retaining the area’s heritage character. A huge increase in density will hurt the livability of the area. An unobstructed view cone is important for maintaining our connection with our natural environment and its topography. Building up to current maximums (with a few very special exceptions) will stretch the social fabric but not break it. Perhaps, in 50 years, a second round of height increase will be necessary. Consistent gradual change may be less damaging to our social fabric than sudden, dramatic changes.
- Demonstrate compatibility with view corridor site-by-site before any general approval of height increases on Main Street.
- Concerned about the wedge effect where the redevelopment triggers another. Especially concerned about the impacts on Chinatown and the SYS garden
- As long as they do provide SIGNIFICANT public benefits & do have EXCEPTIONAL design. It would be sad to loose this new cone for a pocket par, or another glass box. Please also remember that the benefits should be for the use of the current resident of the area. Not some civic building that just is used by rich people from Dunbar.
- All special sites should be removed for consideration.
- 1. Conduct major studies first (Chinatown, Community plan, DEOD plan) and determine what public benefits are needed. The need for housing (market and non-market) the need for funds to cover the cost of seismic upgrades of old buildings and need for other public benefits should guide the decision to determine what rezoning will be permitted in the area.
- 2. Look further east. Prior to the HAHR there was an interest in the planning department to look at the redevelopment east of Main. Hastings east of Main could handle the height given the street width is wider and than most streets in HA-2, HA-1. There is less existing character buildings worthy of retention
- “Special sites” should not be regarded as frontier opportunities for large-scale development and rapid establishment of a structural monoculture. Current residents of this long-existing neighborhood should be involved from the outset in all planning for their future. Social capital should be respected. That is not true of this review, where “height potential” signals an unsavory abstraction from the neighborhood, and an exclusive focus on material, physical, and financial potentials. Letting taller buildings mushroom on special sites in this area seems likely to exacerbate the vertical gated communities atmosphere that already exists near Tinseltown. Token amenity carrots cannot

compensate for what stands to be destroyed. Demolishing and building out even special sites in this area will amount to character and history lost, a historical district and tourism asset that could never be recovered. Main Street between Terminal and Broadway may offer a more appropriate area for the kind of development contemplated in this “review.”

#### PART IV – OTHER

##### 1. PLACE OF RESIDENTS

##### 2. OTHER COMMENTS

- My name is Joe Wai and I have been involved with Chinatown urban design issues since 1969. Our office is in Gastown HA2.
- You have not addressed the economic, taxation, residential, traffic, and shadowing impact of a tall tower on the CCC site. This would very negatively impact on the Chinese garden - a major civic and national treasure. A tall tower would negatively impact on Chinatown being designated a national historic site by Ottawa.
- Withdraw the HAHR until we have a low-income driven plan and impact study.
- Withdraw the HAHR until we have a low income driven plan and an impact study - what impact will height have on low income residents? Take DEOD out of review. We can't tell if we want height until we know who's going to be in the high buildings.
- When condo owners move in en masse they come with exceptions - “I paid \$1 million, I don't want homeless people on my street”. This changes the existing character of the neighbourhood . As a former homeless person and as someone who is mentally ill, the DTES was the only place where I wasn't told to “move along”. I actually have friends who are like family here and we look out for each other. When they don't see me for a while they go out and look for me. Condo owners don't care about us like this. They care about property value. But this is the DTES . Condo security hassles the homeless and I've seen homeless people pushed around by restaurant owners security. They wouldn't even let the man stay on the public sidewalk. Condo towers will just make it tougher on those who have no where else to go. The effect of the Woodward's building has been rampant speculation. With the save on meats building sold for approx. \$13 million and the low-cost meat store closing. If high-end stores move in, the affordable character of the neighbourhood will be irrevocably changed.
- This is an important and much-needed discussion. Excellent to see as part of the Vancouver development process.
- The study/proposal seems to be driven by an agenda - it would be good if the City was upfront with that agenda.
- Special Sites 1 is competing with the Dominion Building, the Sun Tower, and Woodward's and Victory Square - who owns this site and what has the inquiry been here? Isn't this site surrounded by markers, icons and transitions?
- Site 2: the Icon in the direct shadow of this tower (rumour of a 300' tower Henrique, MacDonald/ Jim Green) is Pigeon Park.
- Site 3 the Cultural Centre reflects the consensus and victory of a number of groups in Chinatown. Shouldn't they be driving the form of development?
- Site 4: the shift/collision of grids in Vancouver allows for expansive long views through the city, why terminate this with a 300' tower?
- The scale and aesthetic value of Dr SYS Garden would be so damaged by the construction on the CCC site of a tower exceeding current HA-1 height restrictions as to bring into question the ability of the facility to serve the intended purposes as a calming inner city park and instructional tool in Classical culture. From a neighbourhood perspective a tower of the size anticipated in the proposed new heights on the CC site simply cannot be reconciled with the Chinatown Area character and general building scale
- The greatest that Vancouver has - is its natural beauty in its natural setting. Keep the city green and fresh. The architecture may be a developers dream, others hold different opinions. Enhance our environment, strive for worthy causes - long terms. Forget the instant dollars. Provide for future generations
- The development of the DTES should be focused on building all the needed social housing BEFORE developers are allowed to build
- The city's job should be to reconcile the interest of DTES residents and those (such as developers) who are able to make their neighbourhoods be a better place to live. Whether you are living in a mansion in Shaughnessy or in DTES NIBYism is alive and well. the COV should not let results fight closing. thank you.
- Thanks for holding the workshops and open

houses. Thanks for the opportunity to provide feed back.

- See email from Gilbert Tan to the HAHR on Friday April, 24, 2009.
- Rezoning for Chinatown makes no difference will make no impact to the neighbourhood
- I've been a resident of the Strathcona area since 1972. Though I've seen many changes to the community, the people that live in DTES have always made sound decisions regarding growth, development, and above all the identity and character of this area. I appreciate all the proposals and work the city has done to make this area as respected as the rest of the city. Thanks, Andy Wong
- It is unfortunate that this presentation is so limited in it options A) low risk densification B) opinion of lands for retail such as benchmarks to new above ground residential and office/commercial
- Ignore the poverty activist they want to keep the area a slum so they their friends can do cheap crack all day.
- I think the main issue of DTES is the Hastings corridor. The city is building the greenway to link Chinatown and Gastown, but I don't see this happening until Hastings is cleaned up. There needs to be a heritage incentive for property owners.
- I am very uncomfortable with identifying possible special sites for taller buildings. The workshops have taken the feel of a re-zoning application public hearing. Indeed the presentation of the work of the height review has almost taken on the feel of the developers dog and pony community show.
- Good luck.
- Further analysis of why sites under current height maximums have not been developed is needed. Where sites not listed on the Heritage Register could be consolidated and redeveloped considers the best use for these sites and be proactive in shaping the policies that state the best outcomes for these sites. Through the Chinatown community planning process a clear statement of heritage value should be developed up front.
- Feel that the special sites #2,3 & 4 not be considered for the proposed changes. There is sufficient cultural and historic significance inherent in existence on the three sites.
- Density darkens up neighborhoods that don't need it. DTES, Main Street which is considered a view all site. Dr Sun Yat Sen Garden view soon would be of high towers and not the sky.

- Because the City has failed to argue (provide good economic & socio-economic supporting evidence) that increasing height will improve the districts, it is hard to be supportive - why take risks if public benefits are hypothetical but public costs are obvious. What is allowed in these areas will set the tone everywhere in the City. This proposal (historic area height review options) seems to float disconnected from the communities and other initiatives in the districts. This isn't a comforting approach to planning.
- As a resident of Gastown in the Bodega Studios, I have been a witness to the kinetic atmosphere of the DTES. It is a special area within our city that claims the origin of our city itself. It is a mirror of our society's growth reflected on the increased development and respect to history maintained. It is a unique neighbourhood that houses a great deal of addicted, handicapped and hard to house individuals. A successful society benefits all walks of life. In addition to building housing for these people, it is NECESSARY to also care for their mental and physical impairments. Where is the boundary between providing one of man's basic needs (i.e. shelter) and providing for all of the BASIC needs (i.e. shelter, food, clothing, healthcare)? A city/society is only as successful as it's weakest and most needy members. Due thought and consideration should be paid to this issue, as is being paid to the Historic Areas height review and it's impact on the community.
- As a person that lives in this area and sees the pressure by certain agencies to maintain the status quo. I applaud your effort to try and bring changes. While I don't wish to see the area destroyed and nasty vastly redeveloped, I do see the need for change and now vitality. The area requires more disposable income to bring back basic retail options. For all citizens living here more people on the street walking around will only increase the life in the area. No one is trying to push out the marginalized people we just wish to have a better balance of citizens in this area.
- Appreciate the opportunity to express our opinions on the height review.
- Adding tall markers to the historic area will diminish its distinctiveness within the downtown peninsula. It is the very absence of new towers or large developments that creates value here.
- 1. The public should be given more time to discuss and comment. 2. This public workshop should be put on the WEB site as well. 3. At least 12 months should be given to the public for discussion.

- What the “height review” proposes for Vancouver should be compared with wishing to clear-cut the remaining very small percentage of old growth forest in British Columbia. As Vancouver’s own William Rees points out (and the present world financial situation is confirming), our development model needs to shift toward much less “growth” and far more sustainability. Our present toxic economy will kill us off if we don’t.

#### ADDITIONAL COMMENTS

- Vancouver is beautiful. Ideal location in nature, greenery forests, and parks, ocean blue and mountains. Care of the City’s gifts.
- The promise of public benefits from increased density on the CCC site makes little sense. It damages or destroys the proven public benefit from existing highly functional and highly utilized municipal assets. In summary the Dr SYS Garden Society of Vancouver asks that Council maintain the current HA1 height limits on properties adjacent to the Park and garden.
- The discussion of building height can not be isolated from the economic and cultural mechanism of its realization. As an exercise in civic aesthetics, one exceptional high-rise is more desirable than a mundane streetscape. However, Vancouver’s high-rises are, by and large, both tall and mundane! These areas must be treated differently. A more important consideration than the pictorial notion of streetscape, rhythm, scale, is how buildings enable a rich and invigorating social milieu. In this, Vancouver has been let down by the Strata Title compartmentalization of civic space and resulting under-utilized gated vertical communities. Downtown Historic Districts offer a unique and rich urban fabric that penetrates deep into the block structure. This space is rich in opportunities and risks being erased if a pictorial notion of the city is the only consideration and building height is allowed without consideration for how it is realized.
- Or to RATION market development until social housing is created!
- On Hastings to improve the properties. Also will make it more uncreative for developers to revitalize the area.
- Intersections are important for all sorts of reasons, not just because they have towers on them.
- Every corner in this neighbourhood has significance and already meets your criteria.
- Their difference creates the character in the districts
- On site 2, the Free Mason’s building does everything your “markers” might; terminates a street view (Pender looking west); reflects grid change (Chinatown typology on the south elevation, Gastown typology on the eastern elevation); defines edge of GT & CT as a result of it’s unique facades; integration that stopped the freeway and has Sam Kee to demonstrate expropriation; the Free Mason’s building has social/cultural/ historic importance (so does the renovation); Busy corner Chinatown Gate/ Greenway/ Sam Kee/ Active retail/Sun Yat Sen Garden/ Tourist bus stop/Transit
- A 300’ tower would distract from this and block important views to and from the neighbourhood (You can do this at almost every corner in the Historic District)
- This neighbourhood needs to increase the density of the built fabric to accommodate growth and house its residents adequately - it does not need to dump 1,000s of “aliens” into the neighbourhood to achieve this
- In general, if there are any marker sites at all they should not be any taller than 250ft.
- For whatever reason you have created an uproar in Chinatown by proposing a marker site where the Chinese Cultural Centre is located. The dominant view at this time is that you should leave this site alone for the following reasons: 1. CCC is a cultural institution whether you agree with the current operations or not. 2. CCC is a creation of the Chinatown organizations and should not be destroyed. 3. as a marker, if built to a maximum height it would destroy the character and intent of the SYS Gardens which is next door. 4. There are many heritage buildings to the north. If built to capacity these buildings will be in the shadow all day long. 5. By allowing the site to become a marker your intent is to destroy the CCC. 6. Chinatown is a jewel in North America. You can not find all the cultural amenities such as the Garden, CCC and the family organizations located in Chinatown. If you destroy the CC you would destroy the Garden. In turn you have destroyed the cultural heritage character of Chinatown.
- At the same time we are applying to the federal govn. to recognize this part of Chinatown as a heritage site. The proposal for a marker site at CCC is stupid and is not in touch with the community,. If built to the proposed height there will be no difference between Richmond and Chinatown. Just remember the fight we had over



the Quebec Columbia Connector!

- In addition to building height and scale, the transportation and resources access for the eventual increased population should be addressed. As well as finances and environmental considerations. Thoughtful planning and affordability directly affect the demand and profitability of construction. I think a more important corridor to study and develop is the Hasting Street corridor. There is a concern that the neighbourhoods within the DTES/Gastown, Chinatown, etc.) have sufficient connections/continuity of space. Attempts have been made to address this via the Carrall Street Greenway. the need for the Greenway exists because Hastings Street which the Greenway intersects is an inhospitable business environment and pedestrian thoroughfare. All the Greenway does is enclose the "PROBLEM AREA" of the DTES to a couple block radius. Whether this concentration will make revitalization and human intervention easier remains to be seen. As does the matter of such constructive attempts even being initiated. I think that success will be based on the ability to encourage new business that will benefit and be useable by the community. Along with careful and thoughtful assistance to the human problem. Addressing and focusing on Hastings Street would improve a great deal of the issues plaguing the DTES.
- I can afford to eat down here and to shop for affordable groceries. Condo towers would gentrify the neighbourhood. Yuppies are already taking advantage of \$3.00 Carnegie Centre meals which puts pressure on their budget @ the Carnegie. Will other low cost stores close like Save On Meats? Will affordable meals be priced higher? Keep the low-income character of the neighbourhood. We can actually survive here. Where else in Vancouver are things so affordable? We can help each other out when we're in the same boat. The pressure from an influx of condo owners would make life difficult for existing inhabitants. This has happened already in the DTES and Mount Pleasant. Condo owners have moved in and complained about existing soup kitchens, even forcing special permits on agencies who are just helping those in need. Condo owners need to understand the neighbourhood they are moving into and not put more pressure on marginalized people. If condo owners push us out, where do we go? I am better at speaking than I am at writing - this is difficult for me.
- 4. A map should be included in the survey for

each of reference. 5. A population increase should be projected for each sub-area. 6. Chinatown HA-1 should be treated as a tourist destination only and not be considered for population growth.

## LETTERS AND POSITION PAPERS RECEIVED ON THE HISTORIC AREA HEIGHT REVIEW

Included:

- 1) Letter from Building Community Society (May 2009)
- 2) Email letter from Carnegie Community Action Project (May 2009)
- 3) Letter from Urban Development Institute (August 2009)
- 4) Letter from Gastown Historic Area Planning Committee members (August 2009)
- 5) Statement from Chinatown Merchants Association and Business Improvement Association (Fall 2009)
- 6) Statement from Alliance for the Conservation of Historic Chinatown (Fall 2009)



May 5<sup>th</sup>, 2009

To: Mayor Gregor Robertson and Councillors, City of Vancouver

Dear Mayor and Council:

Re: Historic Area Height Review

The Historic Area Height Review provides an opportunity to fill in a piece of the planning puzzle that will determine the future of the communities encompassed in Vancouver's Downtown Eastside.

As you know the Building Community Society has been making the case that a local area planning program is needed for the area that covers Richards to Clarke Drive and the Waterfront south to Terminal Avenue. The introduction of the Height Review in the absence of such a plan illustrates how important it is to have one. As with other City initiatives in the DTES and with locally-generated plans in the area there is no framework to assess the merits of this proposal against an overall vision for the area. Without such a framework there is no means for comparing the impact of the height study proposals on the existing local plans.

The absence of a planning framework can generate confusion and accentuate conflict and anxiety within and among the communities concerned when a specific initiative such as the Historic Area Height Review is introduced for consultation.

We recognize that this review originated with a previous Council. However the question of height and density in the communities of the DTES is very important and deserves thorough discussion. We do not believe that it can achieve its intended purpose of meaningful, informed public dialogue in the absence of a local area plan.

A well-thought out and carefully planned local area planning program can generate a framework for such informed dialogue by helping people with differing views hear what others are saying, assist each to understand the others point of view, and to find a consensus for a process to deal with the issues that emerge.

A local area program need not suspend action to address the most pressing issues affecting the Downtown Eastside. Rather they can go hand in hand, the one informing the other. It can begin by comparing and analyzing all the existing special sector plans and finding ways to knit their

commonalities together for the benefit of all. It can support action on initiatives that model change that respects the integrity and vision each neighbourhood and sector holds for itself: that the DTES will remain a low income friendly area; that the historic character and scale of buildings will be reflected in the preservation of existing buildings or in the construction of new ones; that business and economic activities are of community benefit; that the arts and culture of the area are supported as bridges of understanding and communications within the area, and between the DTES and the city as a whole (as well as being significant business and economic generators).

We therefore strongly recommend that the City assure the residents and businesses of the DTES that no action will be taken on the Historic Height Review until a local area planning program is underway. This can create the opportunity, the space and the time to ensure that the discussion surrounding it can contribute to a healthy future for the area.

Thank you for considering this.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael Clague". The signature is fluid and cursive, with the first name "Michael" and last name "Clague" clearly distinguishable.

Michael Clague  
Director

Cc: Brent Toderian, Director of Planning  
Jessica Chen, Senior Planner



May 4, 2008

To: Mayor and Council

Cc: City Staff and others with interest in the future of the Downtown Eastside

Re: Historical Area Height Review

Stop the height review now because:

1. No further action should be taken on height review until a low-income resident driven plan for the dtes is made. Residents have a right to decide how their community should look, what mechanisms will acheive their goals, and where and how the city is going to replace the 5000 sro units with new affordable self contained units for low income residents.
2. The city and DTES residents have no information about the social, economic and land use implications of the height study options on the low income DTES community.
3. The community needs a lot more information about trading density for amenities before agreeing to extra height. It also needs more control over this process. Who will decide which amenities are exchanged for which density? The community has already been burned by this process with the so-called Woodward's consultation when developers nearly broke their agreement with the city for social housing at Woodward's unless the city agreed to approve a second condo tower plus 10 stories of additional height on top of the first tower. The city agreed to the demands without proper consultation with the community or study of its full impacts.

[BACKGROUND](#)

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Wendy Pedersen

Carnegie Community Action Project (CCAP)

604 839-0379

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August 12, 2009

Brent Toderian  
Director of Planning  
City of Vancouver  
453 West 12th Avenue  
Vancouver, BC V5Y 1V4

Dear Mr. Toderian:

***Re: Initial UDI Comments on the Historic Area Height Review (HAHR)***

The review of the City's Historic Area Height policies is long overdue. While we support the initiative, it does not go far enough. There are real opportunities for the City and the Historic Area that we hope will not be lost, and the success of this initiative in increasing densities is vital for several important reasons.

Firstly, increased densification is the catalyst for the much needed economic development of the area. Our hope is that the vibrancy of the District will improve through the "body heat" of new development as new businesses and people move into the area. This is particularly important because the City has restricted heritage revitalization projects until the Heritage Density Bank is in equilibrium. Other types of developments need to be considered to generate economic activity in the area, and sustain the growth that has already been stimulated by the heritage programs. In addition to this, significant density and height increases for large projects will allow for more amenities. The Woodward's project is a good example of the benefits these projects can provide a community.

Secondly, increasing densification in the Heritage Area is required to compensate for the loss of residential capacity in the downtown peninsula through the recently approved downtown policies of the Metro Core Jobs and Economy Land Use Plan. At the time these policies were approved, there was a commitment that residential capacity would be expanded through the Downtown South Residential Capacity Study, North East False Creek Higher Level Review and the HAHR. As a result, the industry was expecting more densification opportunities in the Heritage Area.

Finally, we need increased densities in the Area to resolve much of the imbalance in the Heritage Density Bank. As we have stated in previous correspondences, the industry is very concerned that the City, as a whole, has received \$100 million in benefits from heritage renewal projects in the Historic Precinct that have not been paid for through density transfers. It is our understanding that some of this density is supposed to "land" on sites within the Heritage Area through this review process.

The proposals do not adequately resolve these issues. If staff were to review the economic development requirements, residential capacity and needed amenities in the Historic Area, they would likely find that what is being proposed is not enough. Further, the heights and densities proposed may encourage development at a few sites, but for most project proformas, they will not work.

UDI established a Sub-committee to review the proposals, and we have several recommendations. They are as follows:

- We agree that the general heights proposed should be approved. However, the City should pre-zone to these heights. The proposed increase in the general height of buildings is not enough to create opportunities for redevelopment if the City will be requiring Community Amenity Contributions and a rezoning process. For these types of projects to succeed, the approval processing times must be reduced and costs must be reasonable. Further, the Director of Planning should retain the discretion to increase these heights as is currently set out in the Chinatown and Gastown zoning. This would provide opportunities to generate additional density in these areas.
- We strongly support the retention of the historic areas of our City, but there needs to be a focus on the retention of the key areas of core heritage (that still need to be determined). The City should establish which parts of the Precinct are core value heritage (e.g. Water Street and Pender Street between Columbia and Main) and be more cautious with interventions in these areas. More creativity, flexibility of form, and density is needed outside of these sites and areas.
- Staff have identified only four possible "special" sites for taller buildings. This is an artificial impediment given the size of the study area. It effectively "spot zones" the area and does not look beyond these sites and outside of (and possibly vacant sites within) the core value heritage areas at other opportunities for rezoning, which should be allowed to proceed. The City should look at all innovative opportunities for more community amenities and additional development "body heat" to improve economic activity and the vitality of the area. To accomplish this, the Proposed Plan must not limit creativity at the rezoning stage as it currently does. It should in fact foster and encourage innovation from proponents.
- The proposed heights for these buildings are limited, as inexplicably no building will be allowed to exceed the height of the City's Woodward's project. This is overly restrictive and will unnecessarily limit potential amenities and population growth for the Historic Area. Further, it is also important that the rezoning potential be high and dense enough to provide viable economic platforms for future development.

We thank you for the opportunity to offer comment on the proposed policies for the Historic Area Height Review. However, we respectfully request to meet with you and City Planning staff on the proposals before a report proceeds to Council. We look forward to working with you and your staff as this policy initiative proceeds.

Yours truly

Original signed by

Jeff Fisher  
Deputy Executive Director

Letter from Gastown Historic Area Planning Committee members (August 2009)

The Historic Area Height Review promotes “significant new development potential” with a view to generating a number of public benefits beyond those emanating from heritage conservation. It is an attempt to square the circle. In all likelihood the creation of this potential in any of the proposed ways would result in the destruction of the historic district. Gastown has already been recognised as a National Historic Site. Chinatown should be soon, and there is, at present, no reason why the Historic District as a whole should not receive this recognition. But if the review’s objectives are implemented this will become unachievable.

The principles underlying the Gastown Heritage Management plan’s objectives have been sustained by experience and been extended within the Historic District. Within the existing regime there are already significant opportunities for densification. To add yet further development opportunities conflicts directly with these principles and objectives, and is an incomprehensible reversal. It will result in an even higher level of density transfer requests than those already challenging absorption capacity.

Serious damage to the Historic District has already been done by the insertion of the two Woodward towers right in the middle. They are hugely over scale. They illustrate the destructive effect of the ‘special sites’ proposal. While the concept of towers on special sites is generally inappropriate, the concept of three of them looming over the Dr. Sun Yat Sen Gardens is especially concerning, conflicting as it does with current City policy respecting site lines from the garden, policy established in recognition of the necessity of protecting the essence of the garden experience. At a recent Heritage Vancouver forum three panellists responded to the query whether the Woodward towers would be recognised as an urban design disaster. The three, including Ray Spaxman, a City consultant in the Review, all responded affirmatively to this perspective.

The concepts around the “Transitions” proposals are unsound. The Committee wonders whether the proponents appreciate the nature and quality of the Heritage and other public resources already there. The “Transitions” have been referred to as a form of graduated framing. The frame should not cut into the picture, nor should it overwhelm the picture.

While it may at first glance appear that Gastown would only marginally be affected, this would be an error, because Gastown’s context within the Historic District would be adversely affected seriously. Gastown would be boxed in. The Committee is accordingly apprehensive respecting the implications of the Review for the railway lands commencing 10 feet from Gastown’s northern boundary. The recent stadium debate revived concerns first raised during the freeway debate. This involves the prospect of towers over the rail tracks, and cutting off Gastown from the waterfront, just as the prospect of re-installing a connection to the waterfront has come into view consequent upon development of the Carrall Street greenway.





## 溫哥華華埠商會

### Vancouver Chinatown Merchants Association

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## 溫哥華華埠商業促進會

### Vancouver Chinatown BIA Society

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We, the Vancouver Chinatown Business Improvement Area Society (VCBIA), the Vancouver Chinatown Merchants Association (VCMA) and Dr. Peter Wong – patron of the Chinese Cultural Centre, member of the Vancouver Chinatown Revitalization Committee and the elder son of the VCMA's Glorious Permanent Chairman, the late Mr. King Wong – hereby jointly declare the following statement.

We are now at a critical point in the history of Chinatown, and decisions that will be made in the next few months will be essential to securing a future for Chinatown that is prosperous and filled with opportunities. Many of us have worked tirelessly over the years to defend Chinatown's unique heritage and character, and lobby for facilities and institutions that have brought honour and prestige to our community. However, we must be honest and admit that the revitalization of Chinatown cannot succeed without a strong, vibrant economic component – business is the lifeblood of Chinatown, and the pulse of our business ventures must be strengthened if Chinatown is to survive.

The future for Chinatown must not be one of decay and starvation as capital moves elsewhere to seek opportunities. There are great opportunities in our own backyard if together we have the unity, vision and determination to exploit them. Over the years, many families have moved away from our neighbourhood in search of housing opportunities. Immigrants from Asia who might be drawn to Chinatown settle elsewhere. If the city allows us to exploit the development potential that exists in our neighbourhood, we would benefit from thousands of new residents living within a few blocks. A high-density residential population can sustain a greater variety of business opportunities. Like the markets of Hong Kong, or even the businesses in the West End, we could maintain longer hours if our sidewalks remain busy throughout the evening.

Historic areas can be successfully revitalized without losing their heritage value and that is what we are proposing for Chinatown. Increased density in and near Chinatown is essential to provide the local, everyday customer base to sustain a vibrant commercial business in this area. This means the city must be willing to relax the rules on building heights and allow taller buildings. Heritage designated buildings would be protected, and sensitive planning and architecture guidelines would ensure that new buildings would fit in with the traditional architecture of Chinatown.

Please do not be alarmed by sensational reports in the press that are based on speculation and a lack of accurate information. Discussion of development on particular sites is premature – at this point all we seek is to open the possibility for development in Chinatown while respecting status of all the heritage-designated buildings. If we succeed in lobbying to relax the height restrictions each development application would still have to go through the normal process and be approved on its own merits.

Relaxing the rules on building heights does not mean immediate demolitions or renovations – it merely grants us the right to take advantage of future opportunities for growth and renewal. But if there is no relaxation of the rules on building heights, then development in Chinatown will remain frozen and our fate as a viable commercial district will be sealed.

We wish to build a Chinatown that is full of commercial energy and cultural vitality; a place that is home to families, seniors and young people – and that sustains a wide variety of businesses and services. We seek to revitalize our historic community and thereby bring honour to our ancestors and leave a legacy for our children. This is the Chinese tradition – to pass on assets to our children. Let us ask ourselves, do we wish to leave the next generation an old and decrepit Chinatown that lacks economic development, or a vibrant, prosperous Chinatown with crowded sidewalks and bustling markets, and the air filled with the sounds of commerce, opportunity and hope?

We are asking for your unanimous support: allow the height and density relaxation. Collectively, we can secure a prosperous future for Chinatown. Thank you.

Sincerely,

Dr. Peter Wong  
Honorary Patron  
Chinese Cultural Centre

Tony Lam  
Chairman  
Vancouver Chinatown Merchants Association

Albert Fok  
President  
Vancouver Chinatown BIA

## **ALLIANCE FOR THE CONSERVATION OF HISTORIC CHINATOWN**

### **AGAINST TOWERS IN HISTORIC CHINATOWN; SUPPORTIVE OF INCREASED DENSITY IN CHINATOWN AND TOWERS ON ADJACENT LANDS**

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In April and early May of 2009, the City of Vancouver presented proposals to increase the permitted building height of the City's historic areas of Chinatown and Gastown. The proposals, presented as the Historic Area Height Review at a number of public workshops and open houses, were greeted with shock, anxiety, and disbelief from the vast majority of the participants. Public outrage centered on the inclusion in the policy document of proposals for three 300 ft. towers on specific sites.

As leading Chinatown organizations, we formed an Alliance to protest a policy that diverged completely from the City's policies on Chinatown that have been developed through hundreds of hours public consultation and committee work in recent years. Our Alliance applauds the City's on-going work towards conserving the Chinatown Historic District. In this regard we are strong supporters of Vancouver's recent application to Parks Canada to designate Chinatown a National Historic Site and Monument. We also support the efforts of the City and many individuals and organizations to strengthen Chinatown's social, cultural and economic well-being and create a secure precinct for local residents and visitors alike.

The Historic Area Height Review Report opens with a reiteration of the City's intent "to maintain the Historic Area's character and general buildings scale." But this becomes ironic with the inclusion of specific sites for towers in the review proposals. It is obvious that 30-storey towers would dwarf the existing Chinatown architecture. Moreover, they would produce grave shadows on the essentially low/mid-rise community. The sightlines from the Dr. Sun Yat-Sen Classical Chinese Garden would be irreparably compromised, if not obliterated.

In response to City Planning's proposed concepts:

1. We support the increase in height in HA.1 (75' max.) and HA.1A (110' max.), with the condition that the accompanying Design Guidelines based on Chinatown character be reviewed and recognized for strict adherence.
2. We strongly oppose the "Special Sites" designations in Chinatown:
  - In regard to Site #2 – "The BC Electric Site," we suggest that it not be developed to a greater height than what the existing zoning would allow. Furthermore, specific Design Guidelines would be required in response to its proximity to Historic Chinatown and prominence in the sightline from the Dr. Sun Yat-Sen Garden.
  - In regard to Site #3 — "The Chinese Cultural Centre Site," we note it is located centrally in the HA.1-zoned area. This proximity to the Dr. Sun Yat-Sen Park and Garden would destroy their fundamental value.

- In regard to Site #4 – “The Keefer Triangle Site,” we note it is too close to the historic buildings of the HA.1 District and the Dr. Sun Yat-Sen Park and Garden.
- 3. Regarding the Main Street Corridor: we are apprehensive about a “25-storey wall” along Main Street from the ALRT Station to the Waterfront. Urban design principles which govern the “City Gate” development need to be applied to non-HA areas. Once in the HA.1A, or HA.1 area, on Main Street, we would only support the height increase if they were also within the allowable heights of those zones, as well as the accompanying Design Guidelines for such zones.
- 4. Our focus is on the Chinatown Historic Area. Other “transitional areas” affect Victory Square and Gastown and on these we have no comments.
- 5. Our Alliance believes that no economic argument has been made to connect the building of towers in Chinatown with the improvement of neighbourhood health and vitality. Towers could be a useful adjunct to Chinatown if built adjacent to - not in - the historic areas. Such locations could include Prior Street and Main Street.

### **In Summary**

Our Alliance for the Conservation of Historic Chinatown does not oppose high-rise buildings adjacent to Chinatown but does oppose their construction in locations that would directly damage the defining character of the Chinatown historic area.





We support an incremental increase in density (75' in HA.1 and 110' in HA.1A), as in “Option 2” of the Historic Area Height Review, but only with explicit Design Guidelines which would assist “the conservation of the character of Historic Areas”. This also would apply to the “Main Street corridor”, which also needs to meet the height standards of HA.1 and HA.1A zoning in these areas.



We believe that there Chinatown can be redeveloped through means other than highrise towers so as to become a secure district, with a revitalized cultural, social and economic life.

### **ALLIANCE FOR THE CONSERVATION OF HISTORIC CHINATOWN**

Chinese Benevolent Association (CBA) of  
Vancouver  
The Chinese Cultural Centre (CCC)  
Dr. Sun Yat-Sen Classical Chinese Garden  
Society  
Chinatown Society Heritage Buildings  
Association

Chinese Freemasons Society  
  
Mah Benevolent Society of Vancouver  
Shon Yee Benevolent Association  
  
Yue Shan Association

EXAMPLES OF RECENT MID-RISE DEVELOPMENT			
Address and Project Name	Project Description	Height Lot Size FSR	Zoning
<b>33 West Pender Street</b>			
	<p>Construct a 9-storey mixed-use building with retail on ground floor, 63 residential units on upper floors and 3 levels of underground parking.</p> <p>Buildings immediately adjacent to the development include a 3-storey heritage building (Pender Hotel) and a 6-storey non-heritage building.</p>	<p>97'</p> <p>75' x 120'</p> <p>FSR: 5.85</p>	CD-1 (in Victory Square)
<b>718 Main Street - "Ginger"</b>			
	<p>Construct a 9-storey mixed-use building with retail on ground floor, 78 residential units on upper floors and 2 levels of underground parking.</p> <p>Buildings immediately adjacent to the development include a 3-storey heritage building (London Hotel) and a 2-storey non-heritage building. London Hotel is currently being upgraded.</p>	<p>90'</p> <p>100' x 120'</p> <p>FSR: 5.62</p>	HA-1A (Chinatown South)
<b>71 East Pender Street - "East"</b>			
	<p>Construct a 6-storey mixed-use building with retail on ground floor, 22 residential units on upper floor on top of an existing two-level underground parking structure.</p> <p>Buildings immediately adjacent to the development include two 3-storey heritage buildings (Cheng Wing Yeong Tong Benevolent Society, and the Wing Sang Building). Wing Sang building has been recently upgraded.</p>	<p>65'</p> <p>50' x 120'</p> <p>FSR: 4.3</p>	HA-1 (Chinatown Pender St)
<b>168 Powell Street - "Smart"</b>			
	<p>Construct an 8-storey mixed-use building incorporating a courtyard on the second and sixth storeys. The building contains retail on the ground floor, 90 residential units on the upper floors and 2 levels of underground parking.</p> <p>The development is on a corner site. The building immediately adjacent to the development is a 3-storey non-heritage building.</p>	<p>75'</p> <p>120' x 125'</p> <p>FSR: 5.5</p>	HA-2 (Gastown)

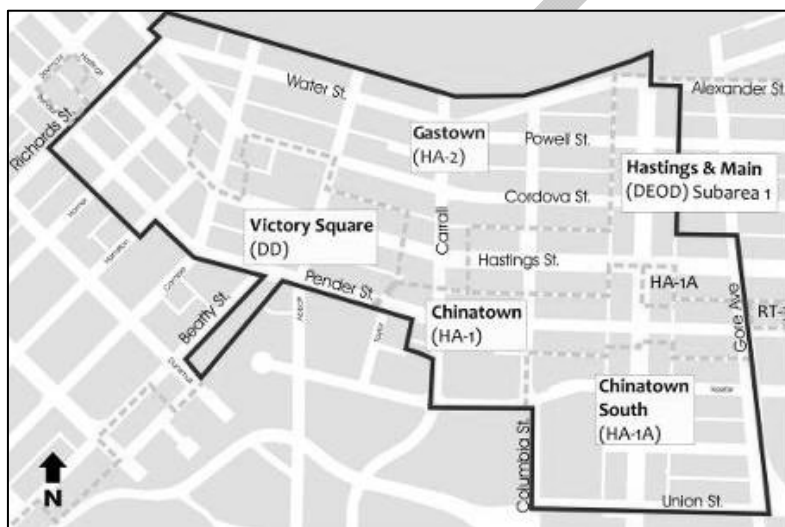
EXAMPLES OF RECENT MID-RISE DEVELOPMENT			
Address and Project Name	Project Description	Height Lot Size FSR	Zoning
<b>47 West Hastings Street - "Paris Annex"</b>			
	<p>Construct a 6-storey live-work building with retail on the ground and second floors, 16 live work units on the remaining 4 floors, and 6 covered parking spaces at rear of site.</p> <p>Buildings immediately adjacent to the development include a 6-storey heritage building (Paris Block) and a 2-storey non-heritage building. Paris Block is currently being upgraded as part of the development project.</p>	<p>80'</p> <p>30' x 130'</p> <p>FSR: 4.07</p>	<p>HA-2 (Gastown)</p>
<b>65 E Hastings - "Lux"</b>			
	<p>Construct a 9-storey mixed-use building with retail on ground floor and 92 self-contained non-market housing units on upper floors.</p> <p>Buildings immediately adjacent to the development include a 3-storey heritage building (BC Collateral) and a 3-storey non-heritage building.</p>	<p>87'</p> <p>100' x 120'</p> <p>FSR: 4.58</p>	<p>CD-1 (in Downtown Eastside Oppenheimer District Subarea1)</p>

## Draft Urban Design Criteria for Three Higher Buildings in the Historic Area

January 2010

### 1. Intent

The Rezoning Policy will provide guidance for the consideration of site specific rezonings of three higher buildings in the Historic Area, an area defined by the boundary as shown in Figure 1 below. The policy intent is to balance providing strategic opportunities for additional growth and necessary public benefits, while maintaining and preserving the important heritage and cultural character of the Historic Area.



*Figure 1 –Boundary of the Historic Area and its Sub-areas*

### 2. General Contextual Heights

- 2.1. Building height and scale for the Historic Area should generally reinforce the prevailing heritage context, including the existing heritage buildings, fine grain character and generally low to mid-rise development scale.
- 2.2. Mid-rise development should be the primary form for new development complementing heritage building rehabilitation in the Historic Area, considering existing building scale, public realm, smaller lot pattern and the fragmented property ownership pattern.
- 2.3. The role of any new additional higher buildings in the Historic Area should be to serve as “higher points” in the overall fabric of the area, not “punctuation points” rising significantly through that fabric.
- 2.4. There should be a small number of additional higher buildings in the Historic Area; otherwise they will overwhelm the overall fabric. The higher buildings should provide

additional strategic new development opportunities with resulting public benefits, within height limits that reflect the prevailing mid-rise development pattern.

### 3. Higher Building Locations and Heights

A maximum of three higher buildings above the prevailing height of 50'-120' be considered with height generally in the range of 150', having regards to evaluation criteria, including urban design and other performance factors, and provision of public benefits.

The following factors were used in identifying potential locations for the three additional higher building sites in the Historic Area:

- Highlight street structure features, such as:
  - termination of street views
  - convergence of street grid change
  - important intersections
- Opportunities to better identify a major corridor, boundary or gateway
- Recognize nodes of high activity

Three sites were identified based on the application of above factors (see Figure 2).



*Figure 2: Existing High Buildings and Three Potential Sites for Additional Higher Buildings*

### 4. Draft Urban Design and Other Evaluation Criteria

Proposed development of any of the three higher building sites will be evaluated based generally on the following urban design and other criteria, as well as site-specific design consideration, to be included in the Rezoning Policy.

- Exceptional urban design and architectural massing accentuates the Historic Area's character and scale.
- Building design respects coherent blocks of permanent heritage buildings.
- Architectural expression, façade articulation, materiality and colour respond sympathetically to the surrounding heritage and cultural context.
- Building design respects the general fine-grain and mid-rise streetscape.



- Building typology reflects architectural patterning in the area such as saw-tooth building heights and varying street frontages.
  - Shadow impacts on public spaces are minimized.
  - The visual and spatial experience of key public spaces and monuments such as the Dr. Sun Yat-Sen Chinese Classical Garden and Millenium Gate is considered and evaluated.
  - Building heights respect adopted view cone height limits.
  - Existing landmarks and higher buildings retain their prominence.
- 
- Appropriate public benefit should be provided, based on City's evaluation of priority needs for the city and the community.

DRAFT

## MOTIONS OF SUPPORT FROM COUNCIL ADVISORY BODIES (December 2009)

Included:

- 1) Vancouver Heritage Commission
- 2) Chinatown Historic Area Planning Committee
- 3) Gastown Historic Area Planning Committee

## Vancouver Heritage Commission

Meeting Date: December 7, 2009

### Meeting Minutes

MOVED by Kim Maust  
SECONDED by Richard Keate

THAT the Vancouver Heritage Commission supports the Heritage Area Height Review as presented noting that the report has met the objectives that guided the review: allowing for growth and development in the Historic Area and maintaining the Historic Area's character and scale, while ensuring the new development potential will result in public benefits and amenities.

FURTHER THAT the Commission recommends the new neighbourhood design guidelines include the principle that new "special" buildings are the highpoint in the pattern of the built fabric.

FURTHER THAT the Commission recommends that the new design guidelines pay particular attention to the ground level, landscape and public realm.

FURTHER THAT Kim Maust will speak on behalf of the Commission on the Historic Area Height Review when the staff report goes forward to Council as scheduled at the upcoming Council meeting on January 21, 2010.

**CARRIED UNANIMOUSLY**

Chinatown Historic Area Planning Committee

Meeting Date: December 8, 2009

Meeting Minutes

The Committee

RESOLVED,

THAT the Chinatown Historic Area Planning Committee supports the Historic Area Height Review recommendations as presented, provided the policies are closely monitored by staff and their efficacy reported to Council as part of the Chinatown Community Plan progress report.

CARRIED UNANIMOUSLY

**Gastown Historic Area Planning Committee**

Meeting Date: December 16, 2009

**Meeting Minutes**

The Committee

RESOLVED,

THAT WHEREAS the Town of Granville is the original historic site of Vancouver and Gastown essentially contains the Town of Granville, the Gastown Historic Area Planning Committee recommends that the current HA-2 Schedule and the Gastown Heritage Management Plan continue as the regulatory framework for Gastown development.

**CARRIED UNANIMOUSLY**