

## **Chinatown Area Redevelopment Plan (ARP) and Cultural Plan Scope of Work 2016 December 5**

### **Background**

Across North America, Chinatowns are in decline, facing redevelopment pressure due to their prime locations and aging buildings. There is a difficult balance between redevelopment, which brings new life to a community, and gentrification that tends to push out lower income seniors and immigrants, and small local businesses, which are critical the Chinatown's distinct character. In addition, Chinatown's residents are aging, without a strong youth culture to take its place. Immigrants, who were once the lifeline of Chinatown, do not need Chinatown as a first foothold into Canada as they did in the past.

Calgary Chinatown is also a crossroads. Based on an extensive community-wide engagement process focused on Chinatown's future, a new vision is needed to strengthen community identity in the face of inevitable change. Two key pieces of work are needed:

1. An ARP to create an environment that encourages appropriate redevelopment
2. A Cultural Plan to identify actions to ensure a vibrant cultural presence and in the face of change and redevelopment

In Chinatown, the built form is inextricably linked to cultural and heritage; culture and heritage ultimately underpins all of the guiding principles. An ARP by itself that only deals with strict planning elements (heights, densities, building form) would only address part of the community's concerns. It will be necessary to determine the social and cultural impacts of planning policy on the community; and conversely, how social and cultural elements influence the built form. Both pieces of work are necessary to a fully formed vision of Chinatown.

### **1.0 Purpose**

The purpose of this document is to provide Council with information regarding scope of work, process, resourcing requirements and budget associated with preparing an ARP and Cultural Plan for Chinatown.

### **2.0 Chinatown Community**

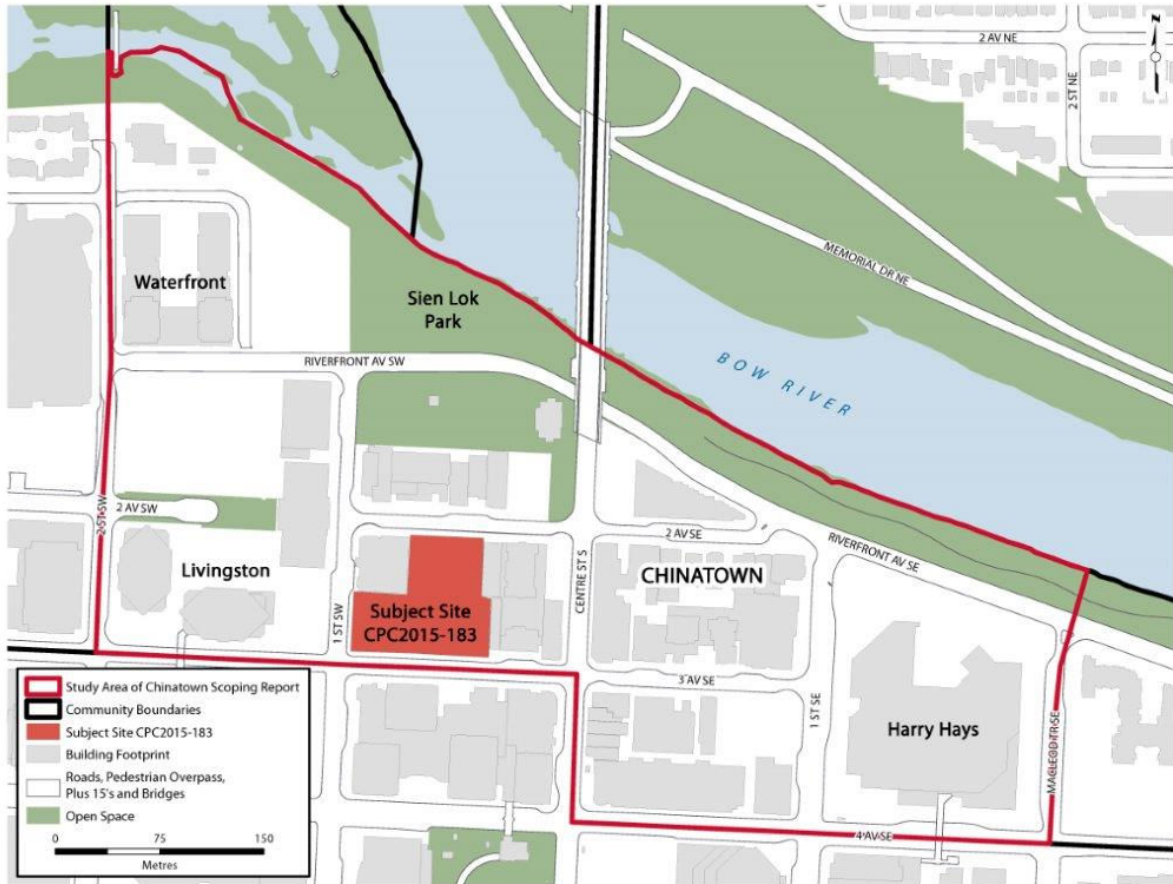
Chinatown is one of six Centre City communities. It is Calgary's last remaining cultural community. Although Chinatown spans about nine blocks, there are only four or five blocks remaining that are readily identifiable as Chinatown. Many in the community feel that Chinatown has been eroded at its edges by large non-Chinese developments on its periphery and are highly protective of what is left Chinatown (See Map).

Today, 2104 people live in Chinatown. Currently the largest demographic is 75+ years, comprising 24% of the population, with a growing 25-34 years cohort, comprising 23% of the population. A significant senior and immigrant population is a hallmark of Chinatowns across North America.

It is also a destination for Chinese Canadians, and Calgarians and tourists alike.

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Map of Chinatown



### 3.0 Stakeholders

Although its population is relatively small, thousands consider Chinatown as their cultural home, and visit, work or regularly participate in community activities. There well over one hundred active community organizations, cultural groups and associations in Chinatown. Although many participants do not live in the community, they are heavily vested in its future. There are diverse opinions on Chinatown’s future and who speaks for it, owing to different languages, countries of origin, politics and other factors.

Additionally Chinatown is a city-wide destination; many Calgarians not directly involved in the community would also consider themselves as stakeholders.

Formal avenues of communication between The City and Chinatown have only been recently established. The Chinatown District Business Improvement Area (BIA) formed in 2015 December. In 2016 October, a Community Association was established for the first time.

Although Administration has worked with various stakeholders and coalitions during the engagement process, there is no single voice of Chinatown, and there is considerable debate over who speaks on the community’s behalf.

### 4.0 Policy Needs

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As culture and heritage are inextricably linked to the built form, two key pieces of policy work are needed for a fully formed vision of Chinatown:

1. An ARP to create an environment that encourages appropriate redevelopment
2. A Cultural Plan to identify actions to ensure a vibrant cultural presence and in the face of change and redevelopment

### Area Redevelopment Plan

The Chinatown Area Redevelopment Plan (ARP) was adopted in 1986. By all accounts, the ARP process was lengthy and difficult, but was ultimately a defining moment of unity for Chinatown, with new community leaders emerging from the process. As such, some community members are strongly attached to this policy document.

Since 1986, the community has grown significantly:

- The population has increased by 106% from 1027 to 2104 people today
- The number of occupied residential units increased by 164% from 540 units to 1424.
- The population was relatively stagnant between 1989 and 2011, but since then has increased by 66%, mostly as a result of the Waterfront development
- The Waterfront development also decreased the average age in Chinatown. Currently the largest demographic is 75+, comprising 24% of the population (down from 32%), with a growing 25-34 years cohort, comprising 23% of the population.

The purpose of an ARP is to create an environment that encourages redevelopment. Currently, several factors are not conducive to promoting redevelopment in Chinatown.

Since the Chinatown ARP was adopted in 1986, The City has undergone several major policy shifts that have changed the nature of development, including a new land use bylaw, at least two municipal development plans, the 2007 Centre City Plan, and various other City policies. Developers and development are more sophisticated, particularly in the Centre City. In turn, The City has higher expectations for development than in the past. After thirty years of change, the ARP is not well aligned with current city policies and practices.

The ARP includes high level objectives, but little detailed policy to assist Administration in making recommendations about the community. For example, the ARP identifies walkability as important to the community's character and function, but does not have policy outlining how this is to be implemented. Elements that the community feels are important, such as heritage preservation and culture, are notably absent. This prompts Administration to refer to other City policies that may not adequately address the community's distinct needs and character.

Chinatown's development vision is expressed via Direct Control District (DC) bylaws. The DC bylaws, while providing basic development rules, are blunt tools that when taken alone, and do not effectively address the nuances that give Chinatown its distinct look, feel, and function. Policy direction is needed to complete the vision, and in greater detail than the current ARP offers.

More critically, initial research indicates that these DC bylaws are unlikely to promote redevelopment. Many of Chinatown's land holdings are small, with ownership broken up amongst many different landowners. The provisions of the DC districts, particularly those

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regarding setbacks and smaller floor plates for upper floors, make viable development within the rules nearly impossible on these small sites. Most redevelopment would require a land use amendment, which adds significant time and complication to a development application. This could deter new development, particularly if the community is perceived to be unsupportive of a land use amendment. A new ARP would not automatically change the current districts; they remain in place until there is an application to amend them or The City initiates amendments.

Detailed ARP policy would provide more guidance to Administration and Council in making recommendations and decisions; provide clear expectations for developers; and clarity to the community about what they can expect for future development. Land use districts that reflect today's development market realities would make redevelopment easier for prospective developers.

From a planning policy perspective, there is clear need for a new ARP. The current policy framework will not result in redevelopment. Due to a perception that the Chinatown community will not support land use amendments, developers with other possible development sites may prioritize those other sites over Chinatown. This situation is not conducive for a community to grow and prosper into the future.

### Cultural Plan

As noted, a stand-alone ARP is not enough to address community concerns about Chinatown's future. Many themes raised in the engagement relate to culture and are not well-addressed in an ARP process. For example:

- The community has a high number of seniors and immigrants, whom are able to live in Chinatown independently or visit frequently to access the extensive support and service network and services available to them, in the language of their choice
- Youth are essential to Chinatown's future vitality, and there is a need to increase opportunities for their community involvement
- The influence of culture on the built form, and vice versa
- The desire to reflect and honour the community's often difficult history in Canada
- The fear of losing cultural identity
- Chinatown's role as a community where generations gather and learn from each other
- The importance of affordable housing for both seniors and immigrants

The intent of a Cultural Plan is to consider and integrate cultural priorities, goals and opportunities as redevelopment occurs. While an ARP would examine the built form aspects of the community, a Cultural Plan would explore the social and cultural aspects of the guiding principles, and offer specific strategies and actions. A Cultural Plan may be its own separate document, or may form part of the ARP.

The form and content of a Culture Plan is to be determined. Work is currently underway to develop a Calgary-wide Cultural Plan, and this plan will be at Community and Protective Services Committee in 2016 November. A key piece of early work in a future process would be to determine how this larger City plan would influence or fit with a Chinatown-specific plan.

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### **5.0 Process and Deliverables**

Undertaking an ARP / Cultural Plan requires appropriate cultural and language skills. Overall, a better understanding about how to work more effectively with the community from a cultural perspective would benefit the process and result in policies that better address the community's unique needs.

The City does not have adequate in-house Chinese language skills or the level of cultural expertise needed for a lengthy planning process. While Administration conducted an extensive engagement process, it was challenging. There are few Planning staff with adequate Chinese language skills, and very limited ability to provide written materials. During the engagement, all written materials in Traditional Chinese (the most common written language in Chinatown) had to be outsourced for translation, an expensive solution that does not lend itself to working within tight timelines or technical language, and left The City vulnerable in terms of whether translations were accurate. Further, it is difficult to secure neutral interpreters in Calgary. Administration requires a suitably skilled consultant or consultants to carry out primary functions for both plans, including project planning and management, policy development, and public engagement.

Administration would manage the consultants and contracts, coordinate internal work and reviews and ensure adherence to City processes. City subject matter experts would make technical and policy decisions.

Administration recommends the ARP / Cultural Plan work be conducted in two distinct phases:

#### **Phase 1 Q1 2017– Q2 2018 Internal Background Work and Process Development**

Key pieces of internal background work would be completed in Phase 1. This would ensure that critical pieces of information are known, prior to working with the community to develop policy. During this phase, budget must be identified for a consultant to conduct the ARP / Cultural Plan.

Internal work includes, but is not limited to, the following:

- work with Calgary Neighbourhoods to define the parameters and resourcing requirements for a Cultural Plan
- explore possible connections between The City's new Cultural Plan and Chinatown
- conduct general research on Chinatowns and related planning policies
- conduct urban design inventory / preliminary concepts
- complete an inventory of current conditions, mapping
- consulting study to assess real estate and development limitations and opportunities
- consulting study to explore the potential for heritage density transfers
- consulting study to update heritage inventory
- identify estimated costs and a budget source for ARP / Cultural Plan consultant – this is critical for Phase 2 to proceed

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If budget is identified:

- conduct Request for Proposals process to hire a consultant
- consultant to work with community stakeholders to develop Terms of Reference for the project based on the guiding principles, including timelines, governance structure, and an inclusive engagement process that involves a broad range of stakeholders, for Council approval

At the outset of Phase 1, Administration will contact internal stakeholders and determine if any additional pieces of work could be completed prior to Phase 2. Although this delays starting work with the community, having key pieces of information in place and plus budget and a consultant should ultimately save time in the long run.

Due to interprovincial trade agreements, contracts over \$75,000 requires a Request for Proposals process, which would take approximately four to six months.

Administration does not recommend engaging the community until a consultant has been retained.

### **Phase 2 Q3 2018 – Q4 2020 (estimate only) – Policy Development and Public Engagement**

In Phase 2, Administration would begin the technical and policy work with the community on an ARP / Cultural Plan.

Key pieces of work include standard ARP work from across City Departments (Appendix), plus cultural components as identified through Phase 1. Additional work is likely to be identified throughout Phase 1 and as the process continues in Phase 2. Further, Phase 2 deliverables will also be influenced by Phase 1 work, the 2018 Q2 report to Council, and the direction arising from that.

The public engagement portion of Phase 2 is expected to be significant.

Following approximately one year work in Phase 1, and Chinatown ARP / Cultural Plan would be at minimum a two to three year process, owing to:

- the need to build trust between the community and The City
- community expectation of extensive involvement in the process
- a broad and diverse community, with often-opposing views
- the need to consider cultural nuance and language elements in the engagement
- the extent of the policy work required
- the need to integrate an ARP with a Cultural Plan

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### 6.0 Funding Requirement

Phase 1: The real estate study and the heritage studies identified in Phase 1 require a consultant. Both are relatively modest and could be accommodated through existing budgets and resources.

Phase 2: A policy process would require significant resources for an extended period of time. Additional budget would be required to retain a consultant(s) to develop and conduct Phase 2 of and ARP / Cultural Plan process.

Approximate costs are currently unknown and will be explored in Phase 1. However, based on the community's complexity, broad ARP / Cultural Plan project scope, the experiences of the engagement process, and the budgets of other planning processes such as the Developer Funded Area Structure Plans, the cost for a consultant or consultants are likely to exceed \$500,000 per year in Phase 2, meaning a two to three year process could potentially cost at least \$1 million to \$2 million. This is beyond the business unit's current consulting budget capacity, and will likely extend at least two to three years. This cost does not include Administration's time.

A funding mechanism will need to be identified, and work with the community should not proceed until funding is secured for the duration of the project. This will be addressed in the Q2 2018 report.

### 7.0 Project Team Structure

The ARP / Cultural Plan project would be lead by Community Planning (Centre West). It is anticipated that Calgary Neighbourhoods would play a significant role in the Cultural Plan, but this will be determined in Phase 1. Technical planning work will be conducted by an internal Technical Advisory Committee comprising various internal departments.

The work that each department is generally responsible for, and the estimated resources requirements are outlined in the Appendix . In addition, the following other roles are required:

Role	Primary Responsibility
Executive Sponsor	<ul style="list-style-type: none"> <li>• Sign-off on project charter/scoping document</li> <li>• Provide high-level direction and ensure alignment with departmental goals</li> </ul>
Project Sponsor	<ul style="list-style-type: none"> <li>• Provide day-to-day direction -Provide oversight and ensure alignment with departmental goals</li> </ul>
Project Manager	<ul style="list-style-type: none"> <li>• Oversee consultant's work</li> <li>• Manage day-to-day project tasks</li> </ul>
Project Planner	<ul style="list-style-type: none"> <li>• Work with the Project Manager with various duties</li> </ul>
Consultant (Phase 2)	<ul style="list-style-type: none"> <li>• Oversee all aspects of developing a cultural plan and ARP, including project planning and management; stakeholder engagement; policy development</li> </ul>

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### Appendix: Preliminary Work Identified for Chinatown ARP / Cultural Plan and Estimated Resources

	<b>Identified Pieces of Work and Estimated Resources</b>
<b>Community Planning Policy</b>	<p style="text-align: center;">note: this provides a general overview of some of the work that may be conducted as part of an ARP process. Other work is likely to be identified as the process continues.</p> <p>Oversee all policy aspects of ARP process, including, <i>but not limited to</i>:</p> <p>Phase 1</p> <ul style="list-style-type: none"> <li>• Identify budget source for consultant</li> <li>• Procure / manage consultant(s), as required</li> <li>• Conduct inventory of existing environment, mapping</li> <li>• Investigate links between City of Calgary cultural plan and a cultural Plan for Chinatown</li> <li>• Conduct development economics/real estate study to determine what types and amount of redevelopment is feasible based on market conditions (consultant required)</li> </ul> <p>Phase 2</p> <ul style="list-style-type: none"> <li>• Develop land use concept</li> <li>• Establish high level policy direction / work with other departments to establish and / or align policy</li> <li>• Confirm guiding principles / align policy with guiding principles</li> <li>• General Policy Development</li> <li>• Investigate and establish bonus density system</li> <li>• Develop Terms of Reference for Chinatown Investment Fund</li> <li>• Identify cultural impact of planning policies, in conjunction with possible cultural plan</li> <li>• Align planning policy with Retail Vitality Study recommendations, where appropriate</li> <li>• Possible city-initiated land use redesignations</li> </ul> <p>Estimate Resources:</p> <ul style="list-style-type: none"> <li>• 1.5 FTE if a consultant runs the process</li> <li>• Consultant required for development economics study</li> </ul>
<b>City Wide Planning</b>	<p>Phase 2</p> <ul style="list-style-type: none"> <li>• Policy Alignment with high level policy, such as South Saskatchewan Regional Plan, MDP, Centre City Guidebook (ongoing), and others</li> <li>• Flood policy (ongoing)</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• 0.33 FTE for one year</li> </ul>



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<p><b>Parks and Open Space</b></p>	<p>Phase 2</p> <ul style="list-style-type: none"> <li>• Identify open space.</li> <li>• Ensure development respects the riverfront area and Sien Lok Park.</li> <li>• Develop policies for sunlight protection for all open space (public and private).</li> <li>• Develop policies to preserve native species</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Within a 2 yr period, approximately 50 hrs</li> <li>• No consultant work is identified at this stage.</li> </ul>
<p><b>Water Resources</b></p>	<p>Phase 2</p> <ul style="list-style-type: none"> <li>• Water Modelling</li> <li>• Sanitary Modelling</li> <li>• Master Drainage Plan/ Drainage Planning</li> <li>• Infrastructure Renewal Plan</li> <li>• ARP Policy: <ul style="list-style-type: none"> <li>○ Water Servicing</li> <li>○ Sanitary Servicing</li> <li>○ Stormwater Servicing</li> <li>○ Flood Policies</li> </ul> </li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Water Modelling: Internally by Water Resources: 80 hours</li> <li>• Sanitary Modelling: Internally by Water Resources: 80 hours</li> <li>• Drainage Planning: It will be determined at ARP stage if a complete Master Drainage Plan (MDP) or a drainage study is required. MDP would be undertaken by external consultants, guided by a TOR created by Water Resources. An MDP could take between 18 – 24 months. A drainage study could take between 12-18 months. Oversight from City staff requiring 100 (or more) hours</li> <li>• Infrastructure Renewal Plan: Internally by Water Resources. Estimated 4 -6 weeks following the completion of required modeling input (210 hrs = 6 wks)</li> <li>• ARP Policy: Internally by Water Resources: 50 hours</li> </ul> <p>Total = 520 hrs (0.33 FTE) plus cost of consultant</p>
<p><b>Geodemographics:</b></p>	<p>Phase 2</p> <ul style="list-style-type: none"> <li>• Estimate number of units, residents and jobs that will be produced by a given land use concept; send that data to Water &amp; Transportation for modeling purposes.</li> </ul> <p>Estimated Resource:</p> <ul style="list-style-type: none"> <li>• Approximately 35 hours</li> </ul>

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<p><b>Transportation</b></p>	<p>Phase 2:</p> <ul style="list-style-type: none"> <li>• Determine bus routes following Greenline alignment, and on an ongoing basis throughout the life of the ARP; establish high level policies related to bus routes</li> <li>• Update the Cash-in-lieu for parking. A brief summary of the work: <ul style="list-style-type: none"> <li>○ Review Cash-in-Lieu program for the area</li> <li>○ Developing new parking principles for the area including reviewing provisions for short-stay parking and how existing parking can be more efficiently utilized</li> <li>○ Review parking principles in the downtown to analyze if any synergies can be created between the two areas</li> </ul> </li> <li>• Ask travel mode questions as a part of public engagement at a future ARP stage.</li> <li>• Data analysis on My Travel Log</li> <li>• General review of street network and any improvements required</li> <li>• General review of transportation policies</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Cash-in-lieu parking policy update: the work will be done in-house. <i>Transportation can work with planning's timeframes with the ARP, but Transportation does not have a set amount of time required at this point.</i></li> <li>• Other work: 0.25 FTE</li> </ul>
<p><b>Heritage Planning:</b></p>	<p>Phase 1</p> <ul style="list-style-type: none"> <li>• Investigate a potential heritage density transfer system, including a development economics study</li> <li>• Update heritage inventory</li> <li>• Identify areas that should be preserved as low scale character</li> <li>• Study traditional Chinese building interface with streets and building setbacks (ie enable things like fruit/vegetable sales in front of buildings)</li> </ul> <p>Phase 2</p> <ul style="list-style-type: none"> <li>• Policy Development; further work as required</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• 0.15 FTE</li> <li>• Consultants: to update heritage inventory - estimated \$5000</li> <li>• Consultant: to conduct market/economic analysis to determine the feasibility of density bonusing estimated \$20,000 – \$30,000</li> </ul>

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<p><b>Urban Design</b></p>	<p>Phase 1 and 2</p> <ul style="list-style-type: none"> <li>• Identify the “core ideas” to revitalize Chinatown (possible workshops)</li> <li>• Identify areas (district, corridors and nodes) that would benefit from public improvement; and develop master plans for each with implementation strategies</li> <li>• Conduct a land development capacity study for all of the vacant lands to project the development potential under current zoning as well as potential changes; height studies based on shadow guidelines</li> <li>• Identify fixed areas (historical character areas, newer developments, etc.) and areas for potential changes</li> <li>• Investigate allowing or incentivizing uses that would add community character (such as identified locations for ethnic food destinations – either street/lane food market, or large centralized food courts within large developments that are attractive to both locals and visitors)</li> <li>• Investigate amending riverfront shadow guidelines for Chinatown area in the Land Use Bylaw to be consistent with the rest of the riverfront</li> <li>• Align policies with Centre City Urban Design Guidebook</li> <li>• Research contemporary interpretation of Chinese culture in built form and amend the “Chinese motif” language in ARP</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Urban Design resource – 0.25 FTE (25% of the time over the course of one year of the ARP development)</li> <li>• Consultant for workshop facilitation, est \$5000 - \$7000</li> <li>• Technical Design Staff – 0.1 FTE (50% of the time over the course of two and half months)</li> <li>• Centre City Implementation: 15 hrs</li> <li>• Heritage: 15 hrs</li> </ul>
<p><b>Real Estate &amp; Development Services:</b></p>	<p>Phase 1 and 2</p> <ul style="list-style-type: none"> <li>• Conduct Real Property Value analysis with City Engine to forecast square feet of built out, employment numbers and potential tax revenue.</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• To be determined</li> </ul>
<p><b>Communications</b></p>	<p>Phase 2</p> <ul style="list-style-type: none"> <li>• Develop overall communications plan/strategy</li> <li>• Develop and execute tactics</li> <li>• Develop promotional materials for engagement events</li> <li>• Develop event materials, in conjunction with engagement team</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• 1 FTE</li> </ul>
<p><b>Engage Resource</b></p>	<p>Phase 1 and 2</p> <p>An ARP / Cultural Plan process will have a significant public engagement component,</p>

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<b>Unit</b>	<p>which may be undertaken internally or through an engagement consultant. Work includes to:</p> <ul style="list-style-type: none"> <li>• Procure and manage external engagement consultant, as required</li> <li>• Develop a public engagement strategy that takes cultural norms and considerations into account</li> <li>• Execute / oversee public engagement process</li> <li>• Transcribe, coordinate and interpret public input</li> <li>• Produce external-facing documents summarizing the engagement process</li> <li>• Develop and manage online engagement component</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Based on the unique considerations of the community, it is recommended that an external consultant conduct the public engagement. 1 FTE is required to oversee and manage work done by engagement consultant engagement</li> </ul>
<b>Cultural Component Work</b>	<p>Phase 1 and 2 This is not a usual piece of work for an ARP, however it is required to address the various cultural components of Chinatown, i.e. how to incorporate cultural and community aspects into an ARP process? What social and cultural elements require specific planning policy? What are the social and cultural impacts of planning policy on the community?</p> <p>Phase 1 – Investigate scope, form and content of Cultural Plan Phase 2 – Develop Cultural Plan in conjunction with APR process</p> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Currently under investigation. It is anticipated a consultant would undertake this work. Staff resources would be required from Calgary Neighbourhoods and Calgary Recreation, but at this time, exact requirements are unknown.</li> </ul>
<b>Law</b>	<p>Phase 2:</p> <ul style="list-style-type: none"> <li>• Policy review</li> </ul> <p>Estimated Resources:</p> <ul style="list-style-type: none"> <li>• Approximately 35 hours</li> </ul>