



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: February 27, 2012
Contact: Kent Munro
Contact No.: 604.873.7135
RTS No.: 9519
VanRIMS No.: 08-2000-20
Meeting Date: March 26, 2012

TO: Vancouver City Council

FROM: Director of Planning in consultation with the Director of Legal Services and the Managing Director of Social Development

SUBJECT: 500 Alexander Street - 'The Old Sailors Home' - Heritage Designation

RECOMMENDATIONS

- A. THAT Council instruct the Director of Legal Services to bring forward for enactment a by-law to designate the existing building, known as 'The Old Sailors Home' at 500 Alexander Street, which has recently been restored and now serves as supportive non-market housing in single room accommodations for young women who are homeless or at risk of homelessness, legally described as PID: 028-357-957, Block 42, Plan VAP196, District Lot VAP196 NWD, Parcel A, Group 1 (being a consolidation of lots 1 & 2, See BB1713741) (the "Lands"), and that the heritage building be designated thereby as a protected heritage property pursuant to Section 593 of the *Vancouver Charter*;
- B. THAT Recommendation A be adopted on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs in relation thereto is at the risk of the person making the expenditure or incurring the cost; and
 - (ii) THAT the City's Mayor and Council and officials shall not in any way be limited or restricted in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

The purpose of this report is to seek Council approval for a proposal to designate as a protected heritage property the heritage building at 500 Alexander Street known as the "Old Sailors Home", which is listed in the 'B' evaluation category on the Vancouver Heritage Register. It is proposed that, as compensation for the designation, the owner be allowed to demolish a second heritage building situated on the Lands, known as 'The JB Henderson House', and to replace it, under Development Permit Application Number DE414592, with two new Multiple Dwelling buildings which are to be associated with a supportive non-market housing facility currently ('Imouto House') operating in 'The Old Sailors Home'. The development as proposed will require conditional approval for the use and density proposed and relaxations to off-street parking requirements under the applicable zoning, as further described below in this report. The Development Permit Board has approved the development application with a condition that the owner is to agree to accept the heritage designation of 'The Old Sailors Home'. The owner has agreed to accept the proposed heritage designation on that basis. The heritage designation of 'The Old Sailors Home' and the development for the site as proposed are consistent with the Heritage Policies and Guidelines and the City's Housing and Homeless Strategy 2012-2021

COUNCIL AUTHORITY

Pursuant to Section 593 of the *Vancouver Charter*, Council may, by by-law, on terms and conditions as it considers appropriate, designate as a protected heritage property, in whole or in part, any real property that Council considers has heritage value or character and which requires heritage designation for heritage conservation purposes. Heritage designations under Section 593 require, pursuant to Section 593 and 594 of the *Vancouver Charter*, Council approval at public hearing and adoption of a heritage designation by-law. Section 595 of the *Vancouver Charter* requires that Council must compensate an owner of property being designated as a protected heritage property for any reduction in the market value of the property that will result from the designation. In this case, the owner has agreed to accept the consideration described generally in the previous paragraph and as further discussed in this report as full compensation for the proposed heritage designation of the Old Sailors Home, and has signed an agreement to that effect which includes a waiver of any further compensation.

The following Council Policies are applicable to the proposed heritage designation of 'The Old Sailors Home':

- *Heritage Policies and Guidelines (April, 1991)*

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of A and B.

STRATEGIC ANALYSIS

Heritage Protection and Providing Housing for the Homeless

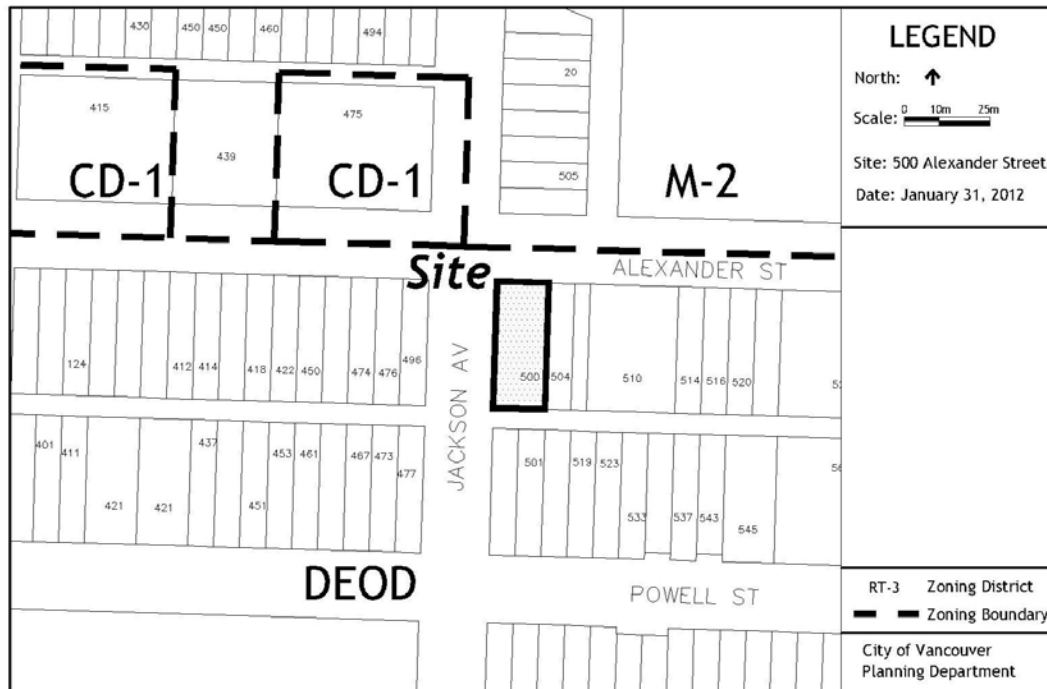
The site which is the subject of this report was purchased by Atira Women's Resource Society in 2009. With funding secured under the Canadian Mortgage and Housing Corporation's Shelter Enhancement Program and a number of other corporate and private donors, 'The Old Sailors Home' at 500 Alexander Street was recently renovated under Combined Permit Number DB434572 which created a facility ('Imouto House') containing eighteen single room accommodations for young women who are homeless or at risk of homelessness (see drawings in Appendix 'D'). The current development permit application proposes to construct twelve additional dwelling units located in two proposed new buildings on the site beside 'The Old Sailors Home' (see the Development Permit Application section below and the drawings in Appendix 'C'). A housing agreement is to secure these twelve new units as rental in perpetuity. As part of the current development application approval, 'The Old Sailors Home', which is listed in the 'B' evaluation category on the Vancouver Heritage register, is to be protected as a designated heritage property which is consistent with The Heritage Policies and Guidelines which state that the City's long-term goal is to protect through voluntary designation as many resources on the Vancouver Heritage Register as possible

The current facility in 'The Old Sailors Home' ('Imouto House') and the proposed twelve new housing units will provide eighteen single room accommodation units, six rent controlled rental dwelling units, and six additional market rental units, for a total of thirty secured rental residential units, which is consistent with the City's Housing and Homeless Strategy 2012-2021 by providing for an increase in affordable and non-market housing in a neighbourhood with a sizeable homeless population, and for providing housing for an at-risk population, in this case young women who are homeless or at risk of homelessness.

Site and Context

The site which is the subject of the proposed designation is located in the Downtown Eastside neighbourhood in Sub-area 4 (Alexander/Powell) of the Downtown-Eastside/Oppenheimer District (DEOD) Official Development Plan (see Figure 1 below) on the south-east corner of the intersection of Alexander Street and Jackson Avenue. The Official Development Plan (ODP) permits a variety of commercial, residential, and light industrial uses. The Lands were originally comprised of two 25 foot wide parcels (500 and 502 Alexander Street) which were recently consolidated. The current site is fifty feet wide and 6,100 square feet in area. A twenty foot wide lane exists at the rear of the site.

Figure 1 - 'The Old Sailors Home' site and the surrounding zoning



Heritage Value

The 'Old Sailors Home' is a two storey brick building constructed in 1912 (see Appendix 'A', the plans on page 1 of Appendix 'C', and the photographs in Appendix 'B'). It was designed by William Tuff Whiteway, a notable Vancouver architect who also designed the 'Sun Tower' at 100 West Pender Street in the same year and the original 'Woodwards' building at 111 West Hastings Street. 'The Old Sailors Home' is also valued for its association with the early industrial development of the waterfront, and for its association with the British Sailors Society which operated a convalescent home for maritime workers in the building until the late 1940s. It is also noted for its association with Captain Al Hubbard who had a significant influence on the counter culture movement of the 1960s.

Development Permit Application

The current development permit application (DE414592) proposes the demolition of the 'JB Henderson House', listed in the 'C' evaluation category on the Vancouver Heritage Register, which is situated on the site at the civic address 502 Alexander Street, and the construction in its place of two new buildings comprised of pre-fabricated rental dwelling units (twelve in total) without off-street parking. The proposed new buildings are to be put to use in association with the 'Imouto House' facility (see the drawings in Appendix 'C' and the Heritage Protection and Providing Housing for the Homeless section). Under applicable zoning, however, the use and density proposed under that development permit application are permitted only conditionally and six off-street parking spaces are required. Therefore, the issuance of the development permit sought is discretionary to the Director of Planning or the Development Permit Board in respect of use and density and the absence of off-street parking

as proposed. On January 23rd, 2012, the Development Permit Board approved the development permit application conditional upon the owner accepting the designation of and Council designating 'The Old Sailors Home' as a protected heritage property. Section 595 of the *Vancouver Charter* requires that Council must compensate an owner of property being designated as a protected heritage property for any reduction in the market value of the property which will result from the designation (see the Council Authority section). The owner agrees that the issuance of the development permit sought, including approval of the demolition of the JB Henderson House, the proposed conditional use and density, and the requested parking variance, will provide full compensation to the owner for the designation of the Old Sailors Home as a protected heritage property. The Director of Real Estate Services has concluded that project as proposed, including the parking variance, would not generate undue profit and that a proforma analysis is unnecessary.

No communications of any concerns regarding the protection of 'The Old Sailors Home' were received as a result of the neighbourhood notification conducted for the development permit application or expressed by speakers at the Development Permit Board meeting regarding the application.

Compatibility with Existing Zoning and Land Use Regulations

The intent of Sub-area 4 of the DEOD Official Development Plan is that the sub-area is to be:

"... a medium density, mixed industrial-residential area, appropriate for small scale light industrial uses and residential uses. New industry, and expansion of existing industry, should be compatible with nearby and adjacent residential uses."

'The Old Sailors Home' is a two storey, brick building which complies with the permitted density for the area and which provides needed housing for the homeless. The building contributes to the mixed-use, small scale character of the area. Staff conclude the retention of the building is consistent with the intent of the zoning and therefore is supportable.

Condition of the Heritage Building and Conservation Approach

'The Old Sailors' home was recently renovated by the current owner and is in excellent condition. The rehabilitation is consistent with good conservation practice and with the federally adopted *Standards and Guidelines for the Conservation of Historic Places in Canada*. Staff have concluded that no further rehabilitation work is required and that the proposed designation of the building is supported with the rehabilitation work which has been completed.

Comments from the Vancouver Heritage Commission

On November 14th, 2011, the Vancouver Heritage Commission reviewed the project and unanimously supported the application (see Resolutions of the Vancouver Heritage Commission in Appendix 'E').

Financial Implications

The approval of the report recommendations will have no financial implications with respect to the City's operating expenditures, fees, or staffing.

Environmental

The City's "Green Buildings Policy For Rezonings" does not apply to the application as a Heritage Revitalization Agreement or Rezoning is not required. However, the rehabilitation of 'The Old Sailors Home', and the new development proposed for the site, will meet the provisions of the current Vancouver Building By-law with respect to environmental performance.

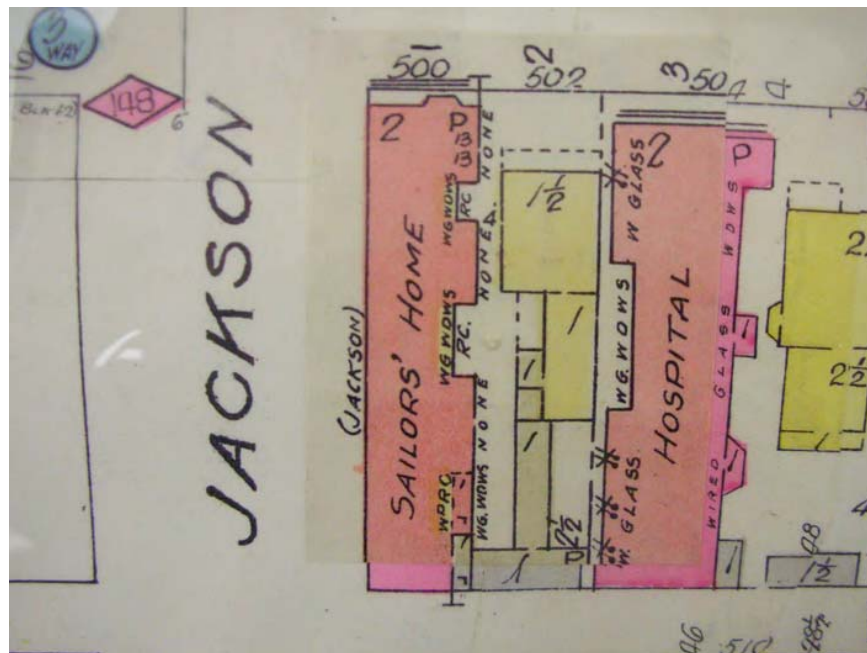
Legal

Section 595 of the *Vancouver Charter* requires that Council compensate an owner for any reduction in the market value caused by a heritage designation. The owner is to be compensated for the proposed designation in this case in being allowed to demolish the JB Henderson House and by way of certain relaxations to applicable zoning requirements as discussed herein so as to permit the development of the Lands under development permit application No. DE414592, and, again, the owner has signed an agreement which is to be registered on title to the Lands by which the owner acknowledges and accepts that it will be compensated for the designation and waives any right to any further compensation.

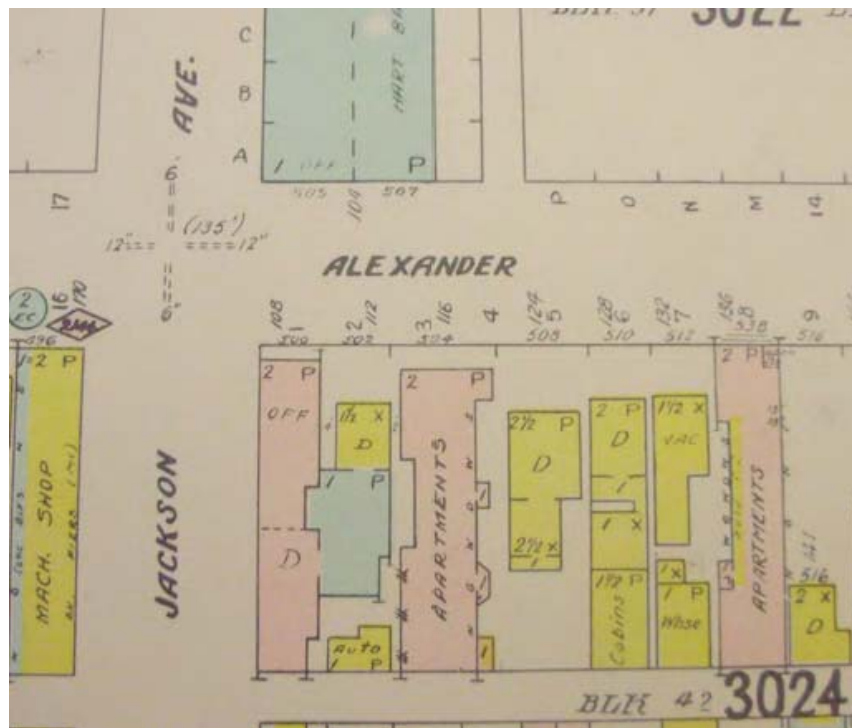
CONCLUSION

The heritage designation of 'The Old Sailors Home' at 500 Alexander Street, which will ensure that the heritage building is protected from exterior alterations which affect its heritage value and from demolition, is consistent with the Heritage Policies and Guidelines. The 'Imouto House' facility and the proposed new rental dwelling units are consistent with the City's Housing and Homeless Strategy 2012-2021 by providing for an increase in affordable and non-market housing in a neighbourhood with a sizeable homeless population, and for providing housing for an at-risk population, in this case young women who are homeless or at risk of homelessness. The owner has agreed to the designation of the heritage building and to waive demands for future compensation. Therefore, it is recommended that Council approve the heritage designation of 'The Old Sailors Home'.

* * * * *



Fire Insurance Map 1 - circa 1920: 'The Old Sailors Home' is located on the corner. 'The JB Henderson House' is located beside it to the right. The site and its neighbours have changed little since these buildings were constructed.



Fire Insurance Map 2 - circa 1956



Photo 1: 'The Old Sailors Home' circa 1924



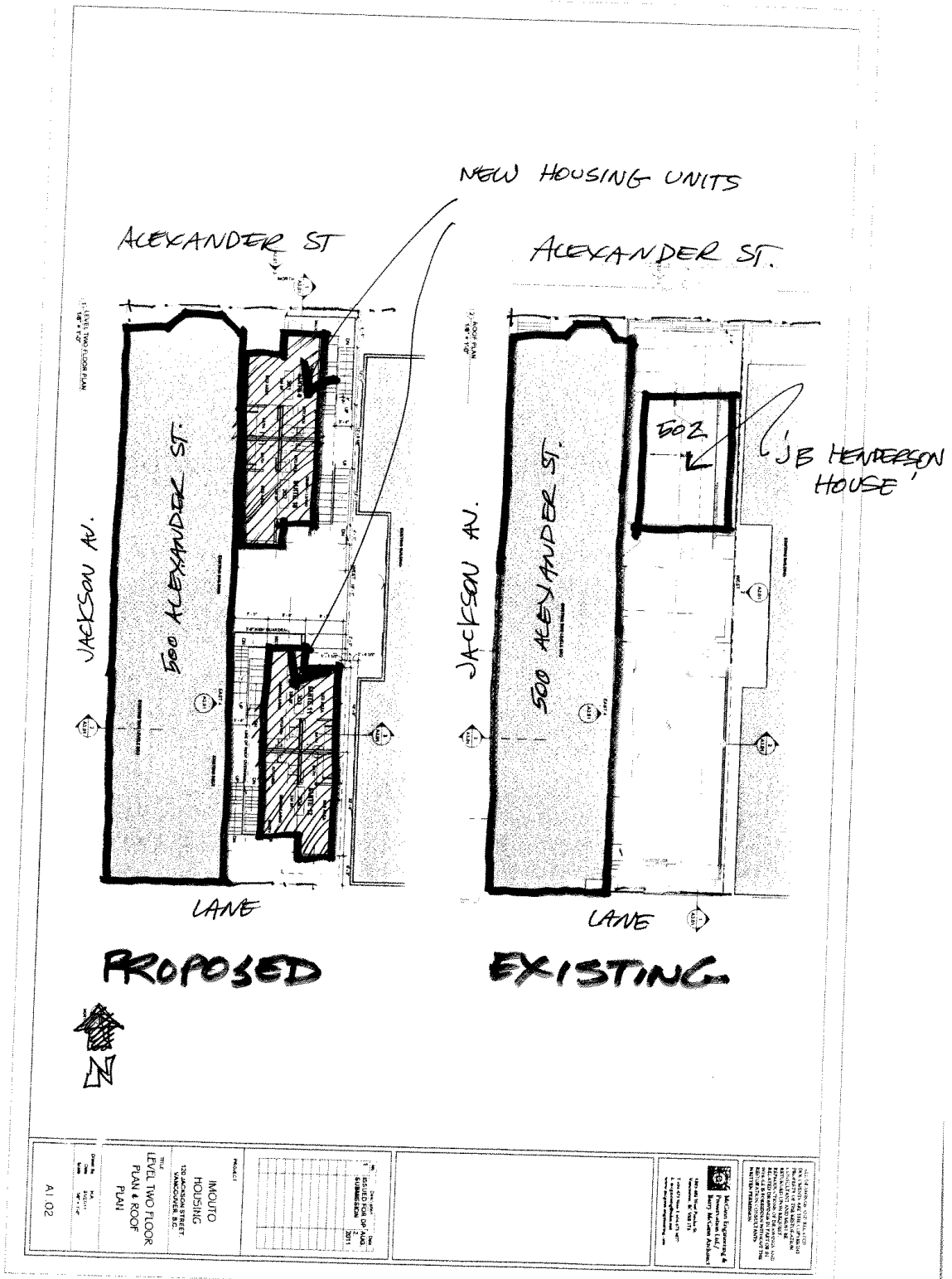
Photo 2: 'The Old Sailors Home' circa 1972. By this time the building was in disrepair. 'The JB Henderson House' is visible to the left (east) of the building.



Photo: 3: 'The Old Sailors Home' circa 1940. Note the 'British Sailors Society' mural



Photo 4: 'The Old Sailors Home' today (rehabilitated). Faint remnants of the mural visible in the photograph above still exist.



PROPOSED

EXISTING

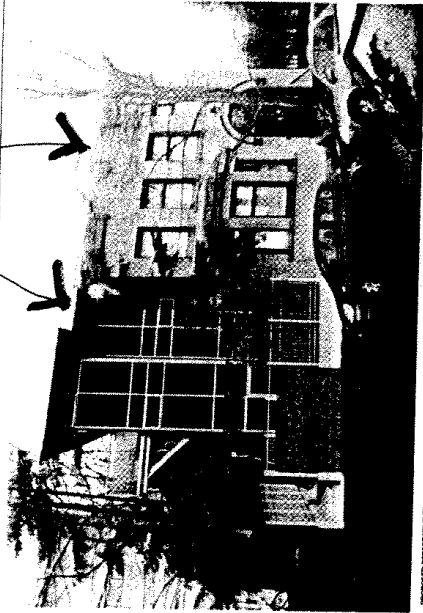


<p>DATE: 2011.02.01 DRAWN: [Name] SCALE: 1/4" = 1'-0"</p>	<p>PROJECT: IN/OUTO HOUSING 100 JACKSON STREET VANCOUVER, B.C.</p>	<p>TITLE: LEVEL TWO FLOOR PLAN & ROOF PLAN</p>	<p>NO. 1 DATE: 2011.02.01 BY: [Name]</p>	<p>Professional Engineer Municipal Engineering & Planning 1000 West 10th Avenue Vancouver, B.C. V6H 3T7 Tel: 604-681-3131 Fax: 604-681-3132 www.vancouver.ca</p>
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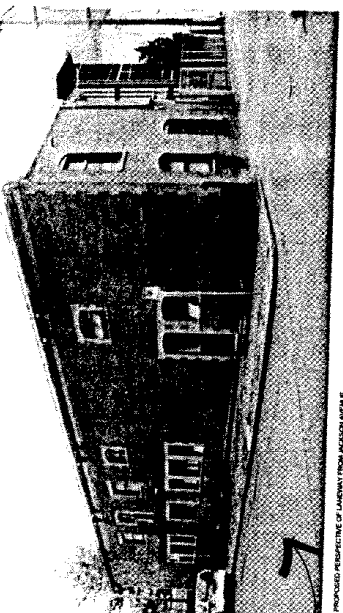
NEW BUILDING
'OLD SAILORS HOME'

JB HENDERSON HOUSE

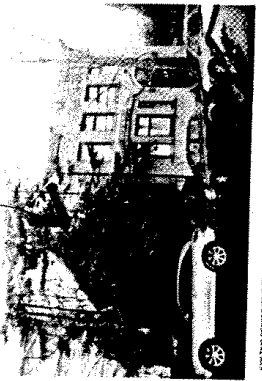
<p>THE ARCHITECTS 1000 15th Street, N.W. Washington, D.C. 20004 Phone: (202) 462-1000 Fax: (202) 462-1001 Website: www.hok.com</p>		<p>PROJECT INDOOR HOUSING 1000 15th Street, N.W. WASHINGTON, D.C.</p>	
<p>DATE: 01/11/11 DRAWN BY: [Name] CHECKED BY: [Name] APPROVED BY: [Name]</p>		<p>EXISTING PHOTOS & PROPOSED RENDERING</p>	
<p>SCALE: 1/8" = 1'-0"</p>		<p>AS 01</p>	



PROPOSED PERSPECTIVE FROM ALEXANDER STREET
VIEW FROM ALEXANDER ST.

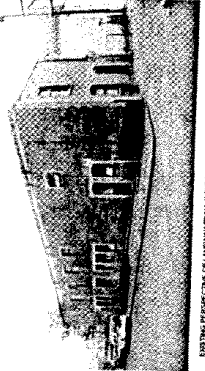


PROPOSED PERSPECTIVE OF LANDWAY FROM JACKSON AVENUE



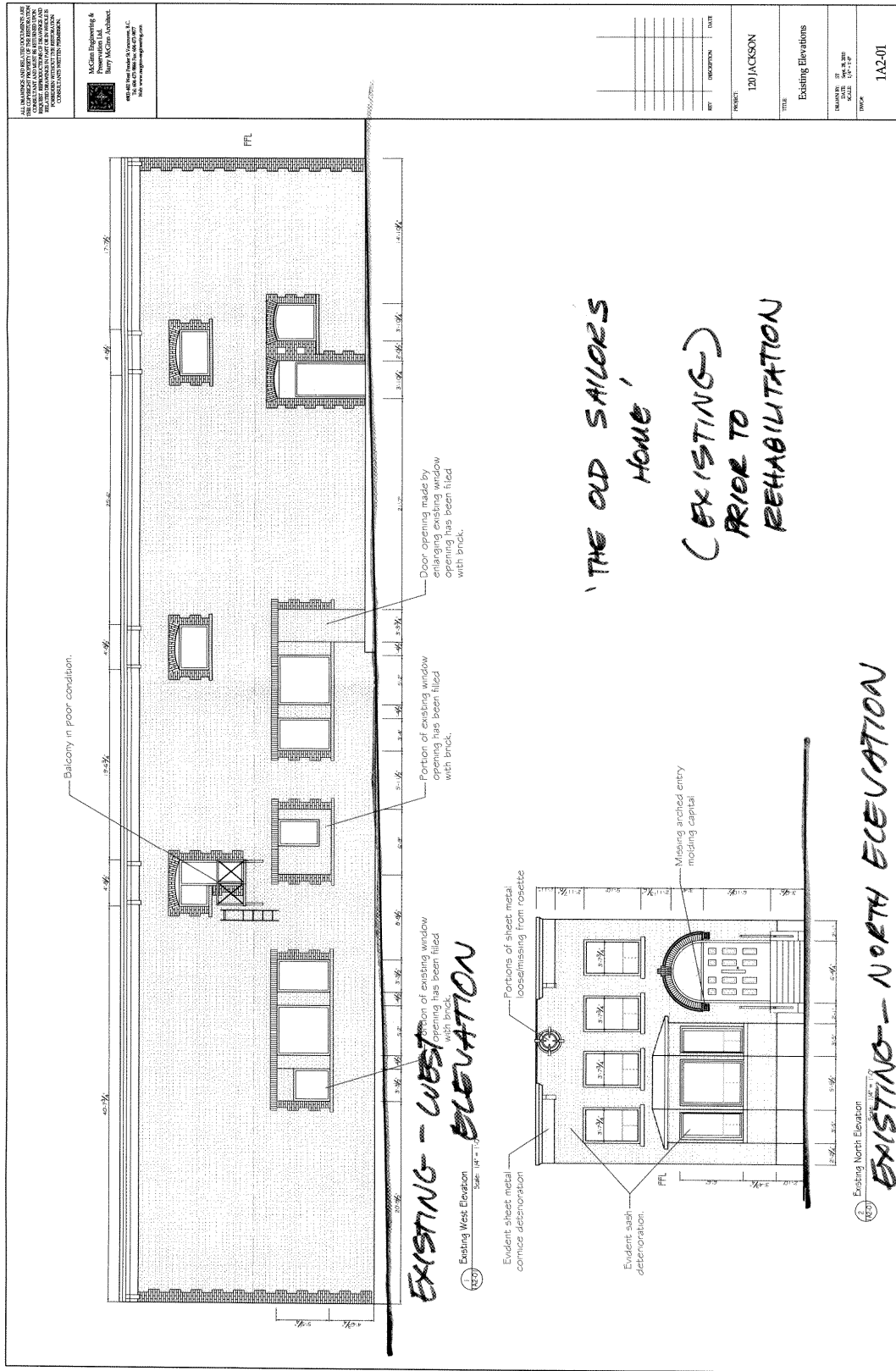
EXISTING PERSPECTIVE FROM ALEXANDER STREET

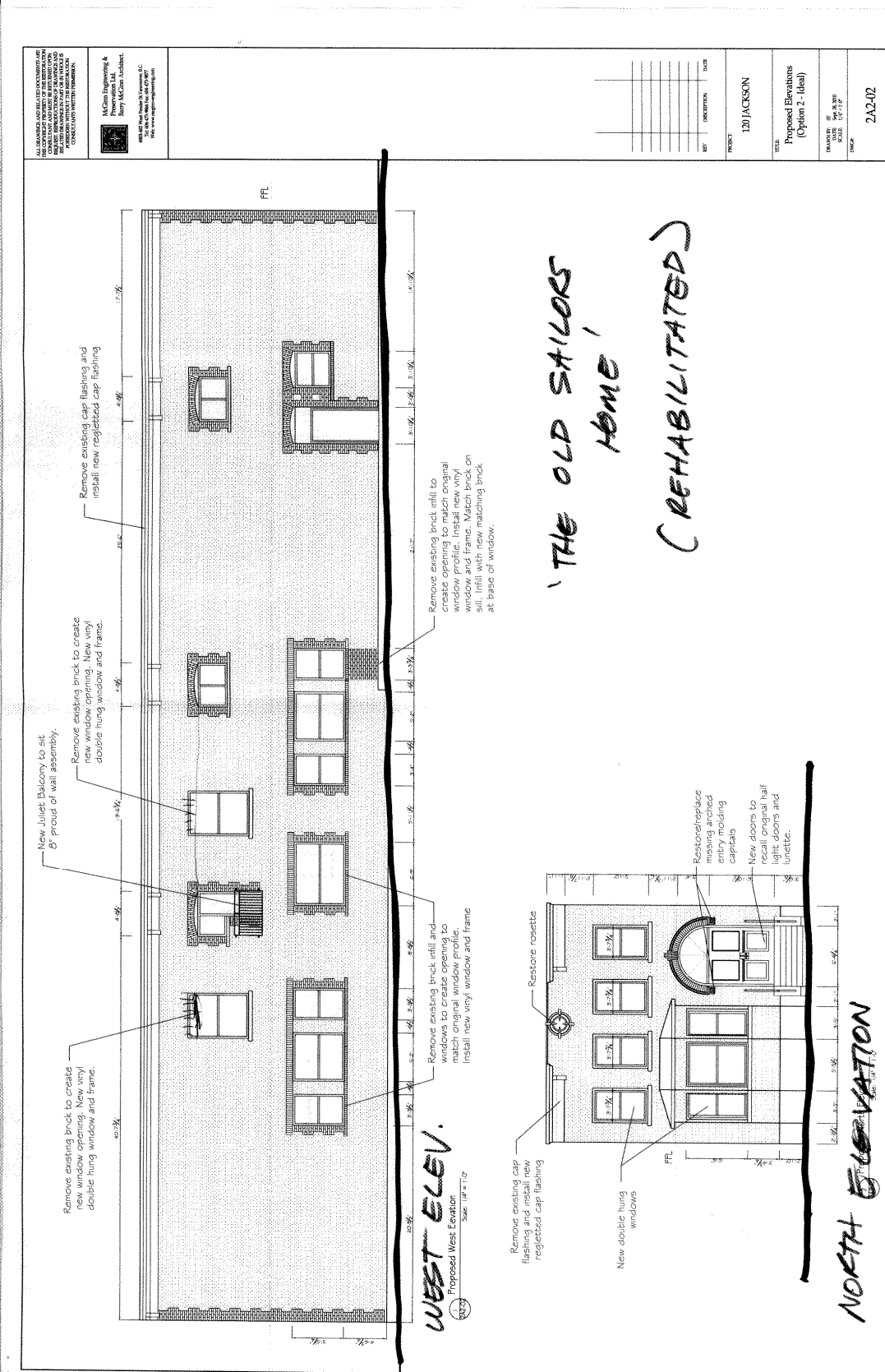
EXISTING



EXISTING PERSPECTIVE OF LANDWAY FROM JACKSON AVENUE

VIEWS FROM JACKSON





'THE OLD SAILORS HOME'
(REHABILITATED)

WEST ELEV.
Proposed West Elevation
Scale: 1/8" = 1'-0"

NORTH ELEVATION

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REV.	DESCRIPTION	DATE

PROJECT	120 JACKSON
TITLE	Proposed Elevations (Option 2 - Ideal)
DATE	05/18/2011
SCALE	1/8" = 1'-0"
DRAWN BY	
CHECKED BY	
DATE	
	2A2-02

Resolutions of the Vancouver Heritage Commission and Staff Comments

On December 12th, 2011, the Vancouver Heritage Commission reviewed the application (Development Permit Number DE414592), including the proposed demolition of 'The JB Henderson House', and resolved the following:

THAT the Vancouver Heritage Commission requests that the Applicants review the two Statements of Significance for 502 Alexander Street, The JB Henderson House and 500 Alexander Street (120 Jackson Avenue), the Old Sailors Home, to meet Provincial Standards for better presentation of the content.

CARRIED UNANIMOUSLY

THAT the Vancouver Heritage Commission supports and commends the retention and successful renovation at 500 Alexander Street (120 Jackson Avenue), the Old Sailors Home, as presented at the December 12, 2011, meeting.

CARRIED UNANIMOUSLY

THAT the Vancouver Heritage Commission does not support the demolition of 502 Alexander Street, the JB Henderson House, as presented at the December 12, 2011, meeting.

CARRIED UNANIMOUSLY

THAT the Vancouver Heritage Commission encourages retention of the house at 502 Alexander Street, 'The JB Henderson House', including the option of relocation to another site.

CARRIED UNANIMOUSLY

Staff Comments:

The Statement of Significance for 'The Old Sailors Home' and 'The JB Henderson House' will be revised to better meet Provincial standards. The retention of the house is very important. However heritage conservation is not always possible. Staff conclude a balanced approach is necessary and support the proposed development as it seeks to provide a social and a housing benefit, and because retention of the house is not viable to the owner for this development, which otherwise complies with the provisions of the zoning. In the interest of heritage conservation, a condition of the development permit approval requires that the applicant submit a report that demonstrates, to the satisfaction of the Director of Planning, efforts to retain, relocate, re-use, salvage or deconstruct the house.