



# **Heritage Action Plan: Progress Update & Recommendations for First Shaughnessy District**

Presentation to City Council

June 9, 2015

Planning & Development Services



# Presentation Outline

## 1. Background

## 2. Report #1 – Heritage Action Plan Update

- Character Home Zoning Review
- Sustainability Initiatives & Grant Recommendation
- Upcoming Activities

## 3. Report #2 – First Shaughnessy District Review

- Purpose of Review
- Public Engagement & Consultation Activities
- Summary of Recommendations



# Heritage Action Plan - Background

**Dec 2013**

**Council approves the Heritage Action Plan (HAP)**

**June 2014**

**Interim procedures adopted to protect pre-1940 character homes:**

- 1-yr temporary protection of First Shaughnessy District  
*(set to expire June 24, 2015)*
- Character checklist
- Proforma review exemption
- Construction & demolition waste diversion strategy

**Sept 2014**

**Consultant Team begins work:**

*Donald Luxton & Associates (principal) with:*

*CitySpaces; Coriolis Consulting Corp.; Young Anderson Barristers & Solicitors; GHL Consultants Ltd.; Dunster & Associates Environmental Consultants Ltd.; Dr. Angela Piccini; Dr. Harold Kalman*

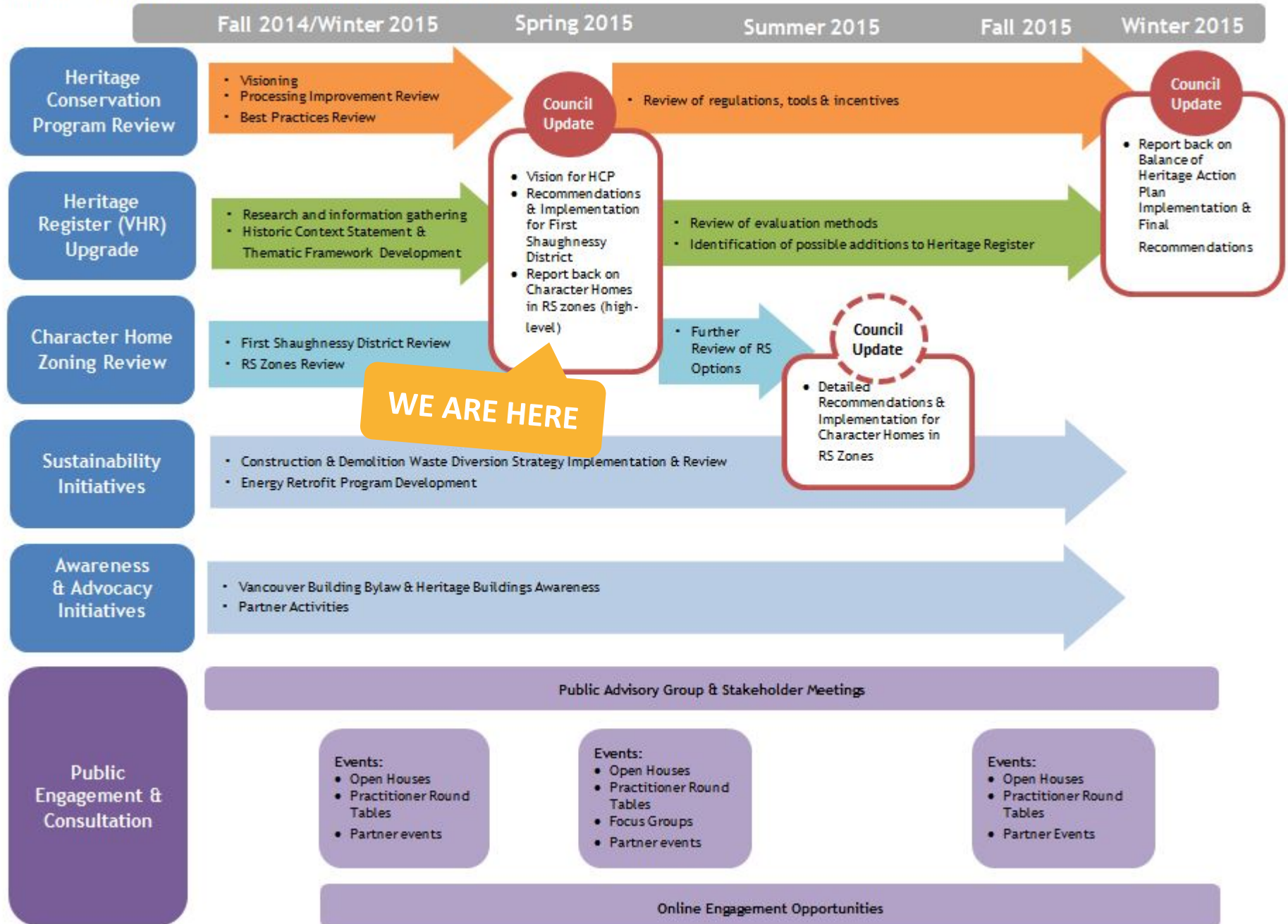
# Heritage Action Plan - Background

## HAP Key Areas of Work:

- Heritage Conservation Program Review
- Heritage Register Upgrade
- Character Home Zoning Review
  - First Shaughnessy
  - Character Homes in RS Zones
- Sustainability Initiatives
- Awareness & Advocacy Initiatives



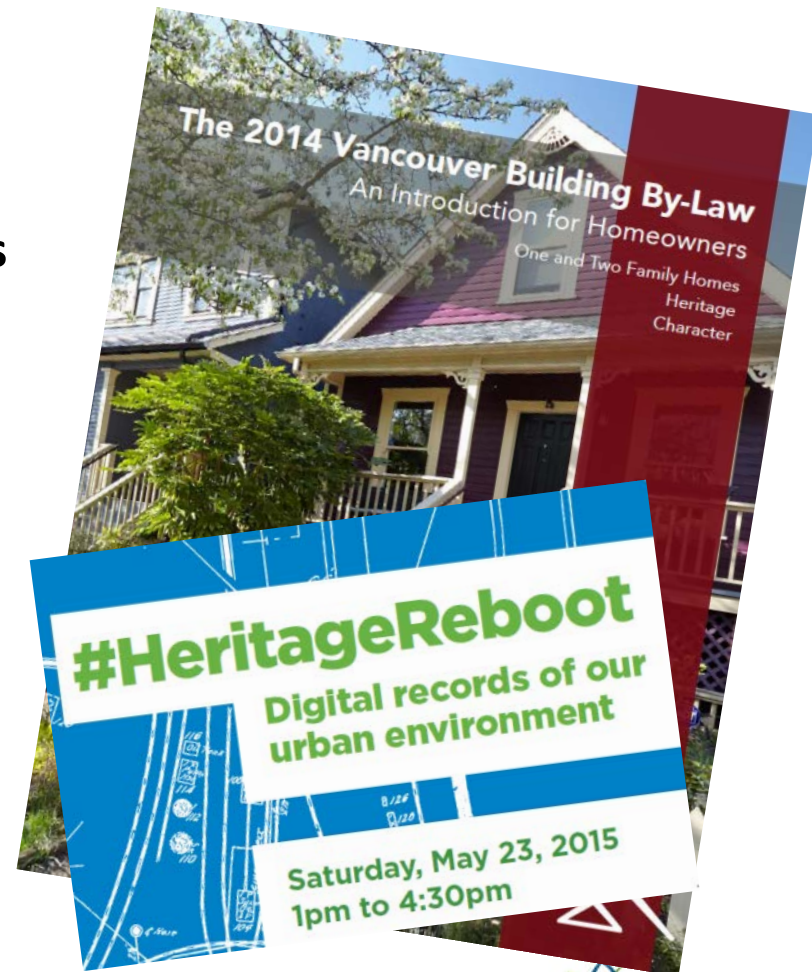
# Heritage Action Plan - Work Program & Public Engagement Summary



# Heritage Action Plan - Background

## Activities to Date:

- **HAP Public Advisory Committee**
- **Best Practice Review** (Canada & International)
- **Draft Vision, Goals & Strategic Directions**
- **Character Home Review:**
  - First Shaughnessy District
  - Single Family Zones(RS3/3A, RS5)
  - Deconstruction & Waste Diversion Strategy Implementation
- **TalkVancouver Survey** (~1200 respondents)
- **Partner Activities:**
  - Homeowner Guide to VBBL (Heritage Foundation)
  - Lectures and walking tours
  - #HeritageReboot Event – Public Launch of Digital Records of our Urban Environment



# Character Home Zoning Review

## Discretionary Single Family Zones (RS-5, RS-3/3A):

- **Character Merit Assessment – Interim Procedure**
  - 326 character merit reviews conducted
    - 252 (77%) have Character Merit, and can access discretionary benefits in current zoning
- **Impact on Applications**
  - Of the 252 Character Merit homes, 60 were subject of permit applications:
    - 4 involved the retention of the Character Home
    - 56 were to demolish the Character Home (foregoing discretionary benefits in zoning)
- **Next Steps**
  - Consultant to review options to encourage character home retention
  - Public consultation on options
  - Report back to Council



# Sustainability Initiatives

## Construction & Demolition Waste Diversion Strategy :

- **Completed Demolition Projects** (Sept 2014 – May 2015)
  - 80% of projects were subject to 75% requirement (pre-1940 homes)
  - 20% of projects were subject to 90% requirement (pre-1940 Character Homes)
- **Compliance Results** (Sept 2014 – May 2015)
  - 91% of projects met their recycling requirement
  - Over 2,700 tonnes of wood recycled in first 9 months of program
  - 9% of projects were non-compliant
- **Next Steps**
  - Continue to track metrics and assess results of Green Demolition By-law
  - Engage the industry to improve outcomes and use of deconstruction techniques (rather than mechanized demolition and off-site sorting)
  - Identify barriers and opportunities for reuse of recycled wood waste





# Sustainability Initiatives

## Pilot Energy Retrofit Incentive Program for Heritage & Character Homes:

- **Proposed New Program – Partnership with Vancouver Heritage Foundation**
  - Focus on carbon reduction as well as energy efficiency
  - Augment existing Home Energy Rebate Offer program rebates
  - Encourage measures sensitive to heritage/character elements
- **Next Steps**
  - Pending Approval of Recommendation B:
    - Grant of \$73,250 to Vancouver Heritage Foundation for Pilot Program
    - Program launch mid-2015 for 6 months
    - Target of 20 grants



# Upcoming Activities - Heritage Action Plan

## Character Home Review – Single Family Zones

- Technical analysis and development of options
- Public consultation (Fall 2015)

## Vancouver Heritage Register Upgrade

- Open call for nominations (till September 14)
- Peer review of Historic Context & Statement of Significance
- First Nations consultation

## Heritage Conservation Program Review

- Review of regulations, tools and incentives
- Focus groups and practitioner round tables

## Sustainability Initiatives

- Implementation of Character Home Energy Retrofit Incentive pilot program (pending Council approval)



Ward 6

Ward 6

SEE PLATE 36

THIRTEENTH

FOURTEENTH

FIFTIETH

36

AVE WEST

AVE WEST

AVE WEST

MANOULE AVE

MORAR AVE

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CITY OF VANCOUVER

Shaughnessy Heights

Paint Grey

# Heritage Action Plan: Recommendations for First Shaughnessy District

Ward 3

SEE PLATE 33

Ward 1

City of Vancouver logo and text: "City of Vancouver 1886-1986"

# First Shaughnessy - Overview

## Purpose of Review:

To strengthen First Shaughnessy's zoning and guidelines to better achieve the area's long-standing goals for the conservation and preservation of heritage and character homes.



**FIRST SHAUGHNESSY**  
**OFFICIAL DEVELOPMENT PLAN**  
(Adopted by By-law No. 5546, May 11, 1982)

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City of Vancouver  
Official Development Plans By-laws

1

FSD  
December 1998

# First Shaughnessy - Overview

## Community Concerns Leading to this Review:

- Increasing loss of heritage homes
- Confusion about meaning of current Heritage Inventory
- New buildings out of scale with neighbourhood character
- Loss of landscape features and mature trees with development



# First Shaughnessy - Overview

## Public Engagement & Consultation Activities:

- Public Advisory Committee
- 2 post-card direct mail notifications to property owners
- 5 Open Houses/Info Sessions
- 1 Public Learning Session
- 2 Design Practitioner Workshops
- 2 Questionnaires
- Meetings with stakeholder & advisory groups
- Concurrent partner events



# Recommendations for First Shaughnessy

## Summary of Recommendations:

### 1. CREATE A HERITAGE CONSERVATION AREA

- Adopt a Heritage Conservation Area Official Development Plan

### 2. UPDATE ZONING

- Adopt a First Shaughnessy District Schedule

### 3. IMPLEMENT CLEAR PROCEDURES

- Adopt By-laws to Enhance Conservation and Clarify Processes

### 4. UPDATE EXISTING BY-LAWS

- Make Minor Amendments to Existing By-laws

# Recommendations for First Shaughnessy

## Heritage Conservation Area Official Development Plan:

- New regulatory structure with City-wide applicability
- First Shaughnessy would be scheduled as first HCA in Vancouver



### ***First Shaughnessy Heritage Conservation Area – ODP Appendices Include:***

- Historic Context Statement & Statement of Significance
- Design Guidelines - based on existing with updates to improve readability and clarity, and to ensure greater compatibility of development with heritage character
- List of Protected Heritage Property (researched and updated)
- Policy on rezonings for affordable, rental and special needs housing (per Vancouver Charter)

**1. ADOPT  
HCA**

2. UPDATE  
ZONING

3. IMPLEMENT  
CLEAR PROCEDURES

4. UPDATE  
EXISTING BY-LAWS



# Recommendations for First Shaughnessy

## Benefits of a Heritage Conservation Area:

- Clarifies properties that must be retained
- Stops further demolition of pre-1940 homes and continued erosion of area's character
- Reduces processing time for enquiries
- Provides new tools for efficient and effective heritage application processing by staff



1. **ADOPT**  
HCA

2. UPDATE  
ZONING

3. IMPLEMENT  
CLEAR PROCEDURES

4. UPDATE  
EXISTING BY-LAWS

# Recommendations for First Shaughnessy

## First Shaughnessy Zoning Changes:

- **New Schedule to the Zoning & Development By-law**
- **FSODP and current design guidelines would be repealed upon adoption of HCA and new zoning**
- **New District Schedule based on current First Shaughnessy Official Development Plan (FSODP) and updated to improve:**
  - readability and clarity of requirements
  - compatibility of development with heritage character
  - new and improved benefits for pre-1940 homes

1. ADOPT  
HCA

2. **UPDATE  
ZONING**

3. IMPLEMENT  
CLEAR PROCEDURES

4. UPDATE  
EXISTING BY-LAWS

# Recommendations for First Shaughnessy

## Summary of Key Zoning Changes

Regulation	Existing Provision	Proposed Change	Benefits
<b>Density</b>	<p><b>For pre-1940 homes:</b></p> <ul style="list-style-type: none"> <li>• 0.45 FSR</li> <li>• Basement included</li> </ul> <p><b>For new/existing buildings:</b></p> <ul style="list-style-type: none"> <li>• 0.45 FSR, with an above grade limit of 0.25 FSR + 1496 ft.</li> <li>• Basement included</li> </ul>	<p><b>For pre-1940 homes:</b></p> <ul style="list-style-type: none"> <li>• 0.45 FSR</li> <li>• Basement excluded</li> </ul> <p><b>For new/existing buildings:</b></p> <ul style="list-style-type: none"> <li>• Above grade 0.25 FSR + 1496 ft., basement excluded (unless used for parking)</li> <li>• To a maximum floor area of 9,800s.f. (above grade)</li> </ul>	<p>Floor area remains constant for pre-1940 homes, with focus for new/existing buildings on managing above grade floor area.</p>
<b>Height</b>	<p><b>35 ft. and 2 ½ storeys</b></p>	<p><b>35 ft. and 2 to 2 ½ storeys, relaxable to 45 ft. based on:</b></p> <ul style="list-style-type: none"> <li>• Minimum 12:12 roof slope</li> <li>• Gable or hip roof forms</li> <li>• Neighbour impacts</li> </ul>	<p>Ensures greater compatibility to historic character and scale. Allows partial 3<sup>rd</sup> floor living space.</p>
<b>Setbacks &amp; Yards</b>	<p><b>Fixed amount, regardless of site size</b></p>	<p><b>Variable, proportionate to site size</b></p>	<p>Ensures greater compatibility to varied site sizes, and better fit with historic character and scale.</p>

# Recommendations for First Shaughnessy

## Benefits of Zoning Changes for pre-1940 homes:

- More sites eligible for Infill and Multiple Conversion Dwelling (MCD)
- New Coach House use for smaller properties
- Increase in allowable floor area (basements excluded from FSR)
- Greater flexibility through relaxations

## Leveling the playing field for pre- and post-1940 homes:

- New buildings will have to meet new regulations for yards, setbacks, building depth and building footprint
- Introduction of maximum floor area for new developments (9,800 s.f.)
- Reduction of floor area exclusions (i.e. parking, open to below spaces)
- Required retention of mature trees and landscaping



1. ADOPT HCA
2. **UPDATE ZONING**
3. IMPLEMENT CLEAR PROCEDURES
4. UPDATE EXISTING BY-LAWS

# Comparison of Current & Proposed Zoning Changes

FSD Sites		Small	Medium	Large
		=<15,000 s.f.	>15,000 to <18,000 s.f.	=>18,000 – 89,000 s.f.
<b>TOTAL</b>	<b>100%</b>	<b>45%</b>	<b>15%</b>	<b>40%</b>
<b>Pre-1940</b>	<b>54%</b>	<b>23%</b>	<b>8%</b>	<b>23%</b>
<b>Post-1940</b>	<b>46%</b>	<b>21%</b>	<b>7%</b>	<b>17%</b>

## Pre-1940 Home Renovation (site area 9,800 sf)

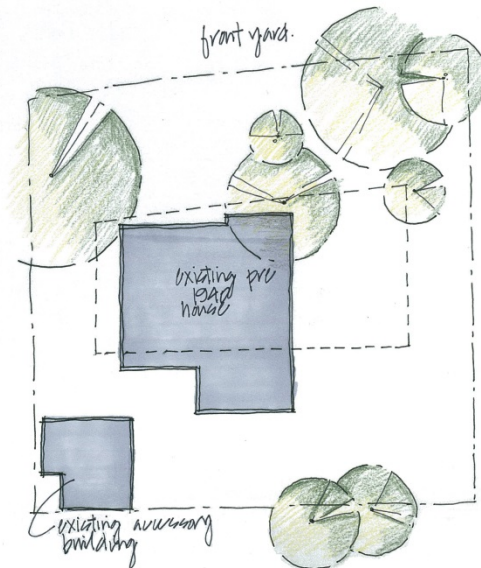
### Current Zoning

Potential Use

One Family Dwelling

Gross Floor Area (including basements)

5,040 sf



### Proposed Zoning

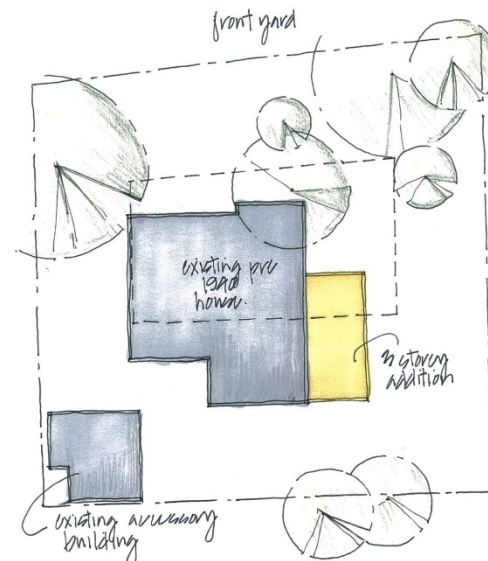
One Family Dwelling

Secondary Suite

Coach House

6,600 sf

(includes 685 sf coach house)



# POST-1940 + Small Lot (= < 15,000 sf)

- 21% of all FSD lots
- 39% of all post-1940 lots

## New Building (site area 9,800 sf)

### Current Zoning

Potential Use

One Family Dwelling

5,900 sf

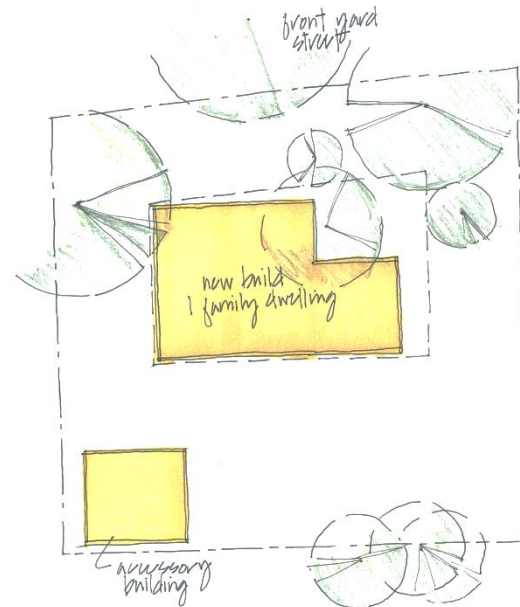
Gross Floor Area (including basements)



### Proposed Zoning

One Family Dwelling  
Secondary Suite

5,500 sf



# PRE-1940 + Medium Lot (>15,000-<18,000 sf)

- 8% of all FSD lots
- 15% of all pre-1940 lots

## Pre-1940 Home Renovation (site area 17,900 sf)

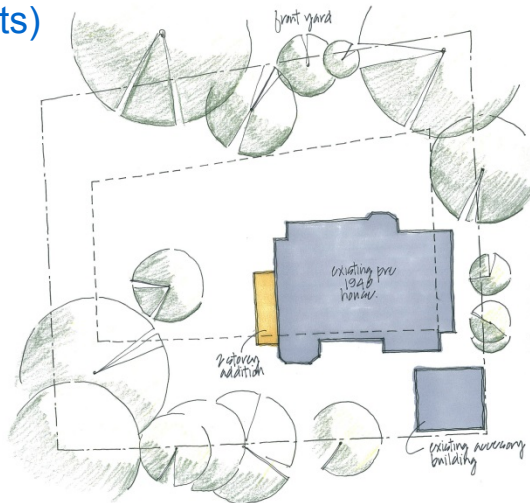
### Current Zoning

Potential Use

One Family Dwelling

Gross Floor Area (including basements)

8,030 sf



### Proposed Zoning

One Family Dwelling

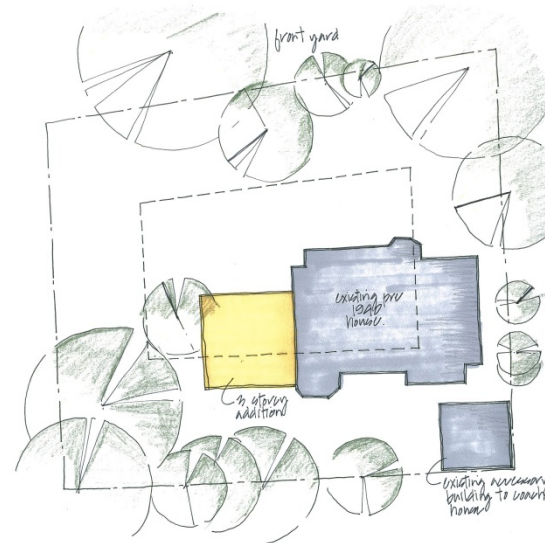
Secondary Suite

Coach House

Multiple Conversion Dwelling

11,930 sf

(includes 685 sf coach house)





# POST-1940 + Medium Lot (>15,000-<18,000 sf)

- 7% of all FSD lots
- 13% of all post-1940 lots

## New Building (site area 17,900 sf)

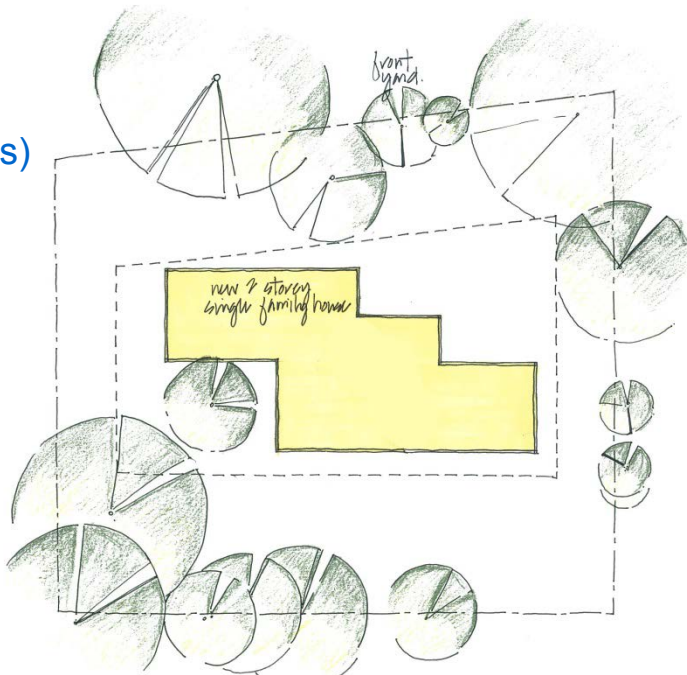
### Current Zoning

Potential Use

One Family Dwelling

8,900 sf

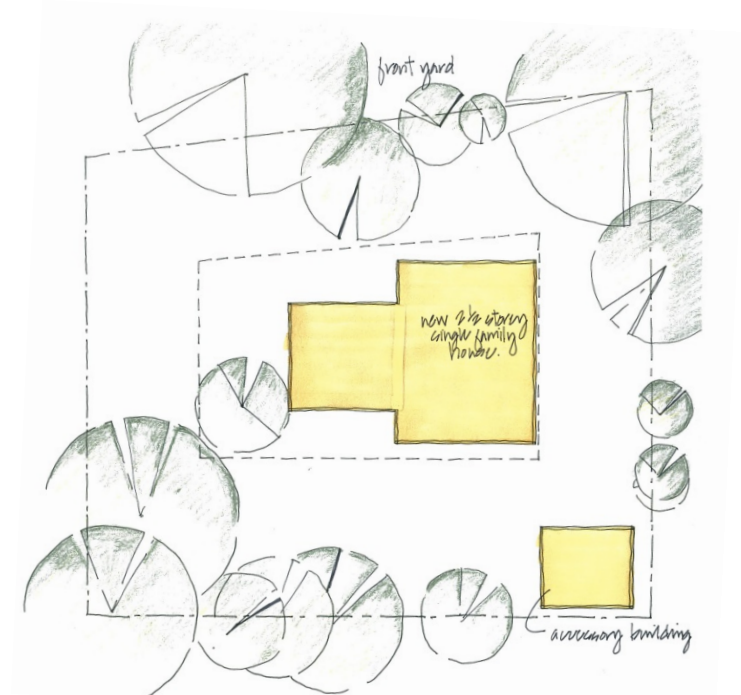
Gross Floor Area (including basements)



### Proposed Zoning

One Family Dwelling  
Secondary Suite

8,340 sf



# PRE-1940 + Large Lot (=>18,000 sf)

- 23% of all FSD lots
- 42% of all pre-1940 lots

## Pre-1940 Home Renovation (site area 50,900 sf)

### Current Zoning

Potential Use

One Family Dwelling  
Multiple Conversation Dwelling  
Infill

Gross Floor Area  
(including basements)

1 FD 21,250 sf or  
MCD 12,250 sf  
+ infill 9,130 sf

### Proposed Zoning

One Family Dwelling  
Secondary Suite  
Multiple Conversation Dwelling  
Infill

1 FD or MCD 18,400 sf  
+ infill 4,500 sf



# POST-1940 + Large Lot (=>18,000sf)

- 17% of all FSD lots
- 31% of all post-1940 lots

## New Building (site area 50,900 sf)

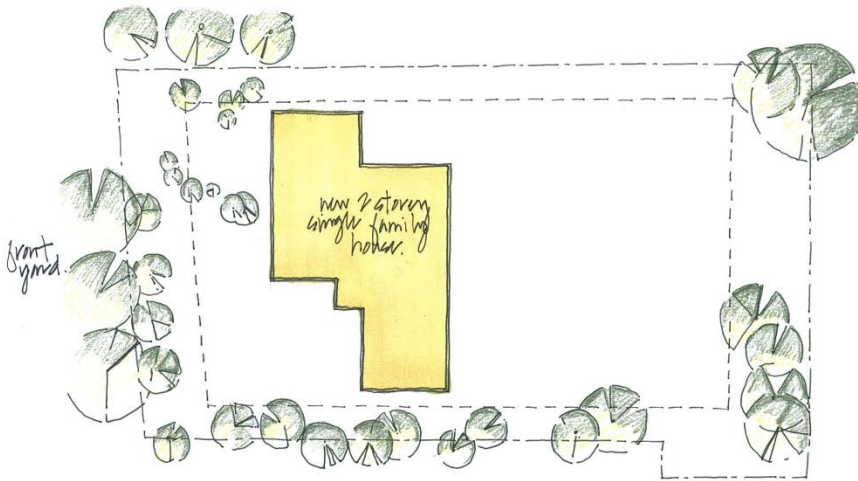
### Current Zoning

Potential Use

One Family Dwelling

Gross Floor Area  
(including basements)

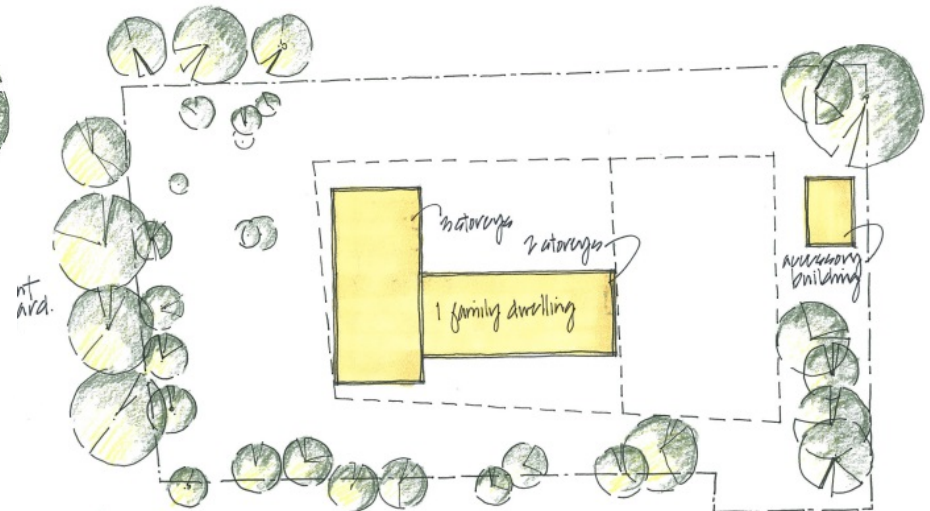
21,315 sf



### Proposed Zoning

One Family Dwelling  
Secondary Suite

13,720sf



# Recommendations for First Shaughnessy

## By-laws to Enhance Conservation and Clarify Processes:

- **Heritage Property Standards of Maintenance By-law** (First Shaughnessy)
  - Prevent demolition through neglect
  - Outline minimum requirements for maintenance (i.e. in good repair, watertight, structurally sound etc.)
  - Outline procedures for vacant properties under redevelopment/construction etc.
  
- **Heritage Procedures By-law** (City-wide)
  - Outline procedures for Heritage Alteration Permits
  - Outline procedures for reconsideration by Council
  - Enable faster response to heritage concerns
  - Delegate Vancouver Charter authorities for heritage protection and inspections to Director of Planning and Chief Building Official

1. ADOPT  
HCA

2. UPDATE  
ZONING

3. IMPLEMENT  
CLEAR PROCEDURES

4. UPDATE  
EXISTING BY-LAWS

# Recommendations for First Shaughnessy

## Minor Amendments to Existing By-laws:

- **Parking By-law**
  - Update with reference new District Schedule
  - Extend current relaxations for heritage sites to protected heritage property in an HCA
  
- **Heritage By-law**
  - Add references to protected heritage property in an HCA

1. ADOPT HCA      2. UPDATE ZONING      3. IMPLEMENT CLEAR PROCEDURES      **4. UPDATE EXISTING BY-LAWS**

# Conclusion

## Summary of Recommendations:

- 1. CREATE A HERITAGE CONSERVATION AREA**
  - Adopt a Heritage Conservation Area Official Development Plan
- 2. UPDATE ZONING**
  - Adopt a First Shaughnessy District Schedule
- 3. IMPLEMENT CLEAR PROCEDURES**
  - Adopt By-laws to Enhance Conservation and Clarify Processes
- 4. UPDATE EXISTING BY-LAWS**
  - Make Minor Amendments to Existing By-laws

# First Shaughnessy - Next Steps

## Key Dates:

**Public Hearing**                      Must be within 120 days of referral for continuing protection against demolition (October 13)

## Notification Requirements:

- All property owners and occupants must be notified by mail with proof of delivery or posted notices once HCA referred to Public Hearing

# Thank You & Questions

