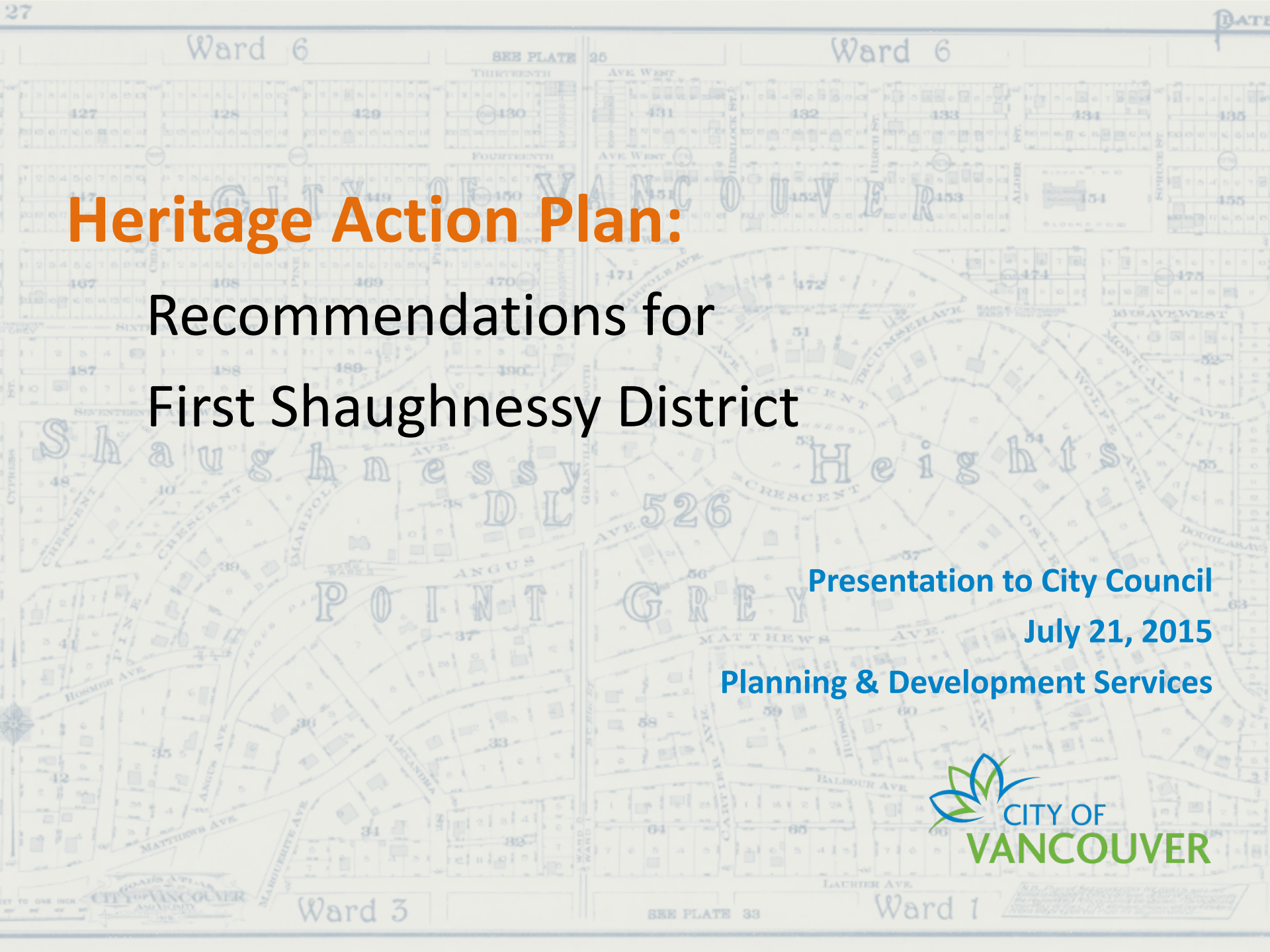


Ward 6

Ward 6

# Heritage Action Plan: Recommendations for First Shaughnessy District

Presentation to City Council  
July 21, 2015  
Planning & Development Services



Ward 3

SEE PLATE 33

Ward 1

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# 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)

**Table of Contents**

	Page
Section 1	
1.1 Application and Intent	2
1.2 Application	2
1.3 Goals	3
1.4 Intent	3
1.5 Development Principles	4
1.6 Interpretation	4
Development Permit Applications	5
Section 2	
Definitions	5
Section 3	
3.1 Use	5
Buildings and Uses	6
Section 4	
4.1 Regulations	10
4.2 Floor Space Ratio	10
4.3 Height	11
4.4 Site Coverage	12
4.5 Front Yard	12
4.6 Side Yard and Setback	12
4.7 Rear Yard and Setback	12
4.8 Siting	12
Stormwater Storage	12

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



■ PRE 1940 BUILDING (EXISTING)  
■ PRE 1940 BUILDING (DEMO POST 1982)

# 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
Dwelling Use	<ul style="list-style-type: none"> <li>One-family Dwelling</li> <li>Infill Dwelling</li> <li>Multiple Conversion Dwelling</li> </ul>	<p><b>Addition of:</b></p> <ul style="list-style-type: none"> <li>Secondary Suite</li> <li>Coach House (pre-1940 only)</li> </ul> <p><b>Revised provisions for:</b></p> <ul style="list-style-type: none"> <li>Multiple Conversion Dwelling (pre-1940 only)</li> <li>Infill Dwelling (pre-1940 only)</li> </ul>	Additional revenue producing uses available to pre-1940 homes to offset potential impacts of retention
Density	<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>Basements and covered porches 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.</li> <li>Basement excluded (unless used for parking)</li> <li>To a maximum floor area of 9,800s.f. (above grade)</li> </ul>	Floor area increase by excluding basements and focusing on managing above grade floor area and building footprint.
Height	35 ft. and 2 ½ storeys	35 ft. and 2 to 2 ½ storeys, relaxable to 45 ft. based on: <ul style="list-style-type: none"> <li>Minimum 8:12 roof slope</li> <li>Gable or hip roof forms</li> <li>Neighbour impacts</li> </ul>	Ensures greater compatibility to historic character and scale. Allows partial 3 <sup>rd</sup> floor living space.
Setbacks & Yards	Fixed amount, regardless of site size	Variable, proportionate to site size (with the exception of rear yard)	Ensures greater compatibility to varied site sizes, and better fit with historic character and scale.

# 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>

- 23% of all FSD lots
- 43% of all pre-1940 lots

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

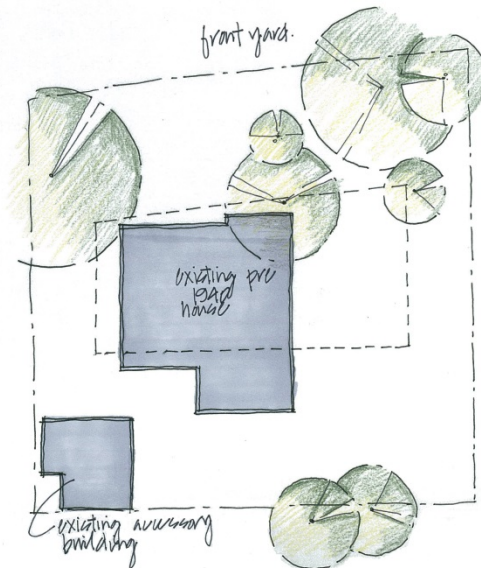
### Current Zoning

Potential Use

One Family Dwelling

Gross Floor Area (including basements)

5,040 sf



### Proposed Zoning

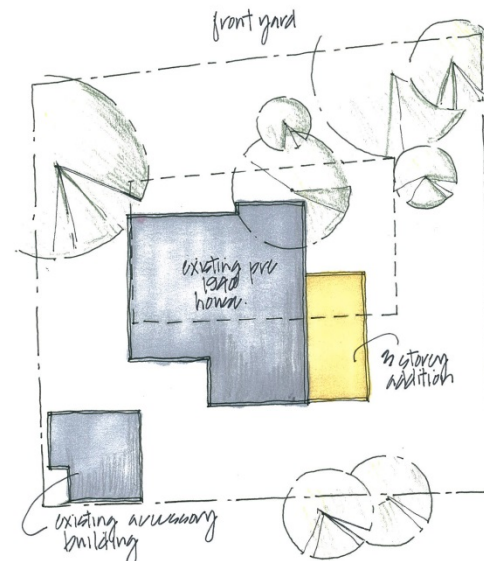
One Family Dwelling

Secondary Suite

Coach House

6,600 sf

(includes 685 sf coach house)



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

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

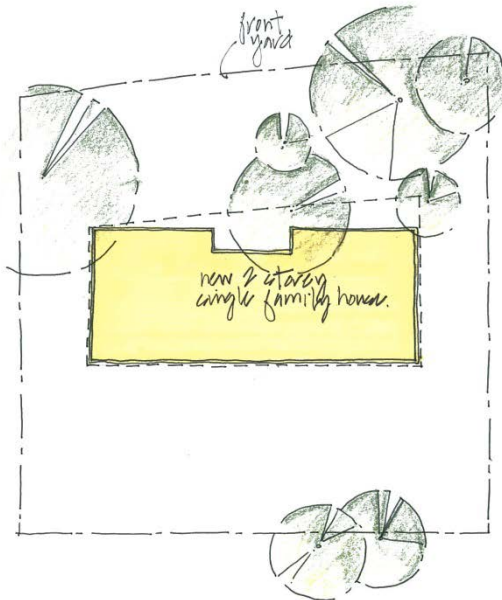
**Current Zoning**

**Potential Use**

**One Family Dwelling**

**5,900 sf**

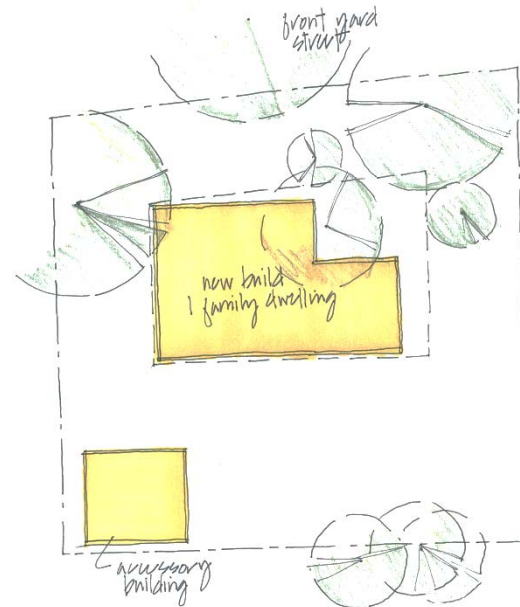
**Gross Floor Area**  
(including basements)



**Proposed Zoning**

**One Family Dwelling**  
**Secondary Suite**

**5,500 sf**



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

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

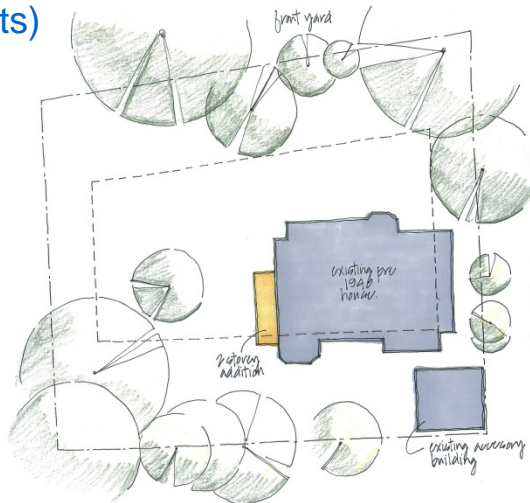
### Current Zoning

Potential Use

One Family Dwelling

Gross Floor Area (including basements)

8,030 sf



### Proposed Zoning

One Family Dwelling

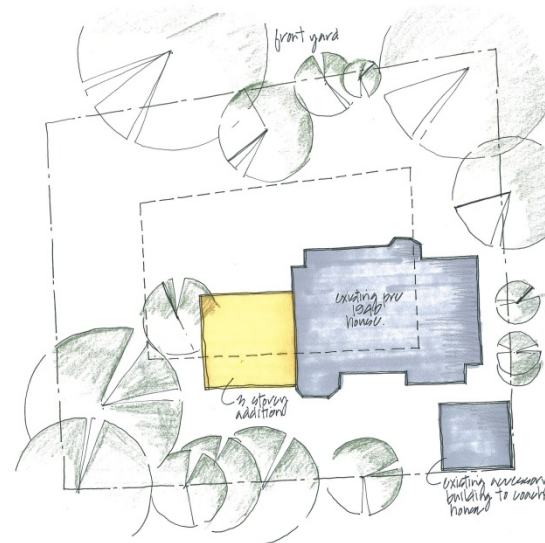
Secondary Suite

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)

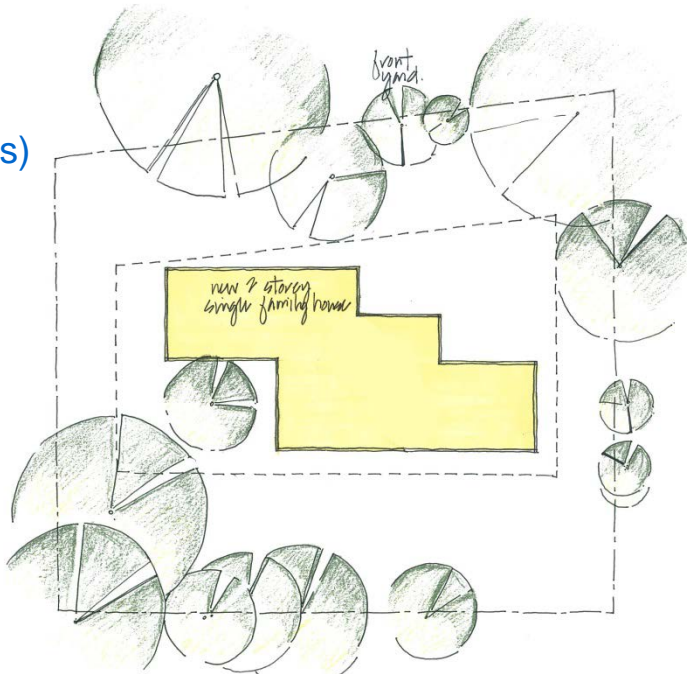
### Current Zoning

Potential Use

One Family Dwelling

8,900 sf

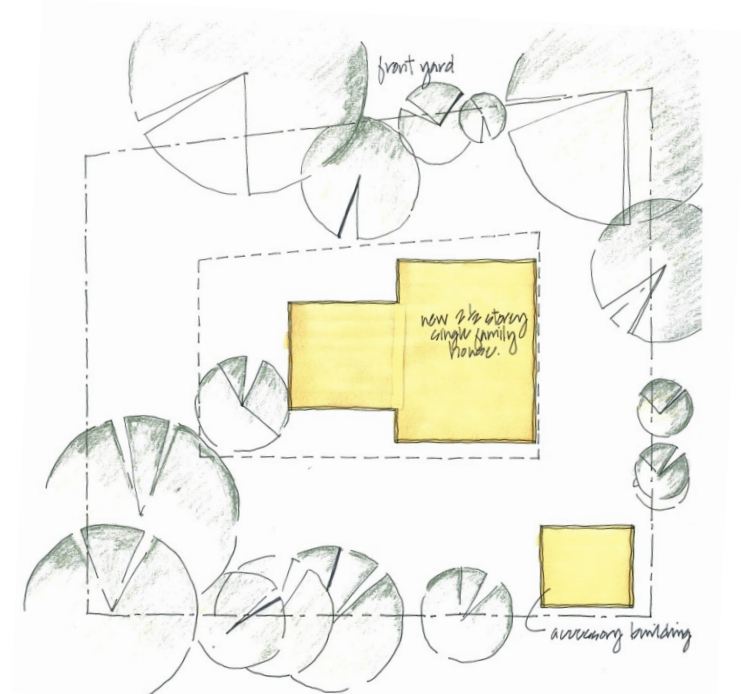
Gross Floor Area (including basements)



### 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)

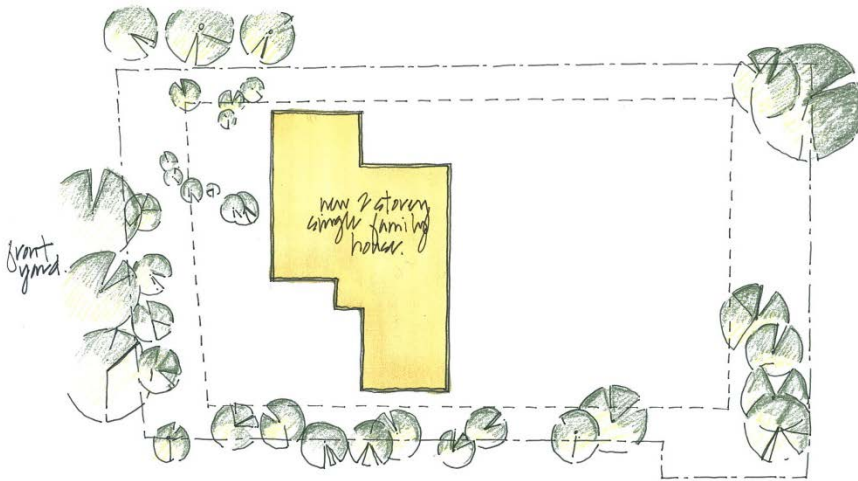
### Current Zoning

Potential Use

One Family Dwelling

Gross Floor Area  
(including basements)

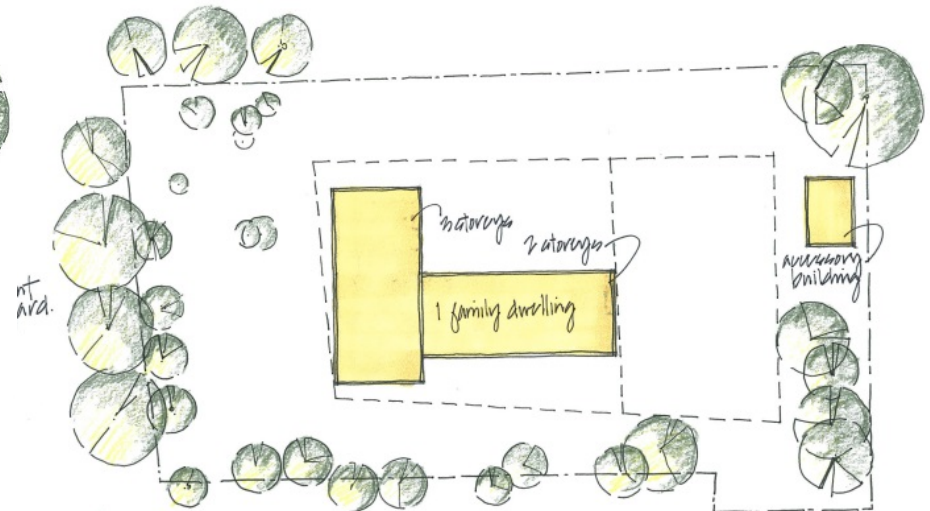
21,315 sf



### 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**

# Notification Summary

## Special Notification Process to create HCA

- Required by Vancouver Charter
- Activities included:
  - **For all Property Owners in First Shaughnessy & Public :**
    - Post Card Notifications                      June 24
    - Newspaper Ads                                      June 25-27
    - Post Card Notifications                      July 3
    - Newspaper Ads                                      July 10 – 13
  
  - **For proposed Protected Heritage Properties (in addition to the above):**
    - Owners and Strata Corporations***
      - Registered Mail                                      July 3-7
    - Occupants***
      - Hand delivered & Posted Notices      July 8

# Revisions & Additional Information

## Summary of Yellow Memo Dated July 21, 2015

### Part One

#### **HCA Development Plan & By-law Changes:**

- Further review identified clarifications and corrections
- Responded to public, heritage and design professionals concerns on missing aspects
- Updated recommendations and HCA Development Plan and By-laws incorporating all revisions are attached to the memo for clarity and ease of reference

# Revisions & Additional Information

## Summary of Yellow Memo Dated July 21, 2015

### Part Two

#### **Additional Economic Analysis – Supplemental Report by Coriolis Consulting**

- Key Findings:
  - New regulations will have small economic impact (i.e. plus or minus 5%), depending on the property
  - Potential impact will depend on how market responds to changes:
    - If owners pursue zoning and regulatory benefits available, downward pressure of reduced market interest in pre-1940 homes could be offset
    - If owner does not pursue zoning and regulatory benefits available, there may be a short term impact (5-10% decline in value, including renovation costs) that would be offset in 1-2 years of current pace of price growth

# Recommendations for First Shaughnessy

## Additional Information Requested by Council at Referral:

### **Question – Why is 1940 the cut-off date?**

- Majority of development in First Shaughnessy was between 1907 and 1940.
- 1940 has long been identified as key date in First Shaughnessy (since in 1982 when current ODP and guidelines approved)

### **Question – What is the process for sites that have been significantly altered to get off the HCA list of protected heritage property?**

- Proposed Design Guidelines include definitions and criteria to assess Heritage Character and Heritage Value
- Assessment would be completed at the enquiry/application stage
- Decision to remove a property from the HCA list must be made by Council after a Public Hearing.

# 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
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# Thank You & Questions

