



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: May 1, 2017
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Meeting Date: May 16, 2017

TO: Vancouver City Council

FROM: The General Manager of Planning, Urban Design, and Sustainability in consultation with the Director of Legal Services

SUBJECT: Heritage Designations and Heritage Revitalization Agreement:
2840 Yukon Street (Annie Campbell Residence) - 2850 Yukon Street
(Howard and Idella Campbell Residence)

RECOMMENDATIONS

- A. THAT Council add to the Vancouver Heritage Register, in the 'C' evaluation category, the building at 2840 Yukon Street and the building at 2850 Yukon Street (PID: 014-565-731; Lot A (see 452258L) of Lots 15 and 16, Block I, District Lot 526, Plan 1530; PID: 014-565-684; the South 1/2 of Lot 15, Block I, District Lot 526, Plan 1530; and PID: 014-565-706; the South 1/2 of Lot 16, Block I, District Lot 526, Plan 1530 (the "site")), known as the Annie Campbell Residence and the Howard and Idella Campbell Residence respectively (the "heritage buildings").
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Sections 593 and 594 of the *Vancouver Charter*, by-laws to designate the exteriors and some interior elements of each of the Annie Campbell Residence and the Howard and Idella Campbell Residence as protected heritage properties.
- C. THAT Council instruct the Director of Legal Services to bring forward for enactment under Section 592 of the *Vancouver Charter*, by-laws for the City to enter into a Heritage Revitalization Agreement to:
 - (i) secure the rehabilitation and long-term preservation of the two heritage buildings; and

- (ii) vary the *Zoning and Development By-law* as necessary to permit development of the site, including infill development and bonus density, as proposed under Development Permit Application Number DE418777 (the "DP Application") and as more particularly described in this report.
- D. THAT the Heritage Revitalization Agreement shall be prepared, completed and noted, registered, and given priority on title to the site to the satisfaction of the Director of Legal Services and the General Manager of Planning, Urban Design, and Sustainability.
- E. THAT Recommendations A to D 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 nor any 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 and all its 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 authorization to add the existing buildings at 2840 and 2850 Yukon Street to the Vancouver Heritage Register in the 'C' evaluation category, and to designate their exteriors and interior features of the entrance lobbies for both heritage buildings as protected heritage property, and to enter into a Heritage Revitalization Agreement (HRA) to ensure the rehabilitation and conservation, and long-term protection of the heritage buildings. As incentive and compensation to the owner, the proposed HRA will vary the *Zoning and Development By-law* to permit the owner to develop the site contemplated in the DP Application and as described in this report. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application should Council approve the recommendations of this report.

COUNCIL AUTHORITY

Section 582 of the *Vancouver Charter* authorizes Council to establish, by resolution, a heritage register identifying real property that Council considers to be heritage property and, by resolution, to add such properties to the register from time to time.

Pursuant to section 592 of the *Vancouver Charter*, Council, by by-law, may enter into an HRA with the owners of heritage properties which may vary or supplement certain kinds of by-laws and permits, including the *Zoning & Development By-law*.

Pursuant to Sections 593 and 594 of the *Vancouver Charter*, Council, by by-law, may designate real property, in whole or in part, as protected heritage property.

Pursuant to section 595 of the *Vancouver Charter*, if sought, Council is required to compensate an owner of property being designated as a protected heritage property for any reduction in market value caused by the designation. Often this, along with additional compensation to offset rehabilitation costs incurred under an HRA, is achieved by way of by-law variations contained in the HRA so as to permit an otherwise impermissible development.

The proposed heritage designation and HRA for the heritage building require Council approval at public hearing and by-law enactment pursuant to Sections 592, 593, and 594 of the *Vancouver Charter*.

The following Council Policies are applicable to the project:

- *Heritage Policies and Guidelines (April, 1991)*
- *Green Buildings Policy for Rezonings (July, 2010)*

GENERAL MANAGER'S COMMENTS

The General Manager of Planning, Urban Design, and Sustainability recommends the approval of A,B,C,D,and E

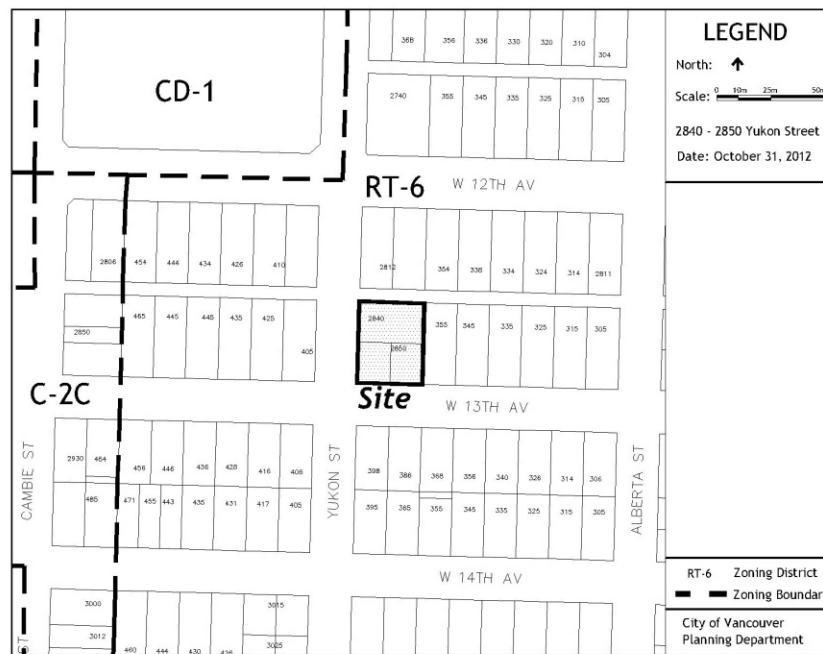
STRATEGIC ANALYSIS

Site and Context

The site is located in the Mount Pleasant neighbourhood in an area zoned RT-6 (see Figure 1). The *RT-6 Zoning District Schedule* of the *Zoning and Development By-law* permits One- and Two-Family Dwellings, the conversion of existing buildings into suites, and in some cases new apartment buildings, townhouses, infill buildings. The *RT-6 Zoning District Schedule* allows density up to a maximum of 0.75 FSR.

The site is located on the north-east corner of the intersection of Yukon Street and West 13th Avenue. The houses front onto Yukon Street. A six metre (twenty foot) wide paved lane runs beside the site on the north side. The total area of the site is 1,162 square metres (12,498 square feet).

Figure 1 - Site and the surrounding zoning



Heritage Value

The two houses at 2840 and 2850 Yukon Street were built in 1909 by Isabella Campbell for her children Annie and Howard, and Howard's wife, Idella. Annie Campbell occupied the house at 2840 Yukon Street, and Howard and Idella Campbell occupied the house at 2850 Yukon Street, and the houses are proposed to be named accordingly. The properties remained in the Campbell family until the 1990s.

Both houses are valued as good examples of the Edwardian era Foursquare style (see the photographs in Appendix A). The symmetrical design of Foursquare houses originated as a reaction to the more elaborate and flamboyant Victorian styles, as well as a desire to maximize interior space by locating rooms off of a central entrance foyer. The name Foursquare references the fact that most of these houses were divided into four main rooms separated by a central stair, which is the case with both houses (the foyers of both houses survive intact as shown in Appendix A). Although the two houses were both built in the same style, they were designed and constructed by different contractors.

The Howard and Idella Residence at 2850 Yukon Street was stuccoed sometime after the 1940s but retains many original features. It has a large front verandah with turned wood columns and a tongue and groove soffit. The house's pyramidal, bell-cast roof is also a notable feature. Although many of the original windows were replaced, probably in the 1950s or 1960s, a few original windows, including some stained glass units, survive. The bay window on the south side was likely added to on the second storey at some time in the past. The house features its original front door assembly and much interior woodwork has survived,

primarily because the house was never divided up into suites (unlike most other older houses in the area).

The Annie Campbell Residence at 2840 Yukon Street does not have a projecting verandah but is more intact. The exterior features include wood shingles and band boards, as well as a variety of original windows including casement sets and stained/ leaded glass. The north-west corner of the houses was once an open porch (see Appendix A). It was filled in at some point before the 1940s but the original window at the back of this porch appears to have been moved up to the front of the enclosure and re-used (which was once common practice). The house also has a hipped, bell-cast roof and many surviving interior features and materials similar to 2850 Yukon Street. An old garage also exists at the rear of this house which features old door panels and hardware, and a tar-paper roof (the garage is proposed to be demolished).

Unusual for this area of Mount Pleasant, the two houses were built facing the flanking street (Yukon Street) on two standard parcels, as opposed to facing West 13th Avenue (see Map 1 in Appendix A). This may have been a decision made by Isabella Campbell to allow both houses to have maximum exposure to sunlight and views for her children. The two houses are proposed to be added to the Vancouver Heritage Register in the 'C' evaluation category, which is supported (see Comments of the Vancouver Heritage Commission).

Development Application and Proposed Incentives

It is proposed that the incentives and compensation to be provided to the owner for the heritage designations and the rehabilitation and conservation of the heritage buildings will be provided in the form of certain variances to the *Zoning and Development By-law* created by the proposed HRA, including an increase in permitted density from 0.75 FSR to 0.89 FSR.

A previous scheme under Development Permit Application Numbers DE416234, DE416235, and DE416236, which proposed a five unit townhouse at the rear of the property, was not supported and withdrawn. A new application, the current DP Application, was submitted under the Development Permit Application Number DE418777.

The current DP Application (DE418777) proposes to relocate the two heritage houses to face West 13th Avenue and rehabilitate them, and to construct a new Infill Two-Family Dwelling ("duplex") and a new Infill One-Family Dwelling at the rear of the property (see Appendix B). Infill use is permitted in the zoning. The heritage building at 2850 Yukon Street is to be converted to contain three Dwelling Units and the heritage building at 2840 Yukon Street is to be converted to contain two Dwelling Units.

An increase in permitted density is proposed. The maximum permitted density in the RT-6 zoning is 0.75 FSR (see Appendix C). The density proposed under the HRA is 0.89 FSR (1,162 m² or 11,090 sq. ft.), which is 19% over the maximum permitted density.

Table A: Density and Parking Summary **Site Area: 1,162 m² (12,498 sq. ft.)**

Item	Existing	Permitted or Required	Proposed
Density (total for the site)	0.42 FSR 485 m ² (5,224 sq. ft.)	0.75 FSR 871 m ² (9,374 sq. ft.) maximum	A maximum of 0.89 1,031 m ² (11,090 sq. ft.)
Dwelling Unit density (total for the site)	2	9 maximum (74 units per hectare)	8
Off Street Parking	4	9 minimum	8

Staff have considered the probable impact of the proposed development, including the results of notification, the compatibility of the development with the zoning, and the financial analysis required for the application, and conclude that the proposal is supportable as an HRA. The variances proposed, including density, are commensurate with the cost of conservation, including heritage designation and rehabilitation. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application should Council approve the recommendations of this report.

Compatibility with Existing Zoning, Land Use Regulations, and Community Plans

The Intent of the *RT-6 Zoning District Schedule* is to:

"... encourage the retention, renovation and restoration of existing residential buildings which maintain an architectural style and building form consistent with the area. Redevelopment will be encouraged on sites with smaller buildings or buildings of architectural style and form which are inconsistent with the area. Emphasis is placed on requiring the external design of buildings and additions to buildings to follow the proportions, rhythm and details of architectural features of the area."

The rehabilitation of the heritage buildings is consistent with the zoning. The proposed new buildings respond well to neighbouring properties in terms of scale and design. The design of the infill buildings is consistent with the proportions, rhythm, and details of architectural features of the area. Retention of heritage resources is a key objective in the *Mount Pleasant Community Plan* (see <http://vancouver.ca/files/cov/MP-community-plan.pdf>).

Condition of the Heritage Building and Conservation Approach

Both heritage buildings are in good condition overall, although some exterior finishes and materials are in need of repair. With relocation, the pony walls above the foundations will have to be reconstructed on both buildings. Windows which are not original will be replaced with those matching the original profiles, and the buildings will be painted in historic colour schemes. The features of the interior lobbies of both heritage buildings, which are notable (See Appendix A), will be retained and protected by the Designation By-laws. Staff support the conservation strategy proposed for both heritage buildings and conclude that the proposal is consistent with good conservation practices.

Results of Neighbourhood Notification

Seventy-four surrounding properties were notified of the original proposal under DE416234, DE416235, and DE416236 (see Development Permit Application and Proposed Incentives on page 5), and a site sign was installed. Three responses were received which express concerns and opposition. The primary concerns are as follows:

- The infill building is too large (the number of units should be dropped from 5 to 3) and should be reduced to comply with the zoning. There should be a separation in the middle of the infill development;
- There is a lack of open green space; and
- The proposal will create parking and traffic impacts in the area.

The infill building originally proposed was not supported. The current scheme proposes separate infill buildings (an infill duplex and an Infill One-Family Dwelling for a total of three units) with less density and mass, and with a separation between them. The amount of open space in the current scheme is similar to other developments in the neighbourhood and the landscaping proposed is consistent the guidelines for the area and with other new developments which have been approved. The project will likely create some increase in parking and traffic impacts commensurate with new development which would likely occur from time to time in the neighbourhood.

Staff have reviewed the comments received from neighbourhood notification and concluded that the current DP Application is supportable, noting that reasonable impacts on surrounding properties are often considered in exchange for the public benefit of heritage conservation. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application should Council approve the recommendations of this report.

Comments from the Vancouver Heritage Commission

On March 13, 2013, the Vancouver Heritage Commission supported the relocation of the two heritage buildings but withheld support for the infill townhouse building. The concerns regarding the infill building have been addressed in the current DP Application by introducing two smaller infill buildings with fewer Dwelling Units (see Appendix D).

Public Benefits

Development Cost Levies (DCLs): DCLs collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. The City-wide DCL rate of 34.77/m² (\$3.23/square foot) is applicable to the project. On this basis, a DCL of approximately \$19,000 is anticipated.

DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment which takes place on September 30 of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of

12-months from the date of DCL bylaw rate amendment provided that it has been submitted prior to the adoption of annual DCL By-law rate adjustments.

If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply.

Heritage: The owner has offered to conserve and rehabilitate the heritage buildings and to accept the designation of their exteriors and interior features of the lobby areas of each of the heritage buildings as protected heritage property, which are highly valued community features. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$600,000.

See Appendix E for a summary of the public benefits that would be achieved should this application be approved.

Proforma Evaluation

Real Estate Services staff reviewed the applicant's proforma evaluation for the current DP Application in accordance with Council's approved policies. The Director of Real Estate Services advises that the additional density and other by-law variances proposed to offset the costs and compensate for any reduction in land value resulting from the heritage designation, rehabilitation and conservation of the heritage building will not result in any undue profit.

Environmental

The *Green Buildings Policy for Rezonings* applies to the DP Application. However, exemptions can be made for heritage sites where reasonable efforts are made to comply.

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation and rehabilitation of the heritage buildings valued at \$600,000.

The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$19,000 in DCLs should the DP Application be approved and the project proceed.

Legal

The variances to the *Zoning and Development By-law* proposed will provide an improved development potential on the site. The owner's proposal to rehabilitate and conserve the heritage buildings' exteriors and lobbies in exchange for obtaining the variances needed to get that improved development potential will be appropriately secured as legal obligations in the HRA which will be noted and registered on title to the site so as to enable the City to enforce those obligations and ensure that they will be fulfilled at the owner's expense. City staff and the owner have negotiated the HRA, which includes rehabilitation and conservation obligations on the part of the owner and enforcement provisions for the City, and the owner and its lenders have signed and returned the HRA

Section 595 of the *Vancouver Charter* requires that, if sought, Council must compensate an owner for any reduction in the market value of property caused by a heritage designation. The owner has signed the HRA noted above and in doing so has explicitly accepted the zoning variances to be provided, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of the heritage buildings' exteriors and lobbies and the obligations to rehabilitate and conserve the heritage buildings. The agreement will be executed by the City and noted and registered on title to the site before a development permit for the project may be issued.

CONCLUSION

The addition of the heritage buildings at 2840 Yukon Street (Annie Campbell Residence) and 2850 Yukon Street (Howard and Idella Campbell Residence) to the Vancouver Heritage Register and the approval of the proposed heritage designation of their exteriors and interior lobbies, and the proposed HRA, will ensure that the heritage buildings are rehabilitated and conserved, and protected from demolition and alterations which might affect their heritage value. The proposed HRA will vary the *Zoning and Development By-law* to allow for the development as proposed, and the owner has agreed to accept the proposed variances as compensation for the designation of the exteriors and lobbies of the heritage buildings as protected heritage property and for their rehabilitation and conservation. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application should Council approve the recommendations of this report. Therefore, it is recommended that Council approve the addition of the heritage buildings to the Vancouver Heritage Register in the 'C' evaluation category, and the proposed Heritage Designation By-laws and Heritage Revitalization Agreement.

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2840 and 2850 Yukon Street
PHOTOGRAPHS AND MAP



Photo 1: 2840 Yukon Street looking east from Yukon Street (2012)



Photos 2 and 3: Details of 2840 Yukon Street (2012): leaded glass transoms and casement windows (left) and interior entrance lobby (right)

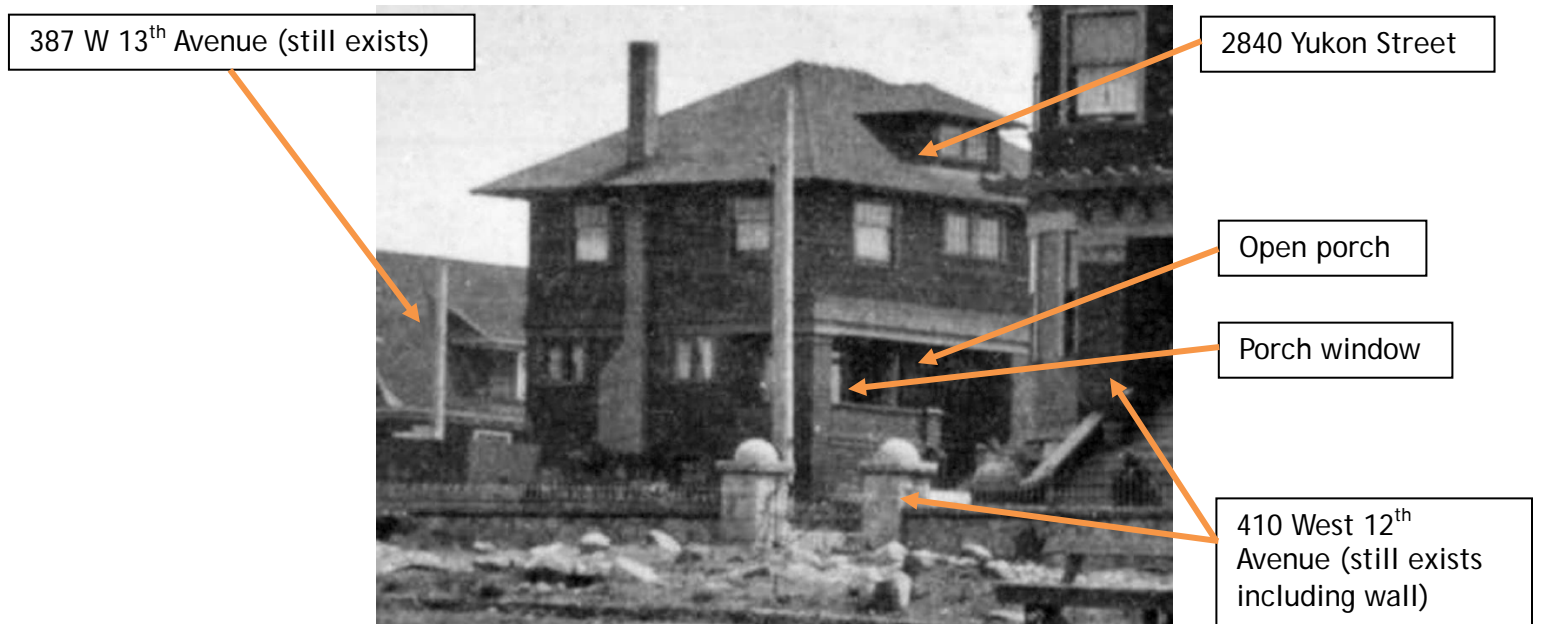


Photo 4: 2840 Yukon Street looking south-east from Yukon Street (circa 1920). Note that the original front porch was filled in at some time since this photo was taken. The original window assembly at the back of the porch is likely the window assembly which now exists in the porch's original location.



Photo 5: Similar view today. Photo 4 above is fore-shortened so appears closer to West 12th Avenue than it actually is. The rock wall and building in the foreground of Photo 4 still exist (410 West 12th Avenue).



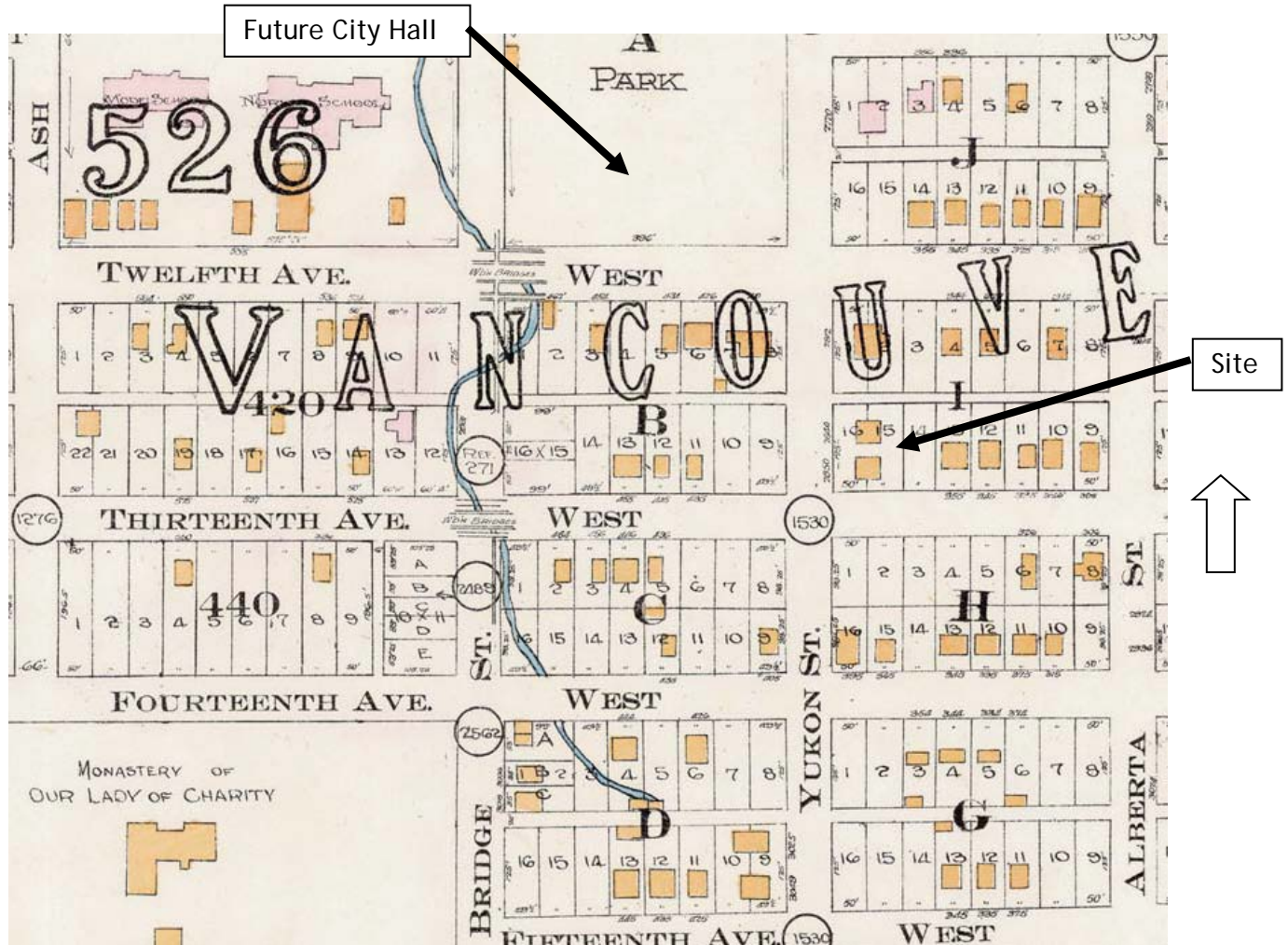
Photo 6: 2850 Yukon Street looking north-east from East 13th Avenue



Photo 7: Lobby of 2850 Yukon Street



Photos 8-11: 2850 Yukon Street details. The house in the lower right hand corner is a nearly identical house in Vancouver which has been rehabilitated and is a good reference as to how the house at 2850 Yukon Street is to be rehabilitated.



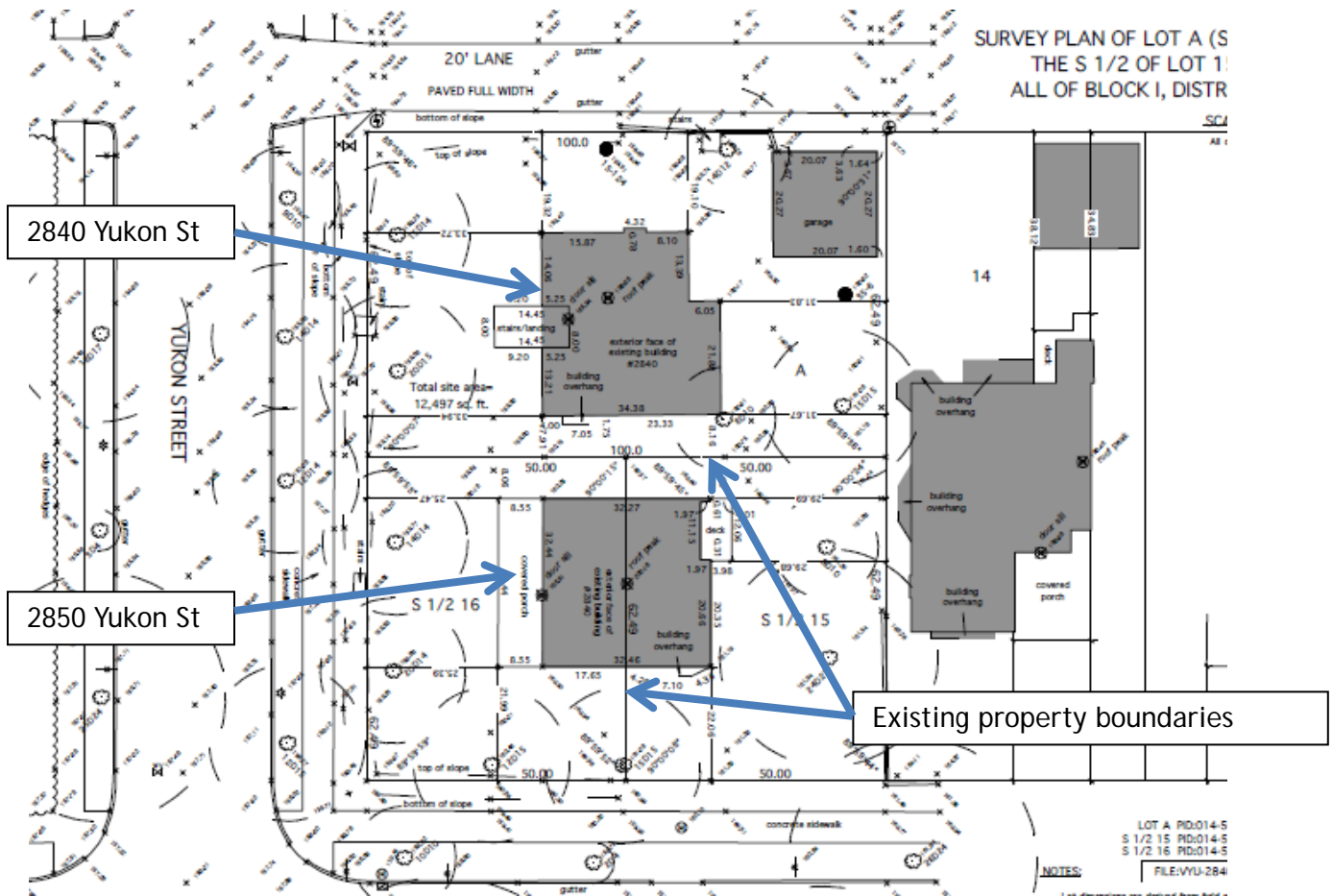
Map 1: Fire Insurance Map (circa 1912)

Note the stream and bridges which run down Bridge Street (now Cambie Street). The buildings on the map were colour coded as to construction type or cladding (which was related to an assessment of fire risk).

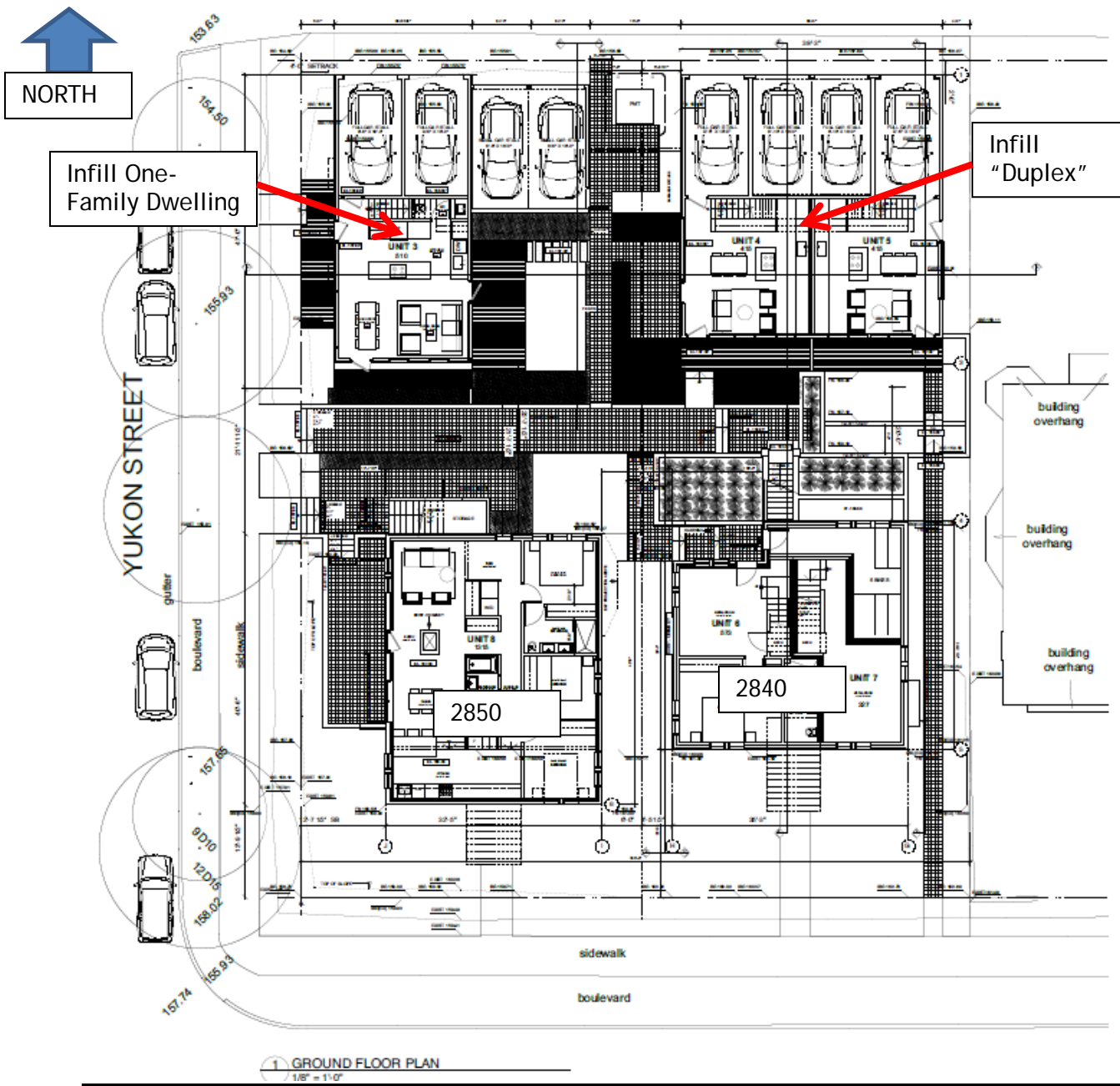


Photo 12: Aerial view of the immediate neighbourhood, circa 1945, cropped from a larger photograph. The neighbouring houses and the two houses at 2840 and 2850 Yukon Street, including landscaping, have change little in the last 67 years, although the street trees have matured.

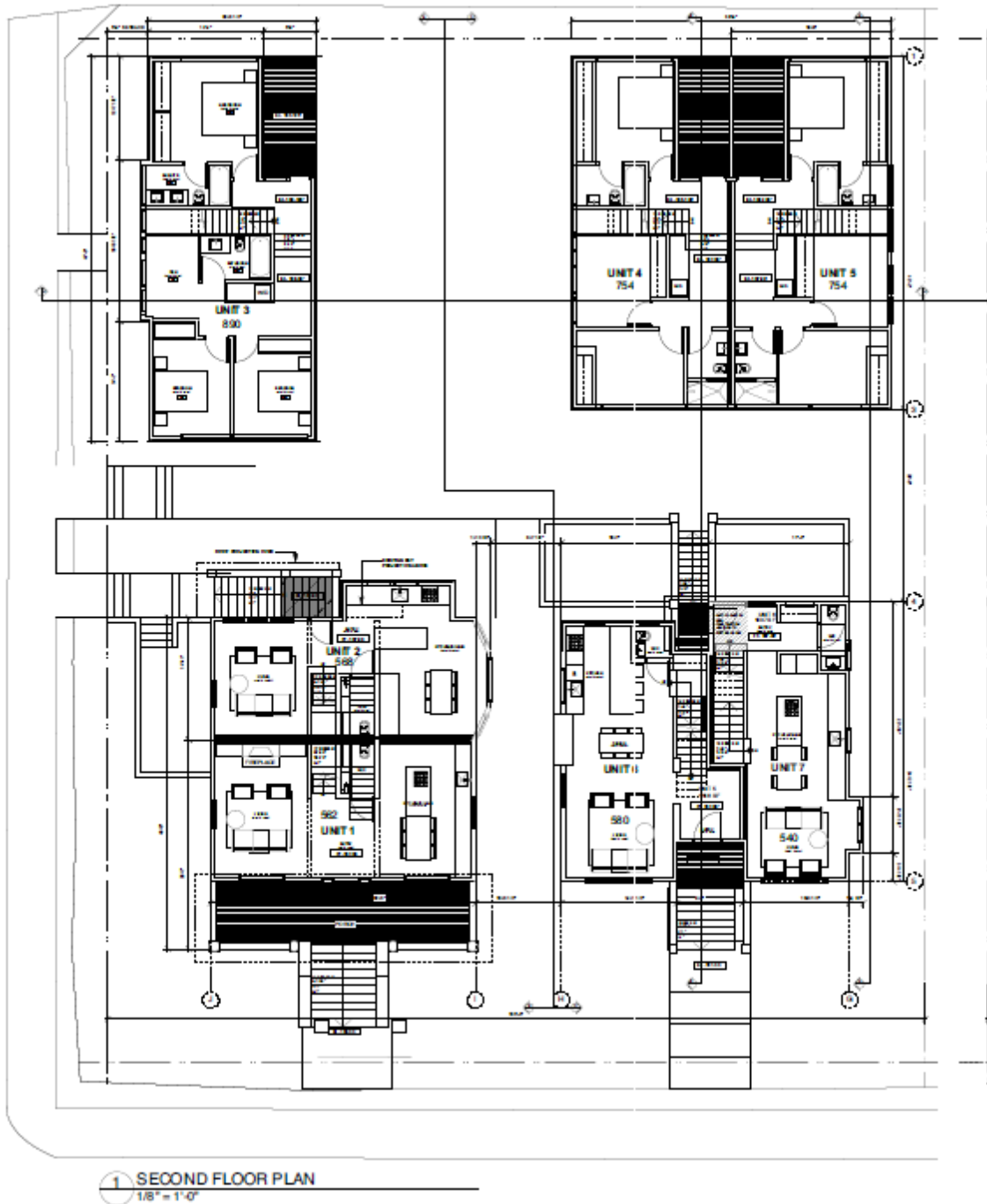
2480 and 2850 Yukon Street
DRAWINGS



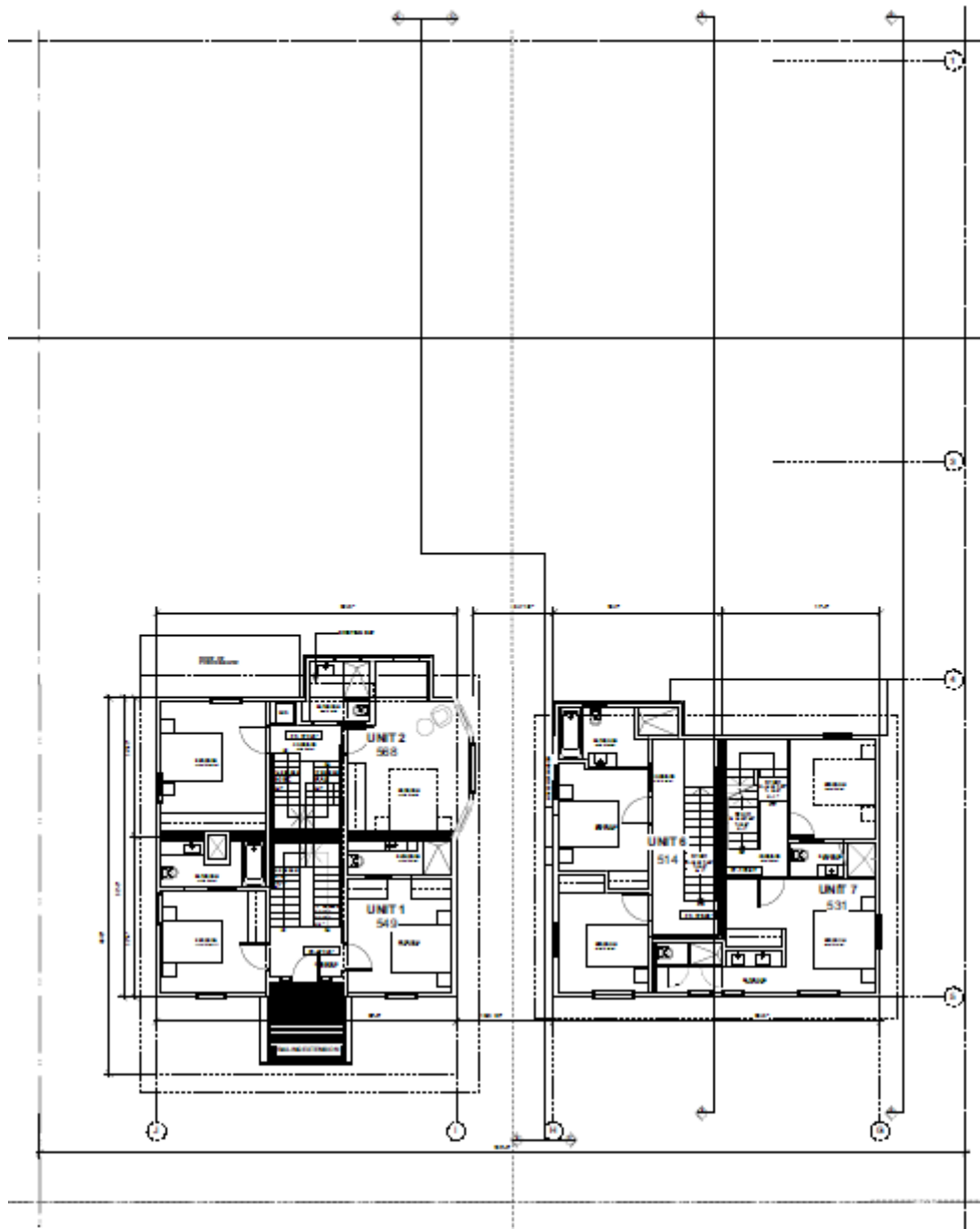
Site Plan (Existing)



Proposed Site Plan

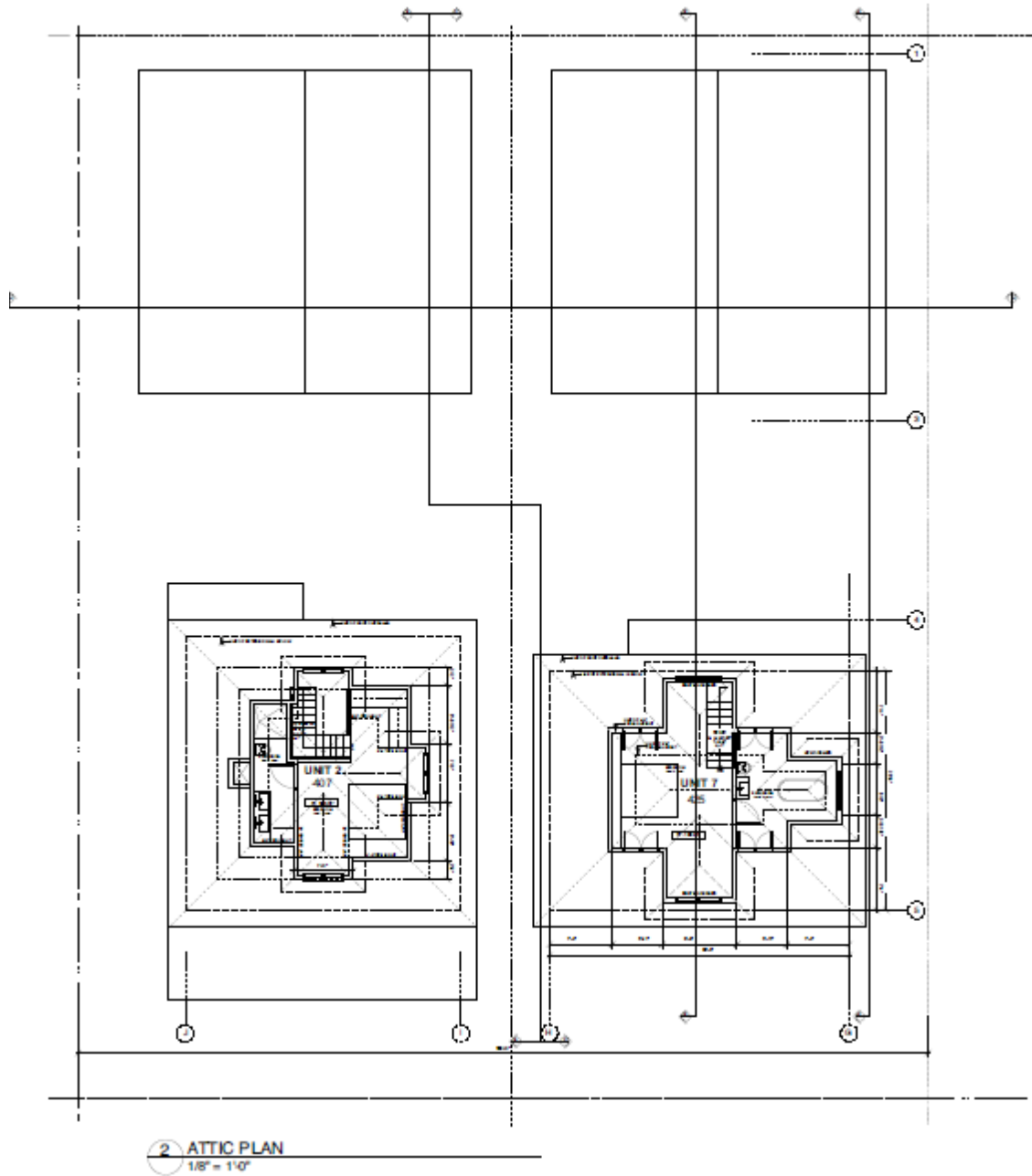


Second Floor Plans - Proposed



2 THIRD FLOOR PLAN
1/8" = 1'-0"

Third Floor Plans - Proposed



Attic Level - Proposed



South Elevations - Proposed



1 NORTH ELEVATION - NEW CONST. (LANE)
1/4" = 1'-0"

North Elevations (Lane) - Proposed



1 WEST ELEVATION
1/4" = 1'-0"

West Elevation (Yukon Street) - Proposed

2840 and 2850 Yukon Street
TECHNICAL ZONING AND PARKING SUMMARY

Table 1 Site Area: 1,162 m² (12,498 sq. ft.)

Regulations of the RT-6 district schedule	Required or Permitted	Proposed
Section 4.4.1 - Front Yard	20 percent of the depth of the site minimum.	4 metres (13 feet) minimum
Section 4.5.1 and 4.5.2 - Side Yard	10% of the site width minimum except that a side yard need not exceed 1.5 m in width.	1.2 metres (4 feet) minimum, and further, Section 4.5.2 does not apply.
Section 4.6.1 - Rear Yard	10.7 m (35.1 feet) maximum	Not Required
Section 4.7.1 - Floor Space Ratio (FSR)	0.75 FSR maximum 871 m ² (9,374 sq. ft.)	0.89 FSR 1,031 m ² (11,090 sq. ft.)
Section 4.17 - External Design	Various requirements	Not Required

**2840 and 2850 Yukon Street
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION AND STAFF COMMENTS**

On December 12th, 2011, the Vancouver Heritage Commission reviewed the proposed addition to the Vancouver Heritage Register of the two existing buildings on the site and also reviewed some preliminary development options prepared by the applicant for advice and resolved the following:

THAT the Vancouver Heritage Commission supports the Statements of Significance and Register Evaluations for the buildings at 2840 Yukon Street and 2850 Yukon Street, as presented at the December 12, 2011, meeting, and that the buildings be added to the Vancouver Heritage Register in the 'C' evaluation category.

CARRIED UNANIMOUSLY

THAT the Vancouver Heritage Commission supports the retention of the two heritage houses at 2840 and 2850 Yukon Street, and asks that the applicant consider increasing permeability through the division of the infill blocks while reducing the Floor Space Ratio (FSR).

CARRIED UNANIMOUSLY

On March 11, 2013, the Commission reviewed the DP Application and resolved the following:

2850 Yukon Street

THAT the Vancouver Heritage Commission supports the Conversation Plan and plan to relocate the building at 2850 Yukon Street, noting the following recommendation: That the bay window on the west elevation of the Howard and Idella Campbell residence be kept.

CARRIED UNANIMOUSLY

2840 Yukon Street

THAT the Vancouver Heritage Commission reserves its support for the proposed infill project to be located at 2840 Yukon Street and asks that the infill building be redesigned to be subsidiary, perhaps reduced by one unit, contemporary, and distinguishable from the heritage houses; and

FURTHER THAT the applicant consider removing the centre unit, allowing greater visibility through the site.

CARRIED

Staff Comments:

The infill building has been reduced in scale and number of Dwelling Units and changed to two infill buildings with open space between them. The new bay window referenced above is to be retained.

2840 and 2850 Yukon Street
PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation and conservation of two heritage buildings and construction of two new infill buildings.

Public Benefit Summary:

The project would result in the conservation and long-term protection of two heritage resources.

	Current Zoning	Proposed
Zoning District	RT-6	HRA
FSR (Site Area = 1,031 m ² (12,498 sq. ft.))	0.75	0.89
Buildable Floor Area	871 m ² (9,374 sq. ft.)	1,031 m ² (11,090 sq. ft.)
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed HRA (\$)
Required*	DCL (City-wide) (See Note 1)	13,405	19,000
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		600,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
Other			
TOTAL VALUE OF PUBLIC BENEFITS		\$13,405	\$619,000

Other Benefits: None

Note: DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the City-wide DCL, revenues are allocated into the following public benefit categories: Parks (41%); Replacement Housing (32%); Transportation (22%); and Childcare (5%). Revenue allocations differ among Area Specific DCL Districts.

Note 1: DCLs do not apply to existing floor area. As the RT-6 zoning generally requires retention, the value for the 'Current Zoning' column does not include the existing floor area.