



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: June 15, 2005
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Meeting Date: July 14, 2005

TO: Vancouver City Council

FROM: Director of Current Planning in consultation with the Director of Real Estate Services and the Director of Legal Services

SUBJECT: Heritage Revitalization Agreement and Designation for 1356 west 13th Avenue

RECOMMENDATION

- A. THAT Council authorize the City to enter into a Heritage Revitalization Agreement for the house at 1356 West 13th Ave, to secure the rehabilitation and long term protection in exchange for relaxations described below and illustrated under DE# 409177 (See Appendix A);
- 549 m² (5,910 sq.ft.) of bonus density;
 - Permit two principal buildings;
 - Permit the proposed four unit Multiple Conversion Dwelling;
 - Permit relaxations of the side yard setback requirements and vertical and horizontal angle of daylight for the proposed tower; and
 - Other zoning variances should the lots be subdivided in the future.
- B. THAT Council approve the designation of the house at 1356 West 13th Avenue, listed in the "B" category of the Vancouver Heritage Register, as municipally protected heritage property.
- C. That Council instructs the Director of Legal Services to bring forward for enactment the bylaws to authorize the Designation and the Heritage Revitalization Agreement.

Further that the Director of Legal Services be instructed to prepare a side agreement for the timely restoration of the house and its protection during the construction process.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of A, B, and C

COUNCIL POLICY

Heritage Polices and Guidelines: Councils Policy states that resources "identified in the Vancouver Heritage Register have significance", and that "the City's long-term goal is to protect through voluntary designation as many resources on the Vancouver Heritage Register as possible" and that legal designation will be a prerequisite to granting certain bonuses and incentives.

RM-3 District Schedule
RM-3, RM-5, RM-5A, RM-5B, RM-5C and RM-6 Multiple Dwelling Guidelines

PURPOSE and SUMMARY

This report seeks Councils approval to designate and enter into a Heritage Revitalization Agreement (HRA) with the owner to secure the long term protection of the house at 1356 West 13th Avenue in exchange for zoning relaxations.

Urban Design Group Architects Ltd. have submitted a Development Application (DE409177) for 1350 West 13th Avenue, which proposes to restore and rehabilitate the heritage house, convert it to four strata-titled units, demolish the other two buildings on the site and construct a new multiple dwelling tower. The proposal seeks an increase in floor area along with other zoning variances to make the project economically viable. The owner has offered to enter into a Heritage Revitalization Agreement with the City to both sanction the zoning variances and encumber the lands with long term protection of the heritage house.

The resultant development is consistent with the intent of the zoning regulations for this area and Council's policies with respect to heritage property. Staff recommend approval of the designation and HRA with the accompanying bonus density for use in the new tower.

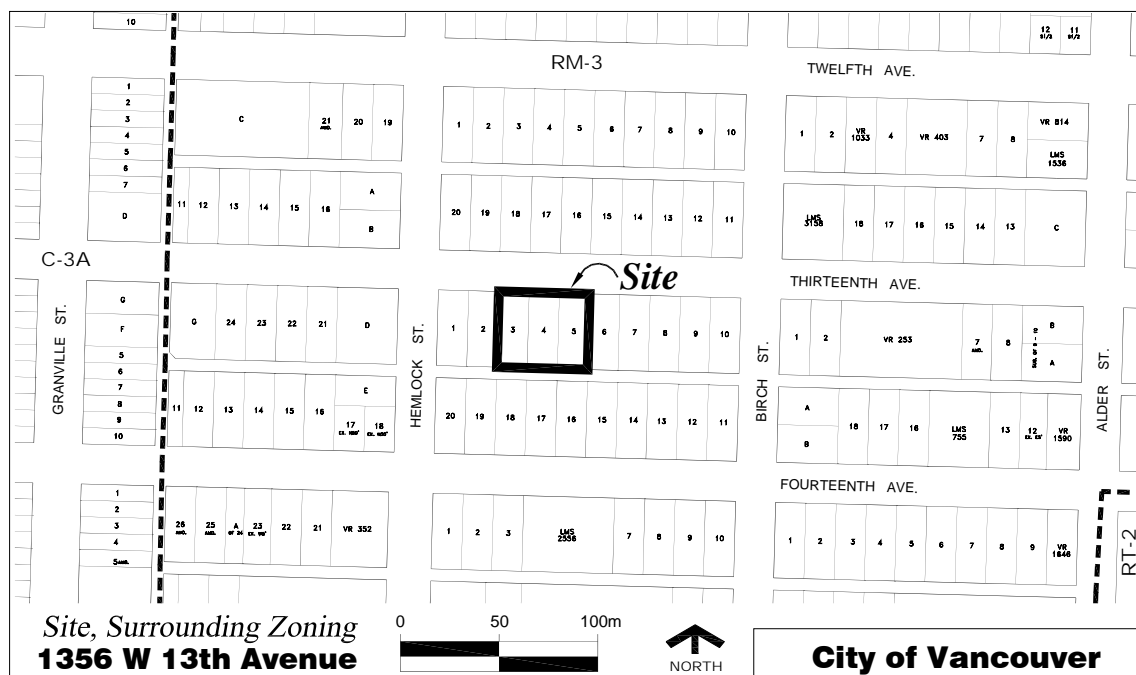
BACKGROUND

Site: The site, located in the South Granville area of the City between Birch and Hemlock Street on 13th Avenue, consists of three mid-block properties having a combined frontage of 45.7 m (150 ft.) and a depth of 38 m (125 ft.) with a total site area of approximately 1742 m² (18,750 sq.ft.). The lots would be consolidated as a requirement of this proposal. Presently three buildings occupy the lands:

- 2 ½ storey heritage house listed in the "B" category on the Vancouver Heritage Register, at 1356 West 13th Avenue, constructed in 1910, containing 10 rental units;

- 3 storey apartment building at 1366 West 13th Avenue, constructed in 1958, containing 8 rental units; and
- 2 ½ storey character house at 1376 West 13th Avenue, constructed in 1912, which is owner occupied.

Context: The surrounding context (see map below) is highly varied and ranges from original housing stock dating to the early 1900s to new market residential towers. Directly across 13th Avenue are several 3 storey residential buildings and to the East, a 7 storey residential building. Across the rear lane is an 8 storey residential building and to the West, a 2 ½ storey house. Two other heritage buildings are within the vicinity and located on either end of the block.



Zoning: The site is zoned RM-3 which permits medium density residential development including high-rise condominium buildings, and provides bonus floor area incentives for high quality open space, parking and daylight access to residential units. The provision to permit hi-rise residential towers to a maximum height of 120 feet, was adopted by Council in 1961, and has not been altered since that date. A development on this site that did not contain a heritage building could expect to achieve up to 1.82 FSR and a height of 120 feet.

Rate of Change: The proposal is to remove the 18 rental units existing in the heritage house and the apartment building and replace them with 40 market dwelling units. Council's policy states that the loss of rental units in RM-3 should be regulated to maintain a balance of tenant versus owner occupied suites. In 1997, Council directed staff to monitor the rate of change and report back when the loss of rental units had reached 5.0 % of the overall number of units. To date, the area has only experienced a 0.33% loss of rental units, well below the 5% maximum. Therefore, Council's direction is not required on this matter. Staff notified the

residents in the 18 units that would be displaced by this development on May 2, 2005 and received no responses. Given the development history in the area, staff support the proposal and note that Council's policies with respect to Rate of Change in the RM-3 area, have been met.

DISCUSSION

Development Proposal: A development application has been received to retain the heritage house at 1356 West 13th Avenue, convert the building to four strata-titled units, demolish the character house and apartment building and construct a new multiple dwelling tower containing 36 dwelling units. The historic elements of the heritage building will be preserved and restored under a Heritage Revitalization Agreement. In exchange for the retention of the heritage house, the owner is requesting 549 m² (5,910 sq.ft.) of bonus density to off-set the costs of conservation. The additional density will be constructed in the new tower and equate to approximately 2 additional floors. RM-3 permits tower heights to reach a maximum of 36.6 m (120 ft.). The proposed development will have 13 storeys and a height of 35.8 m (117.5 ft.) as measured to the top of the parapet wall. (Note: Elevator machine rooms are excluded from the height maximum). The proposed tower is relatively narrow with a floor plate of 2,770 sq.ft. and designed to minimize view impacts for the neighbours to the south. The ground plane will be landscaped to provide both private outdoor space for both buildings and a well defined landscaped setting as seen from the street. (See reduced drawings in Appendix A)

Given the age of the character house at 1376 West 13th Avenue and its likely qualification on the Vancouver Heritage Register, staff considered whether both houses could be retained and still permit the site to develop to its full potential. Various scenarios were reviewed, including moving the 2nd building to the rear of the lot. However, given its size, it was determined that the site could not accommodate both houses and still allow the property to develop to its full potential. Of equal concern was the estimated bonus density needed to compensate the owner for the retention of the 2nd building. The bonus would likely have more than doubled, given the added complexity of three buildings on the site and resulted in a new tower well over the height maximums for the area. After careful consideration, staff determined the best scenario was the proposed scheme which retains a valuable historic building and produces a compatible form of development in the new tower.

Heritage Value: Built in 1910 and occupied in 1913 by Charles Cowan, the house at 1356 West 13th Avenue is a rare survivor of the area's early development. Constructed in the Craftsmen style of architecture, as evidenced in the asymmetrical massing, simple box-like form and wide overhanging eaves, the building has three prominent front gables. Listed as a "B" on the Vancouver Heritage Register, the heritage value of the site lies in its representation of a large craftsmen bungalow and a rare surviving example of the original development in South Granville.

Rehabilitation Plan: The heritage building is in fair to good condition with many original features intact. The rehabilitation program will include converting the building to four strata-titled units and upgrading the structure to meet the standards of the building code. The basement floor will be lowered 12" to achieve an 8 ft. ceiling height and an addition is planned to the rear of the building to replace the fire escape with an enclosed exit stair. (See Appendix "B")

Proposed conservation work for the heritage features of the building include:

Exterior:

- Asphalt roof shingles replaced with cedar shingles;
- Existing wood windows restored and new windows to match where required;
- Existing wood siding, trims, brackets etc, restored and matched where required;
- Masonry porch details repointed and cleaned;
- New foundation;
- Brick chimney cleaned and repointed; and
- True-colours proposal for exterior paint colours.

Interior

- Main foyer beamed ceiling and wood staircase, cleaned and refinished;
- Fir floors refinished;
- Built-in sideboard and wainscoting, cleaned; and
- Fireplaces cleaned.

Compatibility with Community Planning Objectives: The RM-3 District Schedule and Design Guidelines have been met with the exception of the following areas:

- Relaxation to permit more than one principal building on the site;
- Relaxation of overall FSR on the combined three lots from the permitted 1.82 to 2.14 (bonus of 549 m² (5,910 sq.ft.));
- Relaxation of the required side yard (heritage house, existing condition) from 2.1 m to 1.55 m; and
- Deletion of required vertical and horizontal angles of daylight for the tower;

The urban design criteria for RM-3 includes point towers within a landscaped setting. The proposal offers a narrower tower than would be envisaged in the zoning and a second building (i.e. the heritage house). The compromise in this proposal is in the number of buildings on site and a marginally reduced side yard setback for the tower from the required 32 feet to 27.5 feet. A proposal that did not retain the heritage house could expect to produce a similar tower in height, however with a larger floorplate. Maintaining the heritage building is of benefit to the streetscape and the narrower tower permits views through the site. Staff have reviewed the requested relaxations and determined that the proposal is compatible with the surrounding community and meets the objectives of the RM-3 zoning regulations.

To further refine certain design aspects of the development and describe conditions to be met prior-to issuance of the Development Permit, a prior to letter would be issued to the owner following Council's support for the HRA and zoning variances.

Heritage Revitalization Agreement: The owner has requested that the new tower not be encumbered with long term maintenance requirements of the heritage house and vice versa. The City's interests in having the heritage house restored and protected will be met through restricting occupancy of the tower until all work related to the heritage house has been completed. Since the two buildings will be strata-titled, the long term maintenance obligations of the heritage house will flow to the future owners of the strata lots within the heritage house. To address the owner's request, the HRA has been crafted to allow separate obligations and variances for both buildings. Further, it is likely that the owner would pursue a subdivision in the future to create two lots; therefore provision has been made within the

HRA for any zoning anomalies that may arise as a consequence of the subdivision. In addition, a number of provisions relating to Multiple Conversion Dwellings and Multiple Dwellings would be varied by the HRA in order to permit the reconstruction of the proposal on the site in the event the buildings were destroyed.

Vancouver Heritage Commission: On March 14, 2005, the Commission reviewed the proposed scheme and passed the following motion:

THAT the Vancouver Heritage Commission (VHC) supports the proposed Development Application for 1350 West 13th Avenue, as presented at the March 14, 2005 VHC meeting, including relaxation of FSR from 1.8 to 2.15 and relaxation of horizontal and vertical angles of daylight; and

FURTHER THAT the VHC recommends heritage designation and that the City of Vancouver enter into a Heritage Revitalization Agreement with the Applicant.

Economic Viability: To make the rehabilitation of the heritage building economically viable, the owner has requested bonus density. Real Estate Services staff have determined that 5,910 sq.ft. of bonus density is appropriate compensation for the designation and conservation of the heritage building and that no undue profit would be generated through this bonus. Staff have strictly applied the methodology described in Council's Heritage Policies and Guidelines. Referred to as Residual Land Value comparison, that methodology compares the value of an unencumbered site (bare land), against the value of the encumbered site which retains the heritage house. The goal is to equal out the costs to preserve and maintain the heritage house with a development scenario where the heritage building is demolished.

Public Input: Following standard notification procedures, a site sign displaying the proposed development was erected and 35 surrounding property owners and tenants of the site were notified. Staff received 5 responses, all in opposition to the proposed tower. As noted earlier, RM-3 zoning permits construction of multiple dwelling towers to a height of 120 feet. The proposed tower does not exceed the height maximums for the area and has been designed with a small floorplate to minimize view loss for developments to the south.

Since RM-3 zoning has been in place in this area since 1961, staff sent an explanatory letter to the responding community to assist with their understanding of the provisions within the RM-3 zone with respect to new towers and offered to meet with them in advance of the Public Hearing.

FINANCIAL IMPLICATIONS

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

CONCLUSION

The heritage house at 1356 West 13th Avenue is a valuable historic resource within the neighbourhood, worthy of retention and long term protection and is supported by the Vancouver Heritage Commission. The proposal will see the rehabilitation of the house with the remainder of the site developed in accordance with the provisions of the area's zoning. Staff have reviewed the variances requested and concluded that the bonus density represents fair compensation to the owner for costs incurred in the conservation of the heritage building. Staff recommends that Council support the Heritage Revitalization Agreement and designate the "B" listed house as protected heritage property.

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HERITAGE CONSERVATION REPORT
2005
1356-76 West 13th Avenue**REVISE 25 January****1.0 INTRODUCTION**

The report is part of the process for the conservation and rehabilitation of the building as part of the site's redevelopment. The study is to review the heritage value of the Craftsman heritage building at 1356-76 West 13th Avenue located in the South Granville neighbourhood.

It is a fine, large example of this style of architecture and while it retains much original detailing on the exterior the interior has been converted to a rooming house. It is proposed to convert the building into a number of strata-titled residential units. A new residential tower, with underground parking, is proposed for the western part of the site.

2.0 STATEMENT OF SIGNIFICANCE**Description of Historic Place**

The building is a large two storey plus attic and basement Craftsman style house, now a rooming house, at 1356-76 West 13th Avenue in the South Granville / west Fairview neighbourhood of Vancouver.

Heritage Value

The heritage value of this building is primarily as a very good example of a large Craftsman style house and one that is architecturally significant in the neighbourhood of west Fairview (now generally known as South Granville). Built in c.1910 its first occupant, in 1913, was Charles Cowan. It is now a rooming house with some self-contained suites. It is listed on the Vancouver Heritage Register in the BBO category, but is not designated.

The craftsman bungalow flourished in Vancouver in the first decade of the 20th century reaching the peak of its popularity - and the size of buildings - by the start of World War I. They are found throughout the city with rich concentration in neighbourhoods like Kitsilano, Shaughnessy, Grandview- Woodlands; a few survive in Fairview.

Laid out in the 1890s and largely developed with the arrival of the streetcar in the early 1900s, Fairview originally stretched from Cambie to Granville and from False Creek south to the southern boundary (at the time) of Vancouver along 16th Avenue. Unlike neighbouring Kitsilano (especially upper Kits or Talton Place, just west of Granville) where many buildings of the style and era were built, much of Fairview was redeveloped in stages during the 20th century with apartment buildings and towers replacing the earlier single family houses. The building at 1356-76 West 13th is a rare example of a survivor from the early days of this neighbourhood. With its setback from the street, front porch, and backyard landscaping, set amid medium to high rise apartment buildings, it contributes to the richness and history of the area.

Architecturally, the house features an unusual massing of front gables, with a dominant central street-fronting gable with asymmetrical gables at the second floor projecting bay and at the main floor porch. It has wide roof overhangs, eaves brackets and typical Craftsman style windows and

bracketed window hoods. The original front door, sidelights and hardware are particularly fine. Its shingle and wood siding cladding is typical of the period and is largely intact and in reasonable condition, although the paint colour is not characteristic of the Craftsman style. The broad front porch features robust granite piers. The interior features a good panelled stairhall, several original fireplaces (one in granite matching the porch piers) and an excellent built-in sideboard and panelling in what was the original dining room of the house.

Character Defining Features

- overall roof shape and front gable configuration
- porch and projecting upper floor projection
- eave brackets and detailed window visors
- shingle and bevelled siding
- stone base and porch column bases
- multi-paned windows with small lites in upper sash
- front door and sidelights with hardware
- entry foyer dado and beamed ceiling, fir flooring
- stairway balustrade
- stone fireplace and beamed ceiling in northwest room / Suite 3 (former parlour)
- buffet, built-ins, dado and beamed ceiling in southwest room ? Suite 4 (former dining room)
- brick fireplace, dado and beamed ceiling in northeast room / Suite 2 (former den?)
- upper floor hallway fir flooring, stair balustrade

3.0 CONDITION

3.1 Exterior

- very intact on north elevation
- generally in fair to good condition
- some decay of wood shingles
- many windows original to house
- rear elevation marred by fire escape; west eave bracket missing
- settling noticed at recessed rear stairway
- roof dormers appear to be later additions

3.2 Interior

- despite conversion to suites, much remains of original material and room configuration
- original fireplaces in good condition
- fir panelling and flooring intact in fair condition
- built-in buffet and panelling in original dining in good condition

3.3 Systems

- no sprinkler
- outdated electrical and wiring
- hot water radiator heating

4.0 PROPOSED REHABILITATION / OUTLINE SPECIFICATION

The building is proposed to be converted to four strata residential units with parking provided in

a separate building along the lane.

Based on the condition analysis, the following is an outline of the proposed rehabilitation work which deals with heritage fabric on the building:

EXTERIOR	Condition	Conservation	Comments
Roof	fair	roof replaced with cedar shingles (preservative side dormers removed)	
Masonry colour and pointing profile; sandblasting and other measures not permitted; coatings preservation consultant	good	inspect for condition; cleaning with low pressure water	abrasive by
Wood Siding/ Trim with preservative	fair to good	examine for condition, replace damaged shingles/ siding matching material in size, profile and exposure; dipped ready for painting trim and brackets repaired and repainted (missing bracket replaced with replica) new raised guard added to existing porch balustrade colour research to determine original and characteristic new stairwell and balcony elements added to rear	
Windows (sash and frames)	good/fair	inspect for condition find original colour remove sash, repair, remove damaged material only, splice new replica wooden windows on rear facade	
INTERIOR			
Staircase /foyer	good	retain and clean; refinish floors	
fireplaces	good	clean only	
built-ins / buffet	good	protect during construction, clean	

5.0 HERITAGE BONUS REQUEST

The numbers will be reviewed by City real estate staff and they will be consulted as to the format and methodology for the pro forma. The pro forma as prepared by Quoin Project and Cost Management Ltd. will be supplied under separate cover.

6.0 HERITAGE REVITALIZATION AGREEMENT AND EXTENT OF DESIGNATION

The proposed extent of the HRA and Heritage Designation protection will include the building exterior, noting that some aspects of the interior public spaces can be considered for protection:

- foyer casings, baseboards and plaster mouldings
- stairhall balustrade and newel post, upper stair baseboards and landing window

Respectfully submitted,