



## ADMINISTRATIVE REPORT

Report Date: November 5, 2009  
Contact: James Boldt  
Contact No.: 604.873.7449  
RTS No.: 08269  
VanRIMS No.: 08-2000-20  
Meeting Date: March 23, 2010

TO: Vancouver City Council  
FROM: Director of Planning in consultation with the Director of Legal Services  
SUBJECT: Heritage Designation - 1132 Hamilton Street

### ***RECOMMENDATIONS***

- A. THAT the building at 1132 Hamilton Street be added to the Vancouver Heritage Register in the 'C' evaluation category, and that it be designated as protected heritage property.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment a by-law to designate the building located at 1132 Hamilton Street as protected heritage property.

### ***GENERAL MANAGER'S COMMENTS***

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

### ***COUNCIL POLICY***

- *Heritage Policies and Guidelines*

Council's Heritage Policies and Guidelines state that the buildings "*identified on the Vancouver Heritage Register have heritage 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.*"

### ***PURPOSE AND SUMMARY***

The purpose of this report is to seek Council approval to add the existing building at 1132 Hamilton Street to the Vancouver Heritage Register in the 'C' evaluation category, and to designate the building as protected heritage property. An increase in density of 10% beyond

that permitted in the HA-3 Zoning District Schedule is proposed as compensation to the owner for designation of the building.

### ***BACKGROUND***

The site at 1132 Hamilton Street is located in the HA-3 Yaletown warehouse district (see the map in Appendix 'A'). Forty-three buildings exist in the district, of which fourteen (approximately a third) are currently listed on the Vancouver Heritage Register. Of these, five are designated as protected heritage properties. The site at 1132 Hamilton Street is approximately 9,000 sq. ft. in area, and is fronted by Hamilton Street on the west side and Mainland Street on the east side. The existing three storey warehouse building occupies the entire site. The building is currently used for commercial purposes. The development application seeks to rehabilitate and add three storeys of office use to the existing heritage building. A modest increase in density is proposed. The Director of Planning has determined that a Heritage Revitalization Agreement is not required and is seeking the addition of the building to the Vancouver Heritage Register and its designation, which require Council approval, as a condition of the development application approval.

### ***DISCUSSION***

#### **Heritage Value**

The Yaletown warehouse district (or "New Yaletown" originally) was laid out in 1900 and most of the surviving warehouse buildings in the district were built between 1909 and 1913. The district is recognized for its historic importance to the economic development of the City and its association with the CPR rail network, as well as for the aesthetic qualities of the surviving warehouse buildings and the unique, homogenous character of the narrow streets and loading docks.

The warehouse building at 1132 Hamilton Street was likely built in 1911 or 1912 (the exact date cannot be determined), and is valued for its historic association with the early development of the area (see Appendix 'B' for further notes on historic values). Heritage features include its traditional brick facades and pilaster relief, wide window bays including brick corbelling at the top level, original concrete and steel spandrel lintels, and the heavy solid sawn timber structure including original posts, beams, purlins, cast iron connections, and laminated "on-edge" floor decks throughout the building. Also of value is the building's three storey height, which adds to the "saw-tooth" massing of the warehouse district (the warehouses vary in size from one storey to six or more storeys, usually reflecting the varied commercial and financial aspirations of the original developers and builders.)

Over time, most of the original exterior details on the building at 1132 Hamilton Street have been removed, including the cornices and windows. This has compromised the aesthetic integrity of the building (see the photos in Appendix 'B'). However, the original brick facades and unique heavy timber structure survive and will be maintained. While the current appearance of the building is modest, and the alterations detract from its character, staff and the Vancouver Heritage Commission conclude that the surviving features, along with the proposed rehabilitation of the building, have sufficient heritage value to warrant addition of the building to the Vancouver Heritage Register in the 'C' evaluation category, and its designation (see "Condition of the Property and Conservation Approach" on page 3).

## Development Application and Proposed Incentive

The proposal involves the rehabilitation of the building and construction of a three storey addition on the existing three storey structure, in compliance with the permitted 70 foot height limit. The new storeys are pulled back from both facades of the building to distinguish the new addition from the original building (see the drawings in Appendix 'B'). A modest increase in density is proposed. The permitted density is 5.0 FSR (floor space ratio) which, for this site, equals 45,000 sq. ft. The proposed density is 5.5 FSR (49,600 sq. ft.), which exceeds the permitted density by 10%. The proposed uses are ground floor retail and general office for the upper five storeys, which are permitted uses. No off-street parking currently exists. "Pay-in-lieu" for parking, as permitted in the Parking By-law, is proposed for all the required off street parking, which is supported by Engineering Services and Planning staff. The modest increase in density provides an incentive to the owner to add the building to the Register, and to rehabilitate and designate it. The Director of Planning has concluded that a Heritage Revitalization Agreement is not required and has approved the application subject to Council adding the building to the Vancouver Heritage Register and approving its designation.

## Compatibility with Existing Zoning and Land Use Regulations

The intent of the HA-3 zoning district schedule is to:

*"... encourage the conversion and renovation of existing warehouse buildings and the construction of compatible new buildings, to produce a more contemporary mix of commercial, industrial and residential uses, and to introduce more activity-oriented uses into this area. Emphasis is placed on requiring the external design of buildings to follow the proportions, rhythm and details of the predominant circa 1900 architectural features, whether renovating or constructing a new building."*

The rehabilitation and designation of the proposed heritage building at 1132 Hamilton Street are consistent with the zoning. The three storey addition is compatible yet distinguishable from the existing building. The proposed retail and office uses are consistent with the intent of the zoning and will contribute to the creation of jobs and economic opportunities in the downtown peninsula. Staff conclude the proposal is consistent with the HA-3 zoning district schedule and is supported.

## Condition of the Property and Conservation Approach

The building is in good condition, although it has been altered considerably over the years. The proposal includes replication of the cornices and original windows and restoration of the facades (see drawing in Appendix 'B'). The storefronts will not be directly replicated, to allow for modern retail requirements, but will reference the original storefront patterns, including the creation of transom windows and centrally located entrance doors. The Mainland Street façade was "parged", or covered, with cement many years ago, which was not uncommon. Efforts to remove the cement will be explored. If this is not viable, in order not to damage the original brick, the cement will be left in place, which is supported by staff and the Vancouver Heritage Commission, who do not feel the cement detracts from the heritage value of the building.

In early reviews, staff advised that a three storey addition may be considered (noting also that the creation of transferable density is not currently available as an option), provided the

addition is handled in a way which is compatible with the heritage character of the building, and provided the heavy timber structure of the building is retained. The current submission, which includes a structural analysis by the applicant, indicates that retention of the heavy timber structure with the additional floors is viable and will be retained. Although only the exterior is proposed to be designated and protected in this case, retention of the existing structure is required as a condition of the development application approval. The existing roof structure will have to be replaced to allow for the new floor at that level and because there is fire damage from the past. Part of the roof had been removed in a previous renovation in order to allow for a roof deck on the Mainland Street side. A new floor and roof deck assembly will be installed in this area.

Staff have concluded that the addition is compatible with the existing building and is supported, and that the proposed rehabilitation of the building, including the replication of the cornices, windows, and other elements, is consistent with the federally adopted Standards and Guidelines for the Conservation of Historic Places in Canada.

### **Results of Neighbourhood Notification and Review of the Application**

On Sept 28<sup>th</sup>, 2009, 136 surrounding property owners were notified of the development application. Two site signs were also erected, one on Mainland Street and one on Hamilton Street. Two written responses were received. One letter, while supportive of heritage retention, expressed concerns regarding the impact of the addition. The other letter expressed concerns that the main floor could become a bar or restaurant (see Appendix 'D' for the detailed responses from notification and staff comments).

Staff concluded in early reviews that a three storey addition could be considered. The overall height of the proposal complies with the 70 foot height permitted in the HA-3 zoning district schedule and is supported. The zoning district schedule permits a wide variety of uses and encourages ground level, activity-oriented uses, including pubs and restaurants. Staff support the use of the ground floor for commercial purposes as allowed for in the zoning district schedule.

### **Comments from the Vancouver Heritage Commission**

On May 25<sup>th</sup>, 2009, the Vancouver Heritage Commission reviewed the Heritage Register assessment prepared by staff, a draft Statement of Significance, and a preliminary proposal, and unanimously supported the project, including the addition of the building to the Vancouver Heritage Register in the 'C' evaluation category (see Appendix 'C' for the complete resolution of the Commission and staff comments).

### **Financial Proforma Evaluation**

Real Estate Services staff reviewed the applicant's proforma evaluation in accordance with Council's approved policies. The Director of Real Estate Services advises that the proposed variances requested by the applicant as compensation for the heritage encumbrance on land value are supportable and provide no undue profit.

## **Ecodensity Policies**

Ecodensity policy A-1 "Rezoning Policy for Greener Buildings" does not apply to the application as a Heritage Revitalization Agreement and/or rezoning is not required. However, staff encourage owners for applications such as this to achieve LEED™ Silver equivalency or better for their projects.

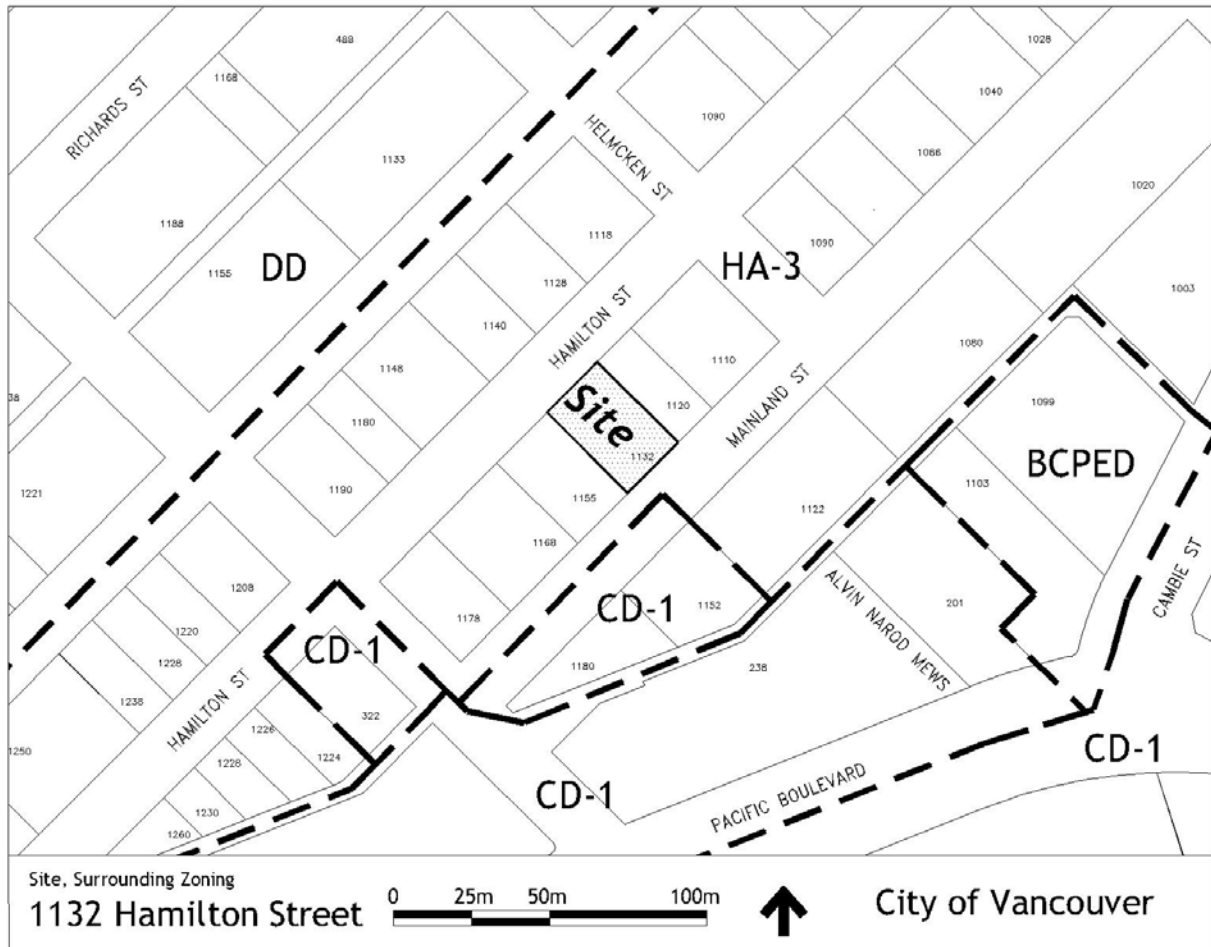
### ***FINANCIAL IMPLICATIONS***

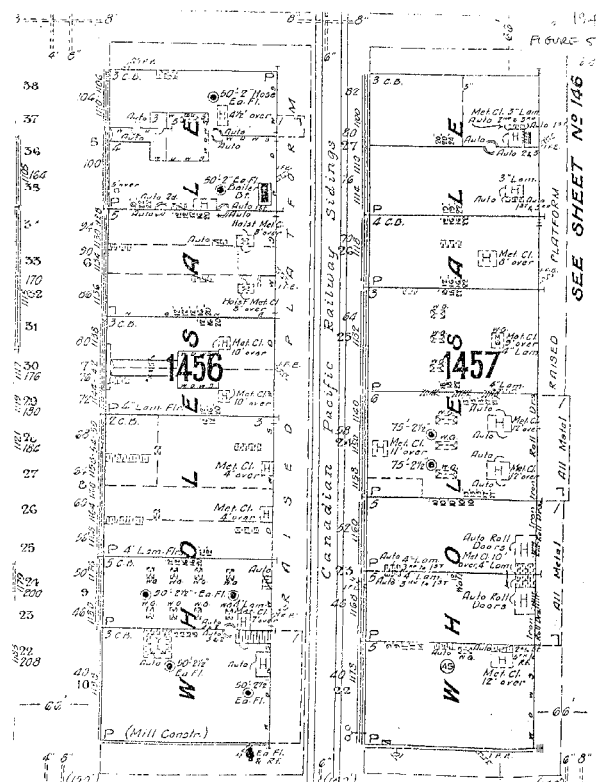
The approval of the report recommendations will have no financial implications with respect to the City's operating expenditures, fees, or staffing.

### ***CONCLUSION***

The recommended addition to the Vancouver Heritage Register and designation of the building at 1132 Hamilton Street will protect it from inappropriate exterior alterations and from demolition. In return for the rehabilitation and designation of the heritage building, a modest increase in density is proposed, which staff support. The owner has agreed to the designation of 1132 Hamilton Street and has signed an agreement with the City to waive future demands for compensation and to complete the rehabilitation work in a timely manner prior to occupancy of the building. Therefore it is recommended that Council approve the addition of the building at 1132 Hamilton Street to the Vancouver Heritage Register in the 'C' evaluation category, and its designation.

\* \* \* \* \*



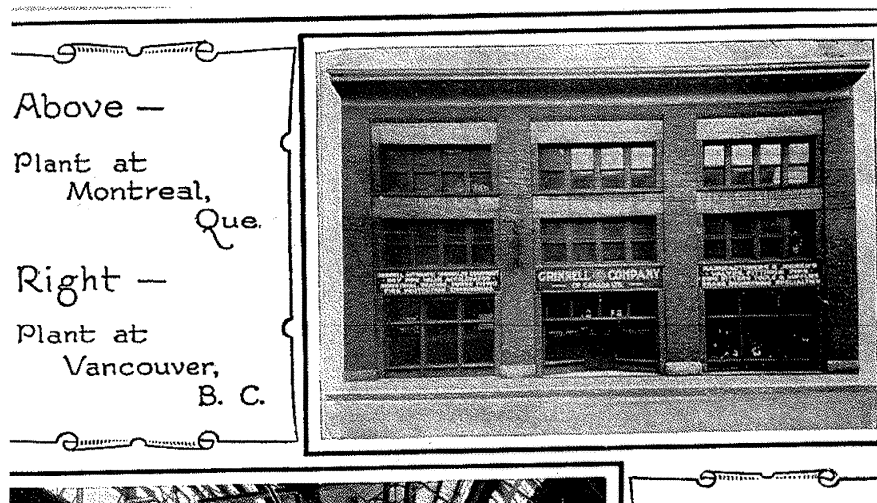


Above is portion of the 1940 "Fire Insurance" Map showing the 1100 block of Hamilton Street. 1132 Hamilton Street is the parcel directly under the "1457" numbers. Hamilton Street at that time contained a rail line (noted as the CPR "sidings") servicing the warehouses (Mainland Street also had a rail line). The tight series of parallel lines at the fronts of the buildings indicate encroaching cornices, including the cornice at 1132 Homer Street which appears in the photo on the next page. It is known from other photos that the building also had a cornice on the Mainland Street side (both cornices no longer exist but are to be replicated).

While the two buildings immediately to the south had (and still have) large cantilevered canopies over the rail loading docks on Mainland Street (noted as the "raised platform" on the far right of the map), 1132 Hamilton Street appears never to have had such a canopy.

The heights of the buildings are noted on the map, including the three storey height of 1132 Hamilton Street. There is some evidence that the building was constructed to allow for the future addition of floors, but the building appears never to have been any taller than three storeys.

The full-lot development of the warehouses, the narrow streets, and the varied heights of the buildings are features of the Yaletown warehouse district and are a part of the area's unique, homogeneous character.



Gower Group & Assoc. Ltd.

1132 Hamilton St.

ca. 1920s

The reproduction above contains the only known close-up historic photograph of the building at 1132 Hamilton Street and was probably taken in the 1920s. The photograph is from a catalogue published by the Grinnell Automatic Sprinkler Company, which occupied the building from the early twenties until 1952. The Grinnell Company was founded in 1850 and was a pioneer in fire protection and suppression systems. The company was instrumental in the increased safety and survival of many of Vancouver's older buildings after the great fire of 1886 when sprinkler systems began to be required by insurance underwriters for commercial buildings in Vancouver.

The photograph, despite its graininess, clearly shows the original cornice on Hamilton Street and the original sets of four double-hung wood windows in the upper bays, as well as the original storefronts, now all removed. The original brick facade, pilasters, and concrete lintels visible in the photograph survive for the most part, as well as the internal heavy timber structure. The Mainland Street façade would have been nearly identical to the Hamilton Street side. The photo above and other examples in the neighbourhood have been used as the basis for the proposed rehabilitation of the building, including the replication of the cornices and fenestration.





Photo 1: 1132 Hamilton Street - Hamilton Street Side - Existing Condition



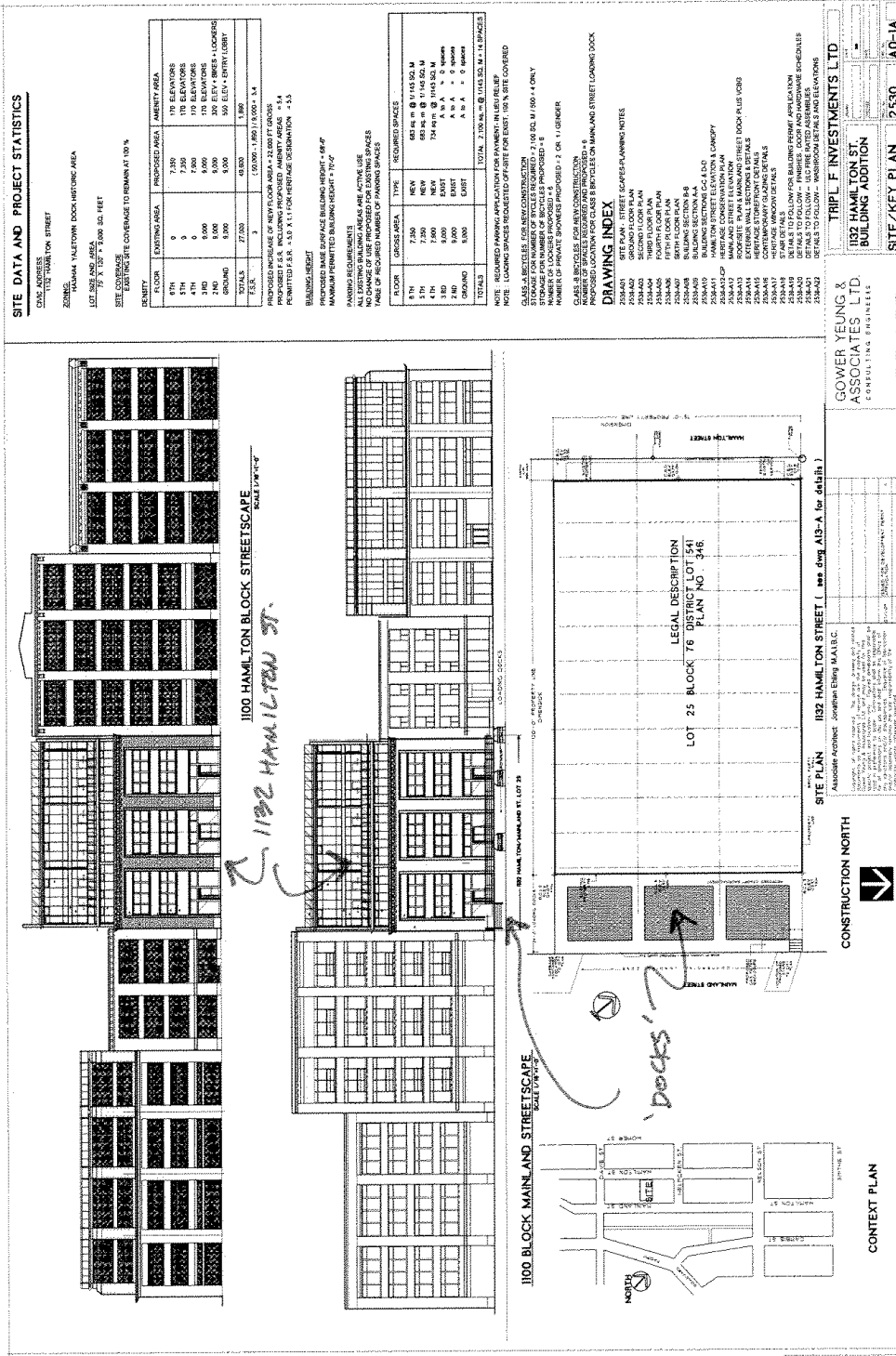
Photo 2: 1132 Hamilton Street - Mainland Street Side - Existing Condition

A single concrete lintel / spandrel above the main floor on each façade of the building were removed in the past as a feature of a previous renovation. These will be replicated.



Photo3: Interior of the Main Floor - 1132 Hamilton Street

The existing heavy timber structure, originally referred to as “semi mill construction”, is visible, including the large timber posts and beams, iron fastening and mounting hardware, and “on-edge” wood floor structure. The ground floor is currently used for vehicle sales.



**SITE DATA AND PROJECT STATISTICS**

132 HAMILTON STREET  
REMAN: TALENTOWN DOCK HISTORIC AREA  
ZONING: 132 HAMILTON STREET  
LOT SIZE AND AREA: 15' x 107' = 1605 SQ. FEET  
SITE COVERAGE: 100%  
PERMITTED P.S.R. NO. 132 HAMILTON STREET

FLOOR	EXISTING AREA	PROPOSED AREA	AMENITY AREA
6TH	0	7,300	176 ELEVATORS
5TH	0	7,300	176 ELEVATORS
4TH	0	7,300	176 ELEVATORS
3RD	0	7,300	176 ELEVATORS
2ND	0	7,300	176 ELEVATORS
GROUND	8,900	9,300	500 ELEV + BRKS + LOCKERS 500 ELEV + ENTRY LOBBY
TOTALS	8,900	43,900	1,800
F.S.R.	3	1,900,000 - 1,890,000 + 1,8	

PROPOSED INCREASE OF REVENUE AREA = 35,000 FT. SQS.  
PROPOSED INCREASE OF REVENUE AREA = 1,800,000 + 1,800,000 = 3,600,000  
PROPOSED P.S.R. NO. 132 HAMILTON STREET

**BUILDING HEIGHT**  
MAXIMUM PERMITTED BUILDING HEIGHT = 70'-0"  
MAXIMUM PERMITTED BUILDING HEIGHT = 70'-0"

**PARKING REQUIREMENTS**  
ALL EXISTING BUILDING AREAS ARE ACTIVE USE  
TABLE OF REQUIRED NUMBER OF PARKING SPACES

FLOOR	SPACE AREA	TYPE	REQUIRED SPACES
6TH	7,300	NEW	144
5TH	7,300	NEW	144
4TH	7,300	NEW	144
3RD	7,300	NEW	144
2ND	7,300	NEW	144
GROUND	8,900	EXIST	144
TOTALS			576

NOTE: REQUIRED PARKING APPLICATION FOR PAYMENT IN USE/REUSE  
GLASS FACADES FOR NEW CONSTRUCTION: 10% OF SQ. FT. ONLY  
NUMBER OF LOCKERS PROPOSED = 5  
NUMBER OF BRKS PROPOSED = 5  
NUMBER OF BRKS PROPOSED = 5 OR 4 GENDER  
PROPOSED LOCATION FOR GLASS FACADES ON MAIN AND STREET LOADING DOCK

**DRAWING INDEX**

NO.	DESCRIPTION
230000	GENERAL NOTES
230001	GENERAL NOTES
230002	GENERAL NOTES
230003	GENERAL NOTES
230004	GENERAL NOTES
230005	GENERAL NOTES
230006	GENERAL NOTES
230007	GENERAL NOTES
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230099	GENERAL NOTES
230100	GENERAL NOTES

**1100 HAMILTON BLOCK STREETSCAPE**  
SCALE 1/8" = 1'-0"

**1132 HAMILTON ST.**

**1100 BLOCK MAINLAND STREETSCAPE**  
SCALE 1/8" = 1'-0"

**LEGAL DESCRIPTION**  
DISTRICT LOT 541  
PLAN NO. 346

**1132 HAMILTON STREET (see drawing A13-A for details)**

**CONSTRUCTION NORTH**

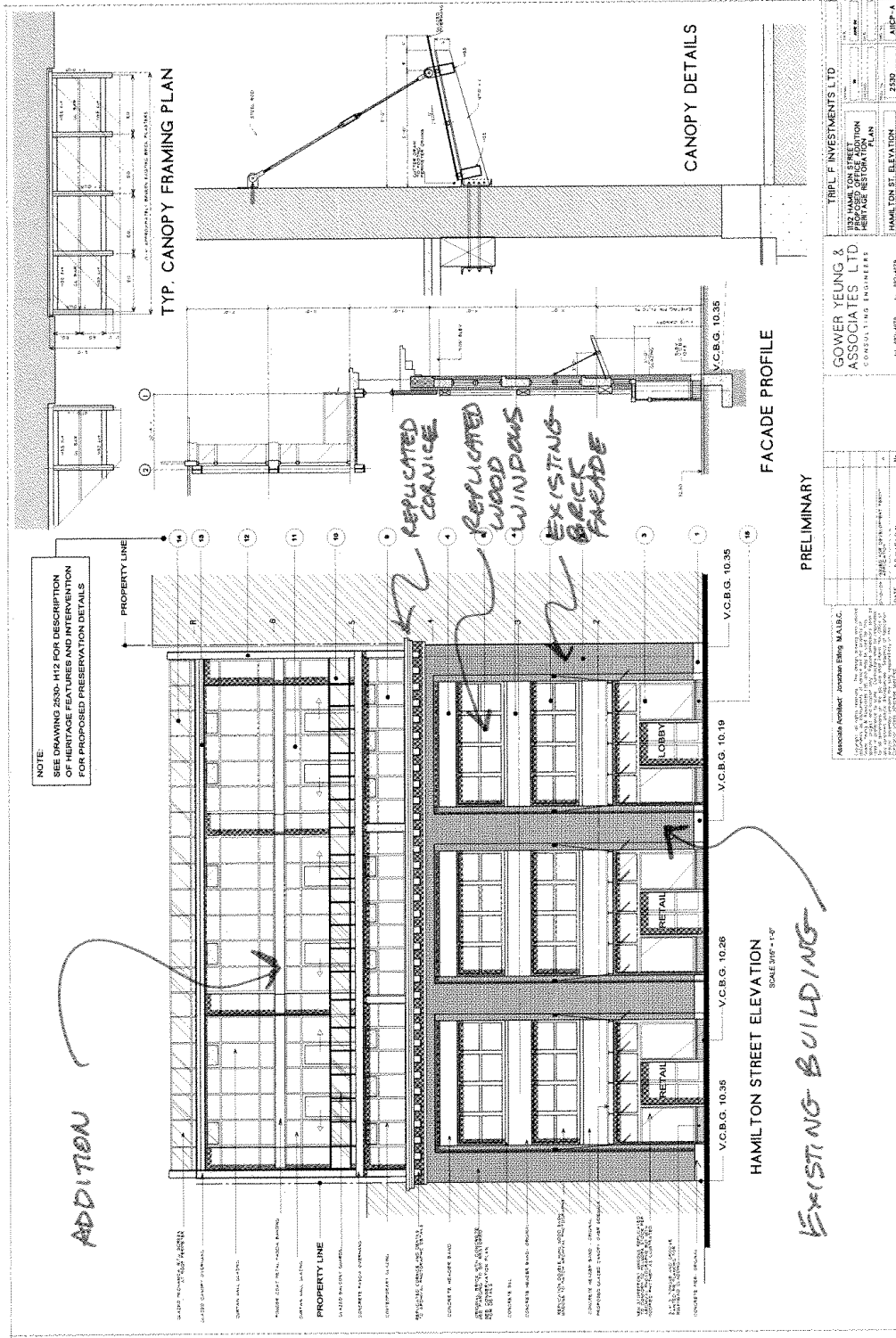
**CONTEXT PLAN**

**GOWER YEUNG & ASSOCIATES LTD.**  
CONSULTING ENGINEERS  
1132 HAMILTON ST.  
BUILDING ADDITION

**TRIP F INVESTMENTS LTD.**

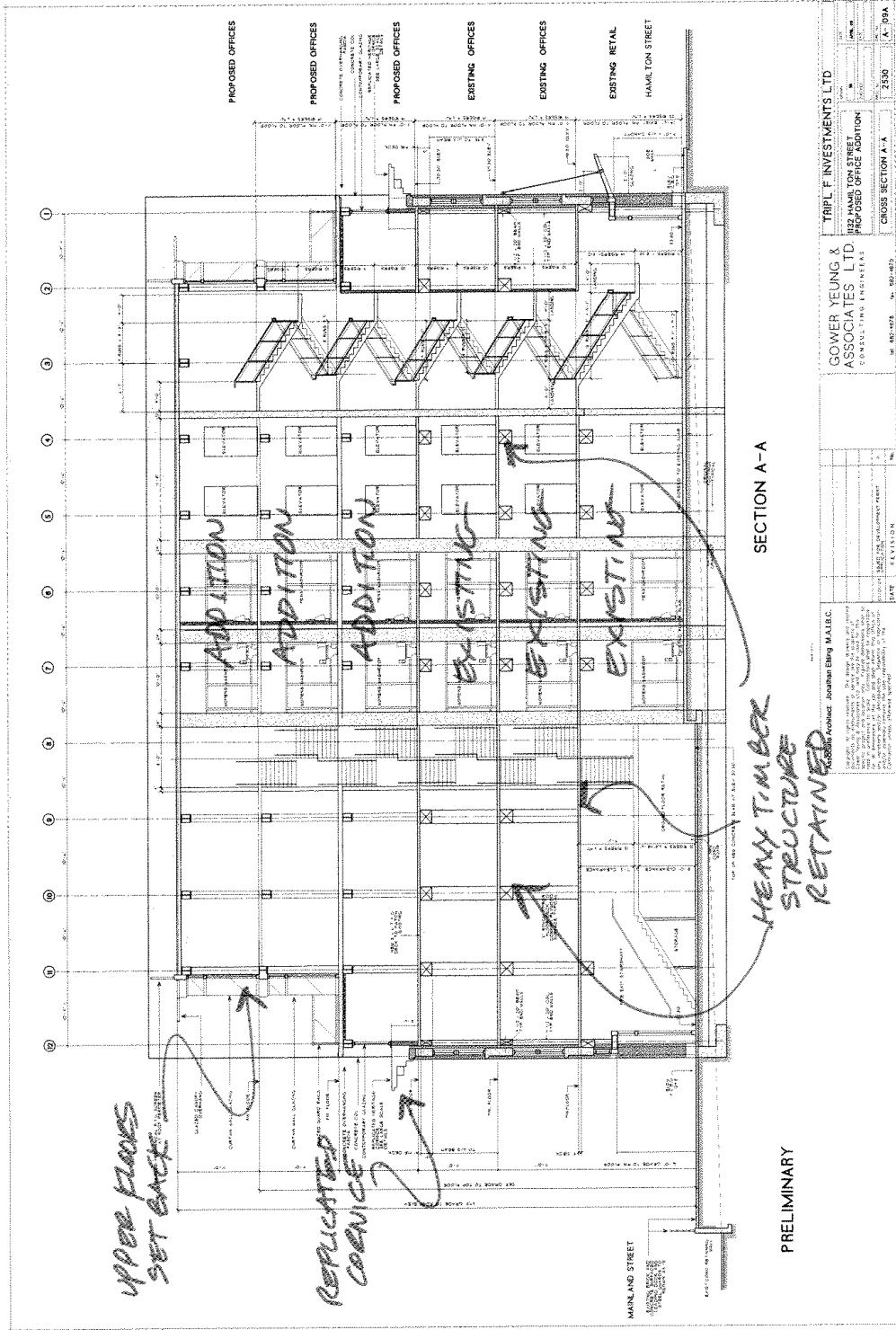
**SITE/KEY PLAN** 2530 AO-1A

**SITE PLAN & CONTEXT - 1132 HAMILTON ST.**



HAMILTON ST. ELEVATION - 1132 HAMILTON ST.





SECTION - 1132 HAMILTON STREET

Resolution of the Vancouver Heritage Commission and Staff Comments.

On May 25<sup>th</sup>, 2009 the Vancouver Heritage Commission reviewed the Register assessment prepared by staff, the proposed addition to the Vancouver Heritage Register in the 'C' evaluation category, the draft Statement of Significance, and a preliminary proposal and resolved the following:

MOVED

THAT the Vancouver Heritage Commission supports the preliminary application at 1132 Hamilton Street based on the Register Evaluation, Statement of Significance, and Plans of a Preliminary Scheme for the proposal of adding this building to the Vancouver Heritage Register in the 'C' evaluation category.

FURTHER THAT the Commission expects the design development to include four light replacement windows and the design of the additions to be compatible but distinguishable.

CARRIED UNANIMOUSLY

Staff Comments:

The current development application correctly indicates the sets of four windows. The design of the addition is compatible but distinguishable from the heritage building and respectful of its heritage character.

### Results of Neighbourhood Notification and Review of the Applications

On Sept 28<sup>th</sup>, 2009, 136 surrounding property owners were notified of the development application. Two site signs were also erected, one on Mainland Street and one on Hamilton Street. Two written responses were received. One letter, while supportive of heritage retention, expressed concerns that the proposed additions will contribute to the loss of the unique character of the Yaletown warehouse neighbourhood and will create adverse shadowing effects. The other letter expressed concerns regarding increased noise and garbage impacts in the neighbourhood if the main floor became a bar or restaurant. The detailed concerns and staff comments are noted below:

*(1) While heritage retention is supportable, the proposed addition to the building will double its height, and will further denigrate the unique feeling which Yaletown has. The addition will contribute to making the neighbourhood feel more anonymous, and will create adverse shadowing impacts.*

Staff comments: The height of the addition complies with the permitted 70 foot height limit in the HA-3 zoning district schedule, and it is anticipated that most new development or additions to existing buildings in Yaletown will maximize height and density. Staff concluded in early reviews that additional on-site density is the only viable option to compensate the owner for heritage costs including designation in this case. Staff recognize that the three storey height of the building is a part of its character, but concluded that a three storey addition could be considered if heritage compatibility and character impacts were addressed. While the proposal will increase shadowing on adjoining streets and properties, the impact will likely be no greater than would be the case if the existing building was to be demolished and the site redeveloped with a new building. Staff conclude that the design of the new floors has been handled in an appropriate manner, including addressing character and shadowing impacts, and support the proposed three storey addition and the proposed height.

*(2) Yaletown residents have been exposed to ongoing construction noise and disruption over the years. The ground floor may become a bar or restaurant and there are enough of these in the area already. Such uses would add to the disruption, and increase noise and garbage impacts.*

Staff comments: The HA-3 zoning district schedule permits a wide variety of uses and encourages ground level, activity-oriented uses. Some conditional uses, such as a pub, require that compatibility with surrounding uses, and parking and traffic impacts, be considered by the Director of Planning in the review of an application for the approval of such uses. Staff support the use of the ground floor for commercial purposes as allowed for in the HA-3 zoning district schedule.