



## ADMINISTRATIVE REPORT

Report Date: May 28, 2010  
Contact: James Boldt  
Contact No.: 604.873.7449  
RTS No.: 08589  
VanRIMS No.: 08-2000-20  
Meeting Date: June 22, 2010

TO: Vancouver City Council

FROM: Director of Planning in consultation with the Director of Legal Services

SUBJECT: Heritage Revitalization Agreement and Designation - 356 West 11th Avenue  
'The McLean Residence'

### *RECOMMENDATIONS*

- A. THAT the building currently located at 356 West 11<sup>th</sup> Avenue, listed in the 'A' evaluation category on the Vancouver Heritage Register, be designated as protected heritage property.
- B. THAT Council authorize the Director of Legal Services to prepare and sign on the City's behalf a Heritage Revitalization Agreement for the building located at 356 West 11<sup>th</sup> Avenue to:
  - secure the rehabilitation and long-term preservation of the building;  
and
  - grant variances in excess of those permitted in the Zoning District Schedule applicable to the site and variances of the Zoning and Development By-law.
- C. THAT Council instruct the Director of Legal Services to bring forward for enactment a by-law to authorize the Heritage Revitalization Agreement and a by-law to designate the building located at 356 West 11<sup>th</sup> Avenue as protected heritage property.
- D. THAT the Heritage Revitalization Agreement shall be prepared, completed, registered, and given priority, to the satisfaction of the Director of Legal Services and the Director of Planning.

### *GENERAL MANAGER'S COMMENTS*

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

### ***COUNCIL POLICY***

- *Heritage Policies and Guidelines*
- *"Rezoning Policy for Greener Buildings" (Ecodensity Policy A-1)*
- *Mount Pleasant 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 for a Heritage Revitalization Agreement (HRA) and a Heritage Designation By-law to secure the rehabilitation and long term preservation of the heritage building located at 356 West 11<sup>th</sup> Avenue, which is listed in the 'A' evaluation category on the Vancouver Heritage Register. The proposed HRA will result in a variance to the RT-6 Zoning District Schedule to permit an increase in density from the permitted floor space ratio (FSR) of 0.75 (5,625 square feet) to a proposed density of 0.95 FSR (7,122 square feet), and other variances, as set forth in Development Application Number DE413635. The recommended HRA, with its associated variances, will provide an incentive to the property owner to rehabilitate and preserve the heritage building.

### ***BACKGROUND***

The site is located in the West Mount Pleasant neighbourhood near City Hall (see the site map in Appendix 'A') in an area zoned RT-6, which permits infill development and conversion of existing buildings into suites, as well as multi-unit, new buildings. The site is 60 feet wide by 125 feet deep and has a 20 foot lane at the rear. The West Mount Pleasant neighbourhood is noted for containing a large number of heritage resources, including many grand Edwardian homes such as 'The McLean Residence'. The building across the street at 335 West 11<sup>th</sup> Avenue was recently designated by Council as protected heritage property as part of an application which approved an Infill One-Family Dwelling at the rear of the site.

### ***DISCUSSION***

#### **Heritage Value**

'The McLean Residence' was built in 1910 for its first owner, Murdoch C. McLean, a customs inspector, and is listed in the 'A' evaluation category on the Vancouver Heritage Register. The building was designed by the architectural firm Campbell and Bennett, which was responsible for the design of other houses in the neighbourhood, as well as the Cobalt Hotel on Main Street. 'The McLean Residence' is valued as an extraordinary example of substantial Edwardian residential architecture (see photos in Appendix 'B'). The building's terra cotta block facing and sandstone quoins and trims are unusual and rare. Also of note are its expressive craftsman detailing, large porch, turret projection, arched windows, stained glass, and rich interiors (most of which still survive). While the West Mount Pleasant Neighbourhood saw the construction of many grand homes during the Edwardian period, few buildings in the area are as opulent as 'The McLean House'. Part of its prominence may also be associated with its proximity to Rogers Park (now the City Hall campus), around which many large homes were constructed. 'The McLean Residence' has remained a single family house over the years,

which has assisted in the retention of many features (most of the large, Edwardian houses in the area have been converted to multi-unit buildings). Overall 'The McLean Residence' is an excellent and rare example of the type of architecture which appealed to upper middle class residents of British ancestry during the Edwardian building boom which occurred at the end of the first decade of the twentieth century.

### **Development Application, Zoning Variances, and Incentive Approach**

The existing heritage building contains approximately 4,673 square feet (0.62 FSR) of floor area, including a full basement (see the drawings in Appendix 'B' and the zoning summary in Appendix 'D'). While the heritage building is tall, it is relatively shallow, resulting in restricted room dimensions. The development application proposes a 545 square foot main floor addition at the rear and west side in order to increase the dining room area and create a rear living room area. A small dormer on the east side is to be reconfigured to allow for more headroom. No other substantial changes are proposed for the heritage building, and it will be occupied as a One-Family Dwelling.

An Infill One-Family Dwelling is proposed at the rear of the property with a floor area of 1,904 square feet (0.25 FSR). The RT-6 Guidelines require that an existing building have a least a 16.1 foot side yard on one side of the building for the site to qualify for infill development. The existing side yard of 'The McLean Residence' is approximately 8.2 feet (see Table 2 on page 2 of Appendix 'D'). The Director of Planning has granted a variance of this requirement, subject to Council's approval of the designation of the existing building and the proposed HRA.

The permitted density is 0.75 FSR (5,625 square feet). The HRA allows an overall density for the site, including both buildings, of 0.95 FSR (7,122 square feet). Other variances provided for in the HRA include a height variance for the heritage building to allow for the replication of the building, or portions of it, should the building be damaged or destroyed (the existing building is 46.5 feet in height and the permitted height is 35.1 feet). As well, a variance is included which allows the area under the existing porch, and similar areas, to be excluded from the calculation of FSR, as they are not to be used as developed space. Staff have reviewed the application and conclude that the proposed density on the site and the size of the infill building are reasonable and that the increased value of the density is commensurate with heritage rehabilitation costs. Staff conclude that the proposed development would generally be compatible with adjoining properties. The additional density provides an incentive to the owner to designate and preserve the heritage building. Staff support the proposed variances, including the density variance of 0.95 FSR.

### **Compatibility with Existing Zoning and Land Use Regulations**

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 building is consistent with the zoning. The new infill building responds well to neighbouring properties in terms of scale and design. The contemporary style of the infill building and the addition on the heritage building is a departure from the RT-6 Guidelines, which generally require new development to reflect the heritage character of the area. In this case, a modern expression is proposed in order to clearly distinguish the new work from the unique character and rich Edwardian detailing of the heritage building. The Vancouver Heritage Commission, in review of the application, concludes that this approach is supportable in this case (see Appendix 'C' for the full resolution of the Vancouver Heritage Commission). Staff conclude that the contemporary style proposed for the infill building and the addition on the heritage building are supportable and that the proposal is consistent with the intent of the zoning.

### **Condition of the Property and Conservation Approach**

The heritage building is in good condition and retains much of its original material both on the interior and exterior. The terra cotta block cladding will be cleaned and re-pointed as necessary. Some of the sandstone trims and masonry window sills have deteriorated and replacements with matching stone may be necessary. The stucco (in the gable ends) is in reasonable condition and is to be repaired as necessary and painted. The porch is in good condition and will be painted. A membrane over the porch floor is to be removed and new solid wood decking installed. The front stairs, with terra cotta side walls, are in need of replacement (the stairs will be rebuilt in concrete and the side wall material salvaged and re-installed). The asphalt roof will be replaced with slate roofing or a slate roofing substitute. The interior features, although not proposed to be designated, will be retained and repaired for the most part. The addition at the rear of the heritage building is designed to wrap around the south and west facades so that significant openings and changes to the rear of the building are not required. Staff conclude that the proposed rehabilitation work is supported and consistent with Heritage Policies and Guidelines and the Standards and Guidelines for the Conservation of Historic Places in Canada.

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

Thirty-eight surrounding property owners were notified of the application, and a site sign was displayed at the property. Two responses expressing objections or concerns were received (full neighbourhood comments, with staff responses, are discussed in Appendix 'E'). Concerns include the size of the proposed density variance (0.95 FSR), the amount of the site covered by buildings, the size of the infill building, and the loss of mature trees, landscaping, and open space in the rear yard. The visual impact of the proposed addition on the heritage building's front porch is also a concern.

Staff conclude that the proposed density and the development of the rear yard with an infill building are supportable and in keeping with the RT-6 Zoning District Schedule and the RT-6 guidelines. Conditions of the development application approval require improvements in the massing to mitigate the impact of the infill building. The site coverage is required to be in compliance with the Zoning District Schedule. The proposed landscaping is of high quality and any required replacement trees will meet the provisions of the Tree By-law. The amount of open green space will be maximized. Design refinement of the addition is also required to ensure that the impacts of the proposed addition on the character of the heritage building are minimized. Staff support the proposal, including the proposed density variance of 0.95 FSR.

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

On February 8<sup>th</sup>, 2010 the Vancouver Heritage Commission reviewed the application, as well as the heritage assessment of the building (Statement of Significance) and the Conservation Plan and supported the proposal (for the complete resolution of the Commission, see Appendix 'C')

### **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.

### **Greener Buildings Policy**

The City's "Rezoning Policy for Greener Buildings" applies to the application and requires developments of this scale to achieve BuiltGreen BC™ Gold with a score of EnerGuide 82, or an equivalent achievement in green design. The policy allows for exemptions for heritage components provided reasonable design efforts are made to improve green performance where appropriate, while respecting heritage aspirations and promoting heritage retention. Staff encourage owners for applications such as this to seek registration and certification with BuiltGreen BC™. Conditions of the development application approval will require that the drawings for the infill building incorporate the required sustainable features, noting as well that the "Green Homes Program" changes to the Vancouver Building By-law, adopted on September 5<sup>th</sup>, 2008, will be applicable to the new infill building as well.

### ***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 Heritage Revitalization Agreement and designation if approved will grant a density of 0.95 FSR (7,122 square feet) and a number of other variances, and will secure the rehabilitation and long-term protection of 'The McLean Residence', located at 356 West 11<sup>th</sup> Avenue and listed on the Vancouver Heritage Register in the 'A' evaluation category. The additional density provides an incentive which makes this conservation proposal viable. The owners have agreed to the heritage designation of 'The McLean Residence' and are prepared to waive future demands for compensation. Therefore, it is recommended that Council approve the Heritage Revitalization Agreement and the designation of 356 West 11<sup>th</sup> Avenue, 'The McLean Residence'.

\* \* \* \*

***DEPARTMENTAL APPROVAL AND REPORT CONCURRENCES***

General Mgr./Dept. Head:

Report Date: May 28<sup>th</sup>, 2010

\_\_\_\_\_  
Date:

Author: James Boldt

General Mgr./Dept. Head:

Phone No.: 604.873.7449

\_\_\_\_\_  
Date:

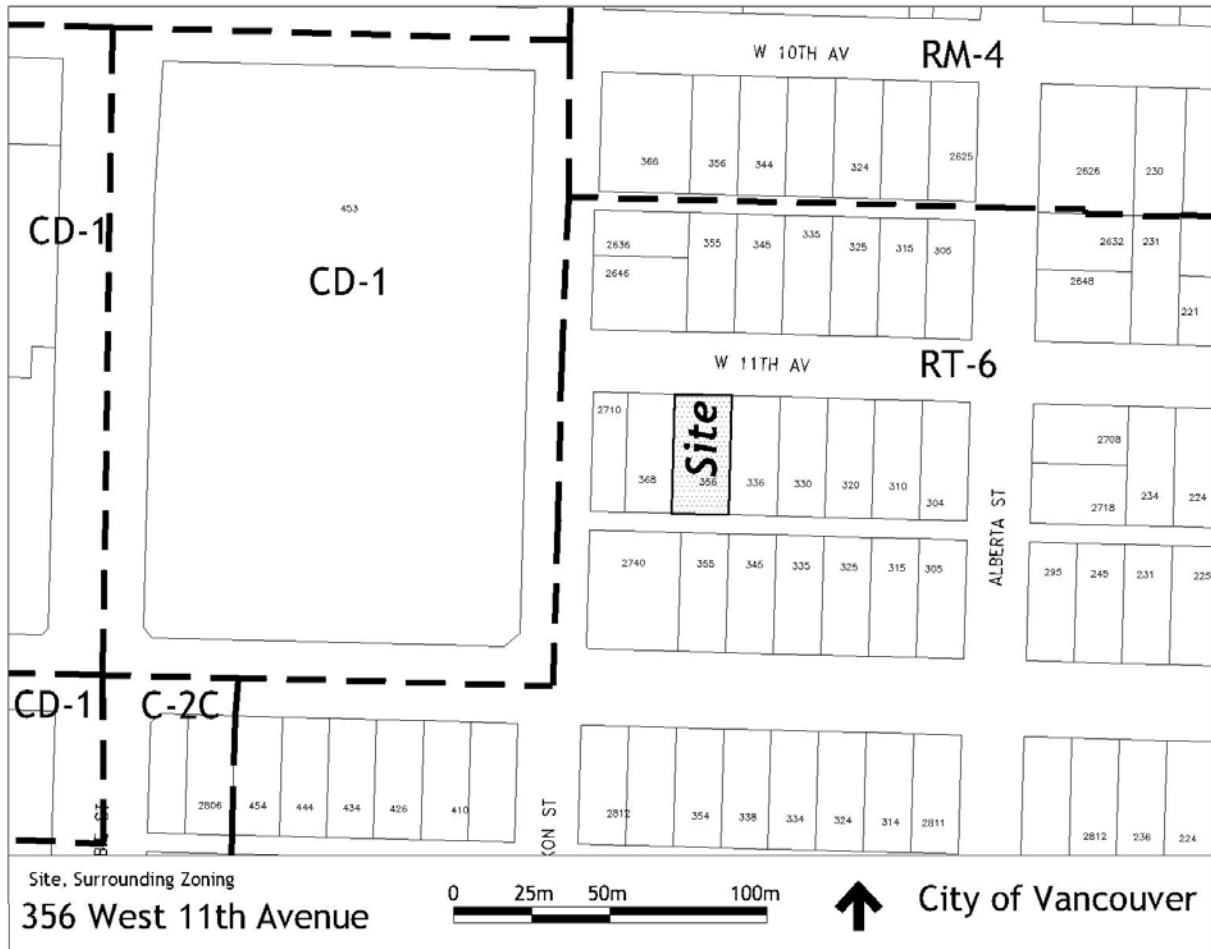
Concurring Departments:

Legal- Frances J. Connell/Yvonne Liljefors

This report has been prepared in consultation  
with the departments listed to the right, and  
they concur with its contents.

\_\_\_\_\_  
Signature

Real Estate Services- Leigh Gayman



Site Location Map - 356 West 11<sup>th</sup> Avenue



Photo 1: Front of 'The McLean Residence' (north side)



Photo 2: View of the Front Porch from the West Side Yard (looking north). The proposed addition will occupy the open area in the foreground behind the porch.

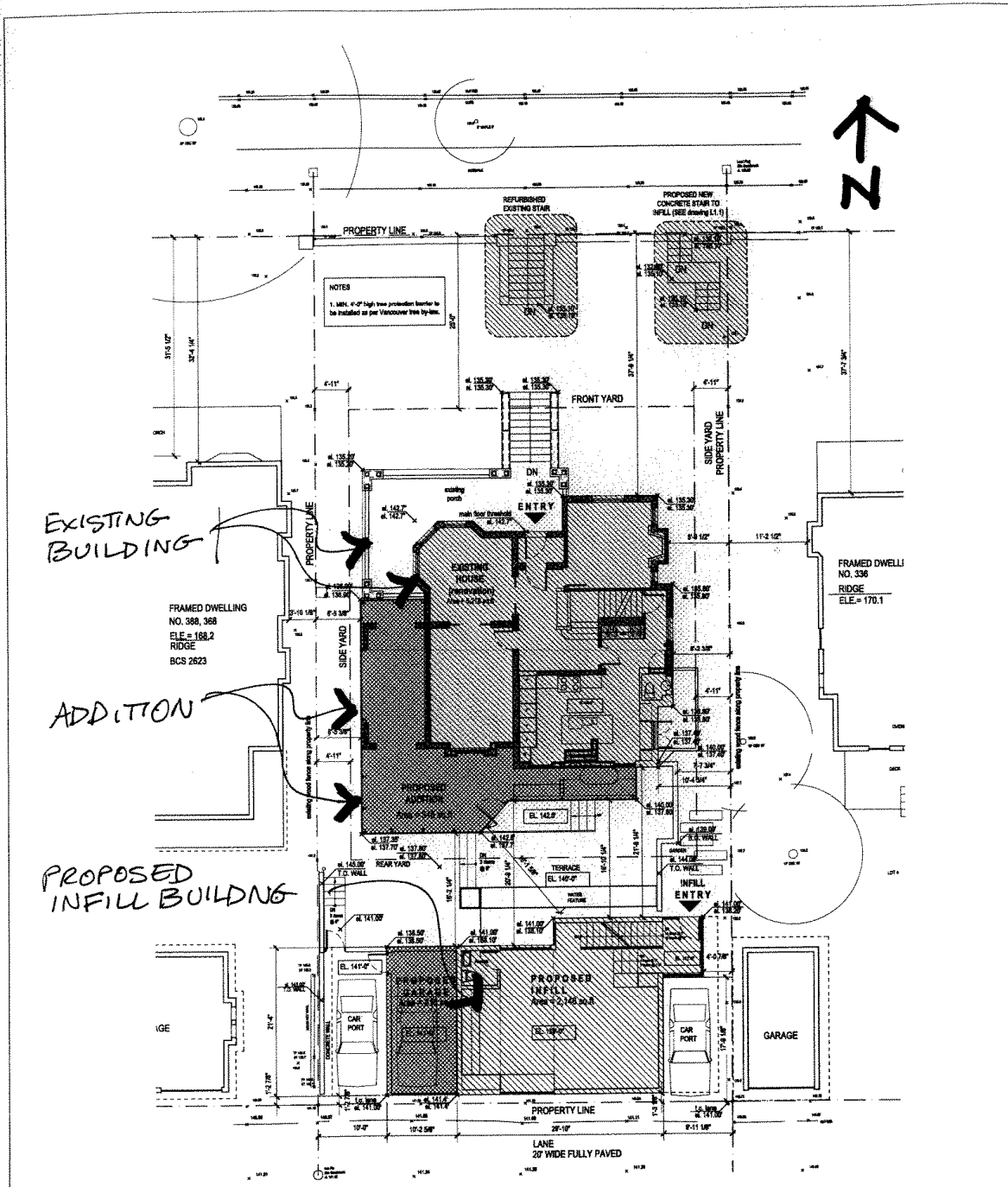




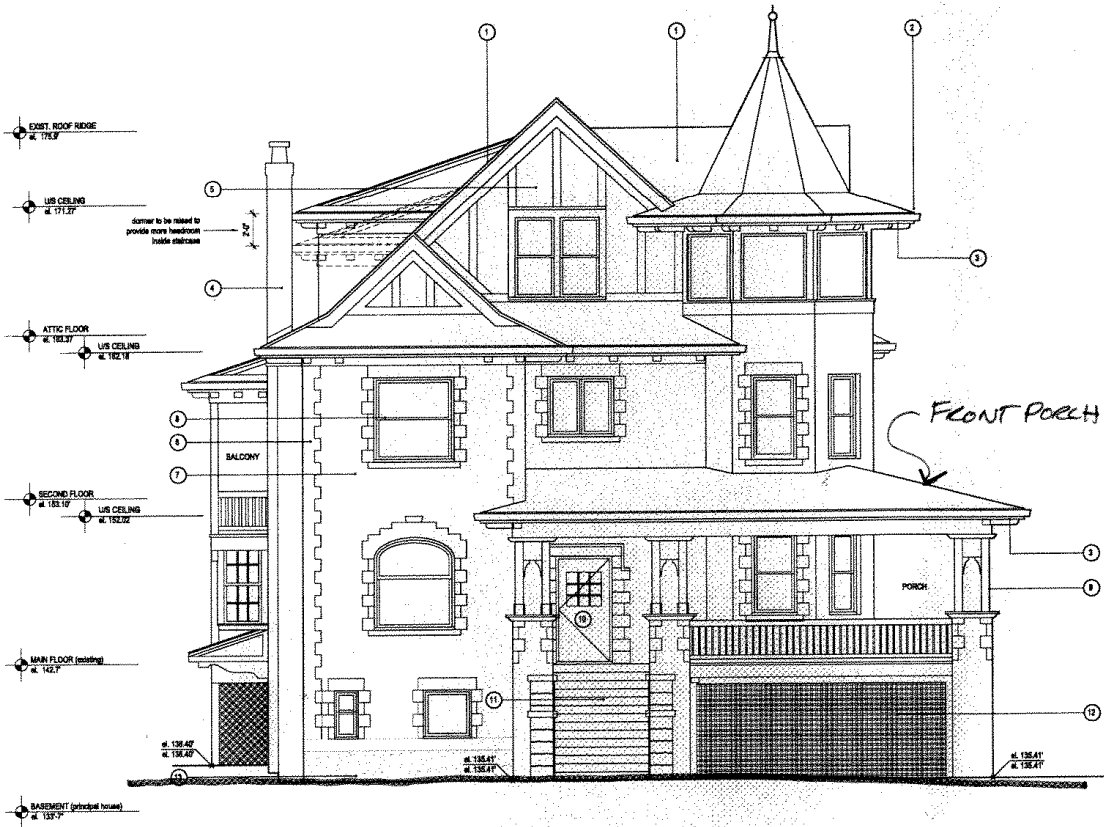
Photo 3: Rear of 'The McLean Residence' (south side)



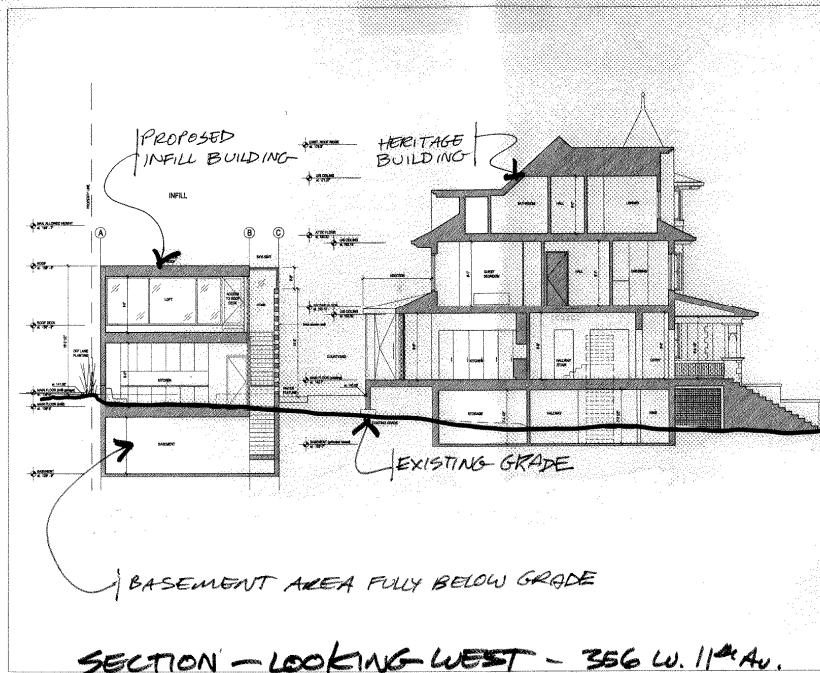
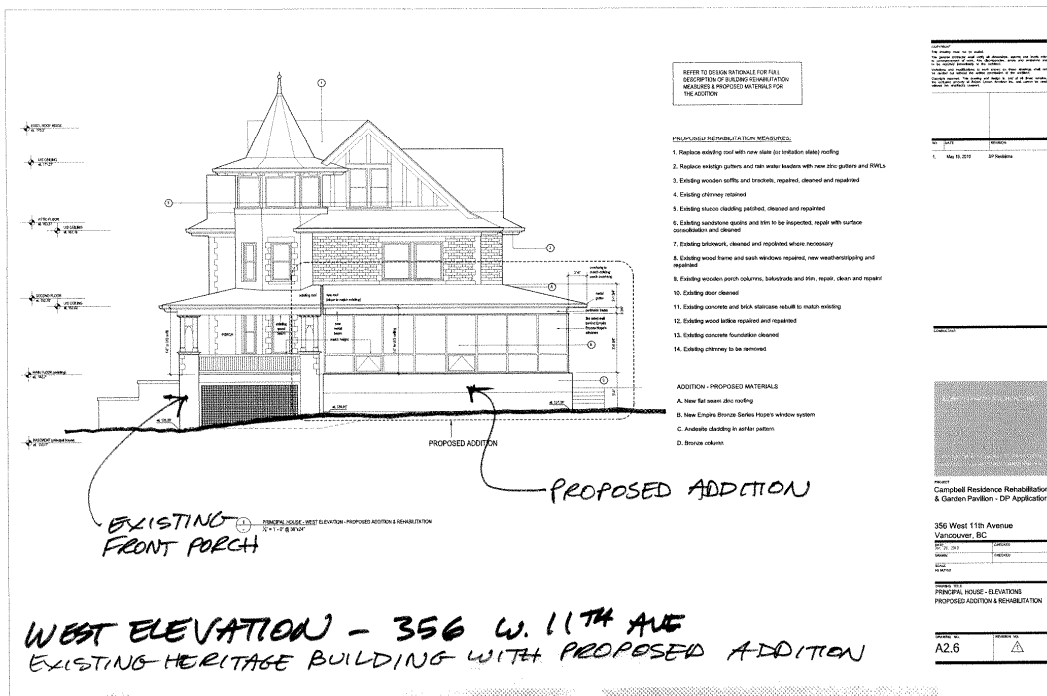
Photo 4: Close up of Masonry Detail

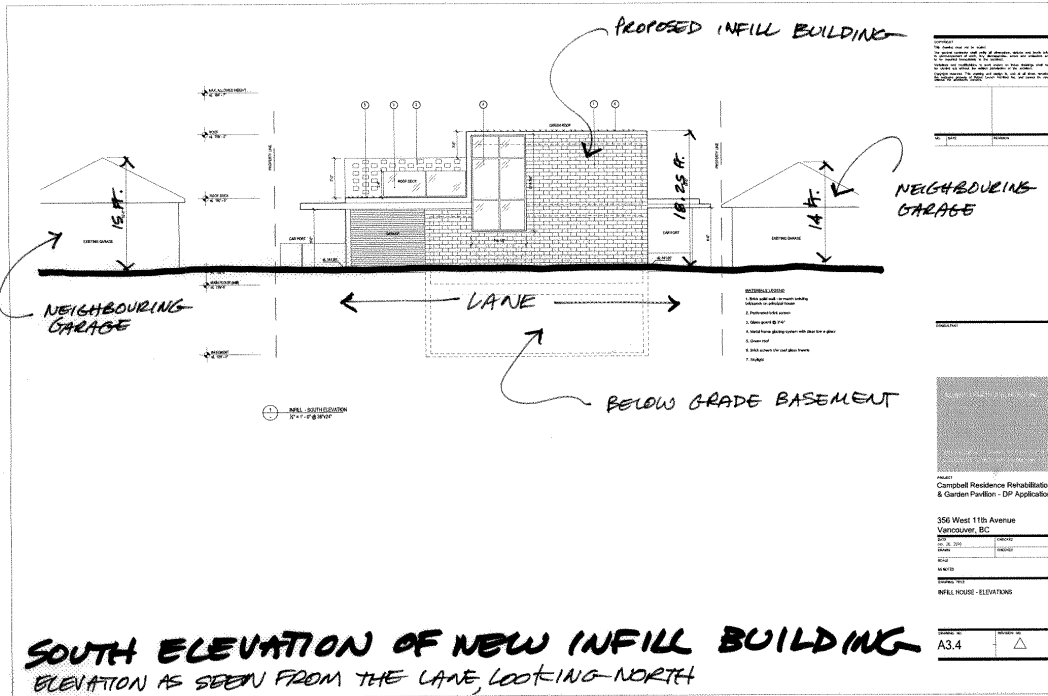


1 SITE PLAN  
1/4" = 1'-0"  
Removed Wall  
**SITE PLAN - 356 W. 11th Av.**

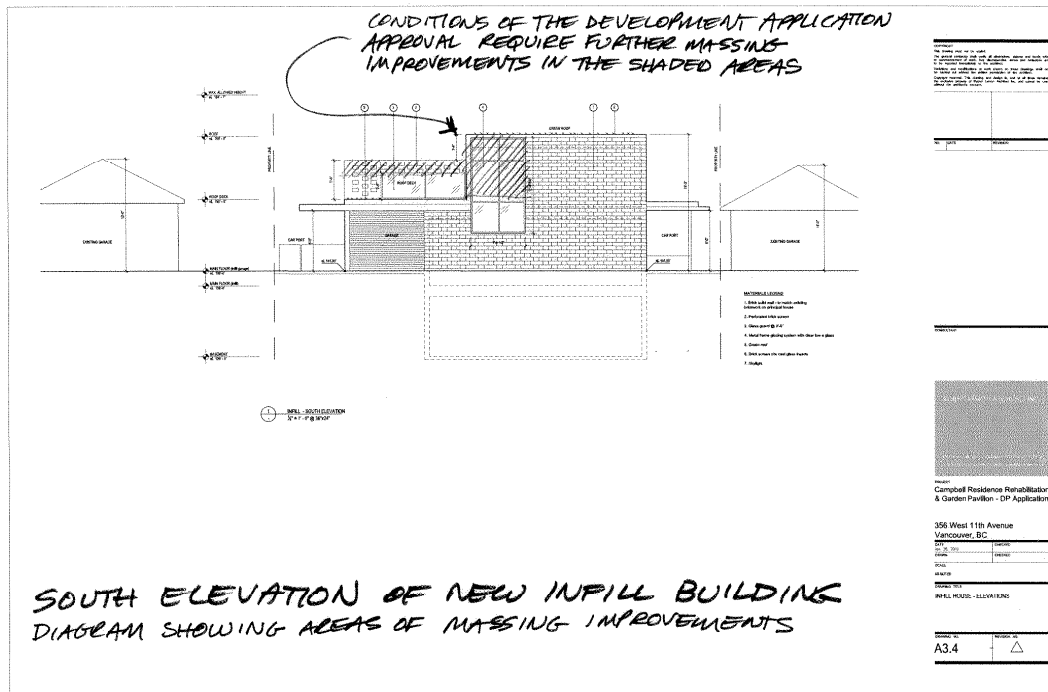


**FRONT ELEVATION - 356 W. 11<sup>th</sup> AVE**  
EXISTING HERITAGE BUILDING





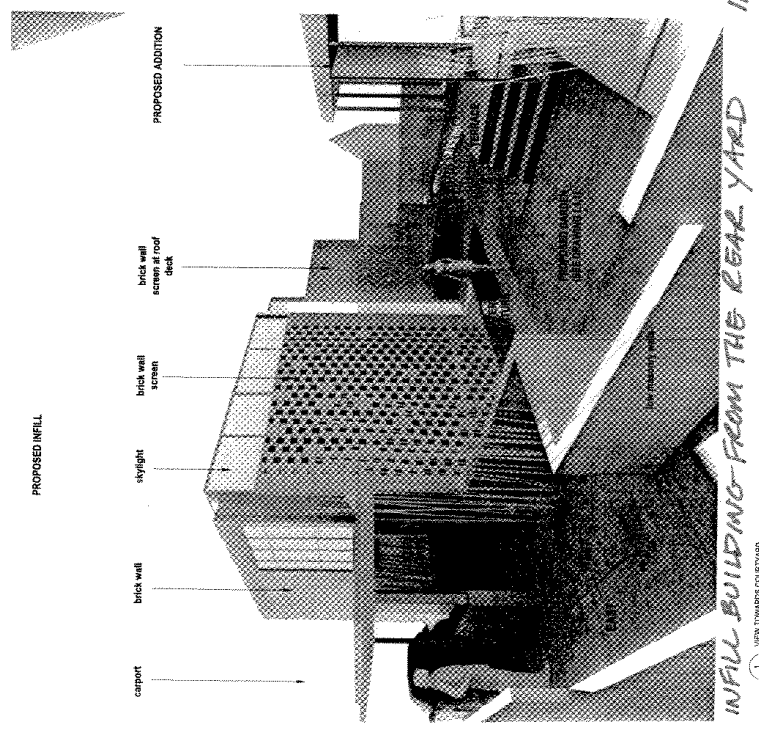
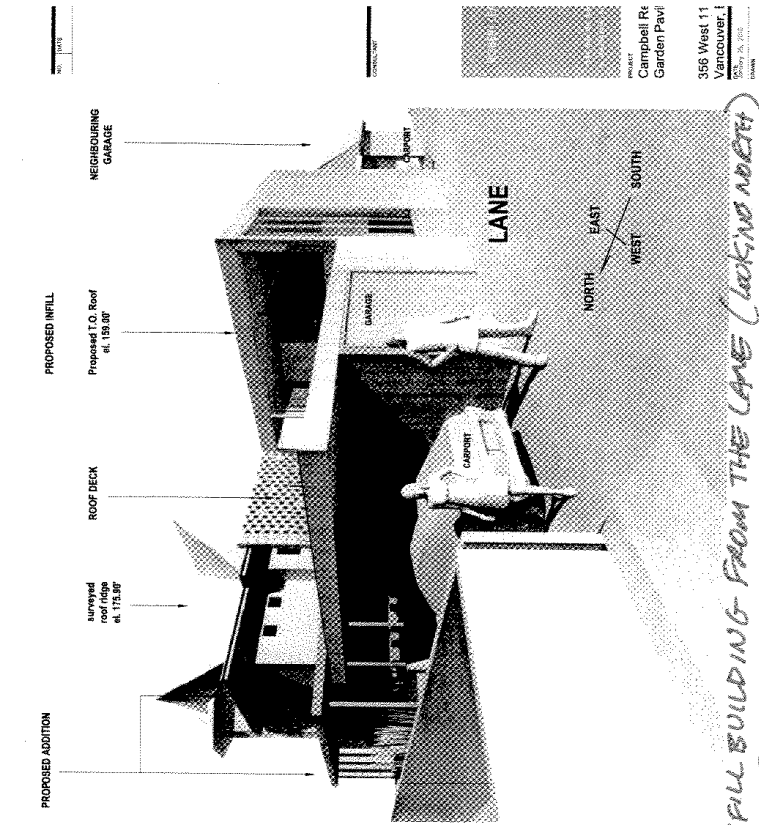
**SOUTH ELEVATION OF NEW INFILL BUILDING**  
ELEVATION AS SEEN FROM THE LANE, LOOKING NORTH



**SOUTH ELEVATION OF NEW INFILL BUILDING**  
DIAGRAM SHOWING AREAS OF MASSING IMPROVEMENTS

**NOTES**  
1. This drawing shall be used in conjunction with the other drawings in this set.  
2. All dimensions are in millimeters unless otherwise stated.  
3. The architect shall be responsible for obtaining all necessary permits and approvals from the appropriate authorities.  
4. The architect shall be responsible for ensuring that all work is completed in accordance with the applicable building codes and regulations.

**DATE**  
NOV 2023



IN FILL BUILDING FROM THE LANE (LOOKING NORTH)

IN FILL BUILDING FROM THE REAR YARD

366 West 11  
Vancouver, BC  
V6C 2K5  
TEL: 604.273.1234  
WWW.AAAS.COM

PROJECT  
Campbell Rd  
Garden Pavil

DATE  
NOV 2023

SCALE  
AS SHOWN

PROJECT OVER

NOV 2023

A0.3

RENDERING OF PROPOSED INFILL BUILDING

**Resolution of the Vancouver Heritage Commission**

On February 8<sup>th</sup>, 2010, the Vancouver Heritage Commission reviewed the application and resolved the following:

THAT the Vancouver Heritage Commission (VHC) supports the Statement of Significance for 356 West 11<sup>th</sup> Avenue as presented at this meeting including the Conservation Plan and Infill Design; and

FURTHER THAT the VHC supports the increase to .95 FSR subject to the approval of the proforma by the Real Estate Division; and

FURTHER THAT the applicant reconsider the extent and detailing of the “solarium” addition to make it more compatible while being distinct, with the existing building.

CARRIED

Staff note that conditions of the development application approval ensure that the addition at the rear of the heritage building will be clearly distinguishable from the original heritage building, yet compatible with the heritage building’s Edwardian architecture and character. Real Estate Services staff conclude, in review of the proforma which was submitted as part of the application, that the proposal receives no undue financial benefit and is supportable.

**Technical Zoning Summary**

The following tables show the zoning technical summary of the regulations and guidelines applicable to the site, as well as a comparison with other infill development approved in the area. The site area of 356 West 11<sup>th</sup> Avenue is 7,497 square feet.

**Table 1: Regulations Contained within the RT-6 Zoning District Schedule**

| Item   | Permitted or Required                  | Existing   | Proposed   |
|--|--|--|--|
| Height - Heritage Building                     | 35.1 feet and 2.5 storeys maximum      | 46.5 feet and 3 storeys                                    | As per existing  |
| Front Yard - Heritage Building                 | 25 feet minimum                        | 33.8 feet  | As per existing  |
| Side Yards - Heritage Building                 | 4.92 feet minimum                      | 6.77 feet (west side porch)<br>4.54 feet (east side porch) | As per existing  |
| Rear Yard - Heritage Building                  | 35.1 feet minimum                      | 47.92 feet   | 38.75 feet (to rear of new addition)   |
| Floor Space Ratio (FSR) - overall for the site | 5,625 square feet (0.75 FSR maximum)   | Heritage Building: 4,673 square feet (0.62 FSR)            | Heritage Building: 5,218 square feet (0.70 FSR)<br><br>Infill Building: 1,904 square feet (0.25 FSR)<br><br>total: 7,122 square feet (0.95 FSR)* |
| Site Coverage                                  | 3,373 square feet (45% maximum)        | 2,109 square feet (28%)                                    | 3,134 square feet (42%)  |
| Dwelling Unit Density - overall for the site   | 5 units (74 units per hectare maximum) | 1 unit (One-Family Dwelling)                               | 2 units (One Family Dwelling and an Infill One-Family Dwelling)  |
| Height of the Infill Building                  | 25.2 feet and 1.5 storeys maximum      | -  | 18.25 feet and 1.5 storeys   |

\* Variance proposed - requires Council's approval of the proposed Heritage Revitalization Agreement



**Table 2: Relevant Portions of the RT-6 Guidelines**

| Item   | Permitted                 | Existing   | Proposed   |
|--|---------------------------|--|--|
| Rear yard area with infill development                               | 2,098 square feet minimum | -  | 2,692 square feet                                |
| Side yard @ existing building to qualify for rear infill development | 16.1 feet minimum         | 8.2 feet*<br>(east side not counting side porch) | 8.2 feet*<br>(east side not counting side porch) |
| Separation of existing building and infill building                  | 16.1 feet minimum         | -  | 16.18 feet                                       |

\* Variance granted by the Director of Planning as part of the development application approval

**Table 3: Comparison of the Proposal with Other Recent Approvals in the Area**

| Floors              | Proposal at 356 West 11 <sup>th</sup> Avenue | 335 West 11 <sup>th</sup> Avenue<br>(with designation) | 2863 Alberta Street         | 231 West 11 <sup>th</sup> Avenue |
|---------------------|--|--|-----------------------------|----------------------------------|
| Existing Building:  |  |  |                             |                                  |
| basement            | 1,260 sq. ft.                                | 1,163 sq. ft.  | 1,137 sq. ft.               | 756 sq. ft.                      |
| "above grade"       | 3,958 sq. ft.                                | 2,764 sq. ft.  | 2,335 sq. ft.               | 2,840 sq. ft.                    |
| Infill Building:    |  |  |                             |                                  |
| basement            | 700 sq. ft.                                  | 60 sq. ft.   | -                           | -                                |
| "above grade"       | 1,204 sq. ft.                                | 1,015 sq. ft.  | 1,202 sq. ft.               | 1,467 sq. ft.                    |
| total "above grade" | 5,162 sq. ft.<br>(0.69 FSR)                  | 3,779 sq. ft.<br>(0.61 FSR)                            | 3,537 sq. ft.<br>(0.57 FSR) | 4,307 sq. ft.<br>(0.64)          |
| overall proposed    | 7,122 sq. ft.<br>(0.95 FSR)                  | 5,002 sq. ft.<br>(0.80 FSR)                            | 4,674 sq. ft.<br>(0.75 FSR) | 5,063 sq. ft.<br>(0.75 FSR)      |

### Neighbourhood Comments and Staff Responses

*(1) Concern: The proposed Floor Space Ratio variance (0.95 FSR) is too high and will negatively impact the character of the West Mount Pleasant Neighbourhood, where the density is limited to 0.75 FSR and the site coverage to 45%. The exemptions and bending of by-laws will result in development which is detrimental to the area.*

Staff response: Although the proposed density of 0.95 FSR (7,122 square feet) is approximately 26% higher than the maximum permitted density of 0.75 FSR (5,625 square feet), more than one quarter of the proposed density on the site is contained within basement areas (see Table 3 on page 2 of Appendix 'D' for a breakdown of the proposed floor areas and a comparison with other recent approvals in the area). The actual amount of proposed overall "above grade" floor area (i.e. floors located at or above grade) is equal to 0.69 FSR (5,216 square feet) which is similar to other recent infill development approvals in the area where the density of "above grade" floors is, on average, approximately equal to 0.61 FSR. As well, the basement of the proposed infill building is completely below grade, which assists in reducing the impact of additional density at the rear of the site (see the drawing on page 5 of Appendix 'B'). The site coverage of the buildings will comply with the provisions of the RT-6 Zoning District Schedule. Staff conclude that the proposal adequately addresses impacts related to the proposed increase in density. Conditions of the development application approval will ensure that there are further improvements in the massing of the infill building (see the diagram on page 6 of Appendix 'B').

The zoning permits up to five dwelling units for a site of this size. Only two dwelling units are proposed. The additional density provides an incentive to the owner to rehabilitate the heritage building and agree to its designation. Staff support the proposed density of 0.95 FSR (7,122 square feet).

*(2) Concern: The proposed coach house (infill building), with the proposed attached parking and garage area, is too large and will destroy the open amenity of the rear yard.*

Staff response: The proposed infill building is similar in size and density compared with other infill buildings approved in the neighbourhood if the proposed basement area (700 square feet), which is completely below grade, is not included (see Table 3 on page 2 of Appendix 'D' for a comparison of the proposal with other recent approvals in the area). The attached parking spaces, which comply with the Parking By-law, are typical of new infill development, where a mix of open and enclosed attached parking spaces is usually required. Conditions of the development application approval will require that open green space at the lane be maximized. Staff conclude the size of the infill building with the proposed full basement and the attached parking spaces are supportable.

*(3) Concern: The RT-6 Guidelines call for a first storey porch or open sided verandah. The proposed addition to the heritage building will destroy the character of the existing porch.*

Staff response: The large and expressive existing porch will be wholly retained. Staff concluded in early reviews that an addition which "wraps" the west side and rear of the building to provide more living area on the main floor is supportable. The Vancouver Heritage Commission supports this approach as well, but had concerns about the detailing of the addition (see the complete resolution of the Vancouver Heritage Commission in Appendix 'C').

Conditions of the development application approval require additional detailing and design refinement to ensure the addition is physically and visually separate and distinguishable from the existing porch. Staff support the proposed addition and its relationship to the existing porch.

*(4) Concern: The proposal will result in the loss of mature trees and landscaping and commensurate replacements are not indicated in the drawings.*

The construction of the new buildings often results in the unavoidable loss of mature trees and landscaping. Staff conclude that the proposed landscaping is of high quality. Conditions of the development application will ensure that the retention of existing trees and landscaping is maximized and that replacement trees will be in compliance with the Tree By-law.