



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: August 9, 2011
Contact: Kent Munro/James Boldt
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RTS No.: 9286
VanRIMS No.: 08-2000-20
Meeting Date: September 19, 2011

TO: Vancouver City Council

FROM: Director of Planning in consultation with the Director of Legal Services and the Managing Director of Social Development

SUBJECT: Heritage Designation and Heritage Revitalization Agreement - 1250 Salsbury Drive - 'The Jeffs Residence'

RECOMMENDATIONS

- A. THAT the building at 1250 Salsbury Drive (the "Lands"), known as 'The Jeffs Residence' (the "heritage building"), which have the legal description of Lot 21, Except the East 22 Feet, Block 45 District Lot 264A Plans 1510 and 1771; PID: 006-744-443; Lots 22 to 24, Block 45 District Lot 264A Plans 1510 and 1771; PID: 006-744-672, PID: 006-745-547; PID: 006-745-598; Lot 20, Except the East 10 Feet, Block 45 District Lot 264A Plans 1510 and 1771; PID: 006-744-141; The East 22 Feet of Lot 21 Block 45 District Lot 264A Plans 1510 and 1771; PID: 006-744-281, be added to the Vancouver Heritage Register in the 'B' evaluation category and be designated as protected heritage property pursuant to the provisions of Section 593 of the *Vancouver Charter*.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment a by-law to designate the proposed heritage building at 1250 Salsbury Drive as a protected heritage property under Section 593 of the *Vancouver Charter*.
- C. THAT Council authorize the Director of Legal Services to prepare, negotiate, and conclude on the City's behalf, in respect of the proposed heritage building, a Heritage Revitalization Agreement under Section 592 of the *Vancouver Charter* to:
 - (i) secure the rehabilitation and long-term preservation of 'The Jeffs Residence' at 1250 Salsbury Drive; and

- (ii) vary the Zoning and Development By-law, in respect of the Lands, to permit a repositioning thereon of and modifications to 'The Jeffs Residence' and the construction thereon of three new Multiple Dwelling (townhouse) buildings as proposed under Development Permit Application Number DE414450 and as more particularly described in this report.
- D. THAT Council instruct the Director of Legal Services to bring forward for enactment under Section 592 of the *Vancouver Charter* a by-law authorizing the City entering into the Heritage Revitalization Agreement for the proposed heritage building at 1250 Salsbury Drive, known as 'The Jeffs Residence'.
- E. THAT the Heritage Revitalization Agreement shall be prepared, completed, registered on title to the Lands, and given priority on title, to the satisfaction of the Director of Legal Services and the Director of Planning.
- F. THAT Recommendations A to E 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, or obligation on the part of the City; any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
 - (ii) THAT any approval that may be granted following the public hearing shall not obligate the City to enact the proposed by-laws, and any costs incurred in fulfilling requirements imposed as a condition of the Heritage Revitalization Agreement are at the risk of the property owner; and
 - (iii) THAT the City and all its officials, including the Approving Authority, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

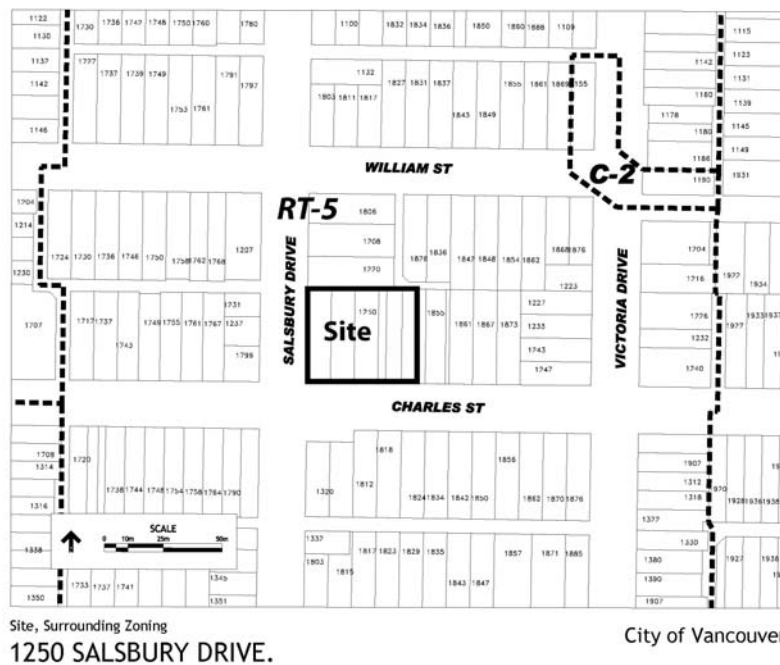
GENERAL MANAGER'S COMMENTS

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

COUNCIL POLICY

- *Heritage Policies and Guidelines (April, 1991)*
- *Rezoning Policy for Greener Buildings (June, 2008)*
- *Strata Title and Cooperative Conversion Guidelines (April, 1986)*

Figure 1 - 'The Jeffs Residence' site and surrounding zoning



SUMMARY

The proposal which is the subject of this report presents a challenging issue. The project involves the protection and rehabilitation of a heritage building, 'The Jeffs Residence', at 1250 Salsbury Drive, and the construction of three new townhouse buildings on the Lands, which will create twenty strata-title units. The proposal will result in the loss of sixteen residential rental units currently on the Lands. However, the Rental Housing Stock (RHS) Official Development Plan (ODP) does not apply to this RT zoned site and under the existing zoning and the Sub-division By-law all the existing buildings on the Lands could be demolished and five strata-title duplexes could be built as an alternative, for which the Strata Title and Cooperative Conversion Guidelines would not apply.

Staff recommend approval of the current application including the heritage designation of 'The Jeffs Residence' and the proposed HRA as it will enable the rehabilitation and conservation of the heritage building instead of a redevelopment of the site under the existing zoning, which would include the loss of both the rental units and the heritage building.

PURPOSE

The purpose of this report is to seek Council approval to add to the Vancouver Heritage Register in the 'B' evaluation category the existing building at 1250 Salsbury Drive (the "Lands"), known as 'The Jeffs Residence' (the "heritage building"), which is considered to be of heritage value, to designate it as protected heritage property, and to enter into a Heritage Revitalization Agreement (HRA) to provide for its rehabilitation and ensure its long-term protection as a heritage building. As an incentive for and compensation to the owner for the designation, rehabilitation, and conservation of the heritage building, an increase in

permitted density is proposed, as well as other variances to the Zoning and Development By-law, as set forth in Development Permit Application Number DE414450 and as described in this report (see the Technical Zoning Summary in Appendix 'F' and the drawings in Appendix 'G').

The maximum density permitted in the RT-5 zoning district schedule for the site is 0.75 FSR (floor space ratio) which is 15,354 square feet of floor area. The density proposed is 1.08 FSR which is 22,118 square feet of floor area. The Director of Planning is prepared to approve the development permit application should Council, under its discretion and authority, approve the addition of the building to the Vancouver Heritage Register, the heritage designation of the 'The Jeffs Residence', and the proposed HRA.

As noted in the Summary on page 3, the proposed development will create twenty residential strata title lots which will replace sixteen residential rental units (nine through demolition and seven through strata title conversion). The Rental Housing Stock Official Development Plan, which manages the 'rate of change' of the city's existing rental stock in some areas of the City, does not apply to RT zoned districts. However, the Strata Title and Cooperative Conversion Guidelines are applicable as the project involves the conversion of the seven dwelling units in 'The Jeff's Residence' into seven strata units. If the proposed designation and HRA are approved, the owner is expected to later make application to Council for approval of a strata plan which will convert the heritage building from a rental residential building to a strata title building. In respect of this, a condition of the development permit application approval will require that the owner submit and agree to a Tenant Relocation Plan for the remaining tenants on the site, which is to be to the satisfaction of the Director of Social Development, as required under the Strata Title and Cooperative Conversion Guidelines.

BACKGROUND

The site at 1250 Salsbury Drive is located in the Grandview-Woodlands area in an RT-5 zoned district (see the map in Appendix 'A'), which generally permits One-Family and Two-Family Dwellings, as well as infill development and Multiple Dwellings (i.e. townhouses and apartments) in some cases. The site is located on the north-east corner of the intersection of Salsbury Drive and Charles Street. The total site area is 20,479 square feet. The site fronts onto Salsbury Drive and is 132 feet wide and 155 feet deep. An unpaved lane dead-ends at the north property line but does not currently access the site. The site currently contains three residential buildings: 'The Jeffs Residence', a small two-storey building constructed in 1955, and a house on the east side of the property. Sixteen residential rental units are currently approved for the site (fifteen dwelling units and one housekeeping unit). Eight units, including the housekeeping unit, are in 'The Jeffs Residence', and eight are in the other two buildings. The existing building is not listed on the City's Heritage Register and has no policies to protect it from demolition. Should the present development proposal not proceed, applications could be made to demolish 'The Jeffs Residence' and construct five new duplexes (ten dwelling units) on five newly created parcels under the existing zoning and the Subdivision By-law.

DISCUSSION

Heritage Value

The heritage building was constructed in 1907-1908 for Dr. Thomas Jeffs at a time when the neighbourhood was rapidly expanding after its inclusion in the City water system in 1904. Dr. Jeffs was a physician and coroner, as well as an alderman (1906) and the City's Police Commissioner (1907). He lived in the house with his wife until the 1920s after which the building was converted into a boarding house, reflecting the economic conditions of the time. The porch was enclosed and later additions obscured the rear and north-east corner of the building. The interior was altered when the building was converted to a boarding house, although original features and materials survive on the top floor. Despite these changes, the house is a good example of the Queen Ann Revival style. Features include its tall turreted north-west octagonal corner massing element (capped by a metal finial) and steeply pitched pyramidal roofs with hipped eaves. Other features include roofs skirts, the open balcony at the front with flared walls, brick chimneys, and original wood double-hung windows. Staff and the Heritage Commission have concluded that the 'The Jeffs Residence' has heritage value and support its addition to the Vancouver Heritage Register in the 'B' evaluation category (see Appendix 'C' for the resolutions of the Vancouver Heritage Commission). The other buildings on the site are not considered to have heritage value and will be demolished.

Development Permit Application and Proposed Incentives

In early reviews staff concluded that retention of the heritage building in its current location was not viable to allow for redevelopment of the site. However, the application now proposes to relocate the heritage building to the south-west corner of the site, and rehabilitate it there, and to develop the rest of the site with three new townhouse buildings. It is proposed that an increase in on-site density in excess of that which is permitted in the RT-5 zoning, and variances of the RT-5 Zoning District Schedule with respect to site frontage and parcel consolidation, be provided as incentive for and compensation to the owner for the heritage designation, rehabilitation, and conservation of the proposed heritage building (see the Technical Zoning Summary in Appendix 'F'). These proposed incentives are to be in the form of Zoning and Development By-law variances as set forth in Development Permit Application Number DE414450, and as more fully described below, and are to be put in place by way of the HRA which will also secure the rehabilitation and conservation of the 'The Jeffs Residence'.

The RT-5 zoning district schedule, which is applicable to the site, permits Multiple Dwelling uses on parcels which are the result of a consolidation of no more than two parcels existing as of December 6th, 1977, and does not permit Multiple Dwelling uses on sites with a frontage of less than 104.96 feet. The site of the proposed development consists of six existing parcels and will have a frontage of 132 feet after consolidation. The HRA proposes to vary these requirements to allow for the consolidation of the existing six parcels and the consolidated parcel frontage with respect to the townhouses proposed for the site.

The RT-5 Zoning District Schedule permits a maximum density for the site of 0.75 FSR, which for the proposed parcel after consolidation would be 15,354 square feet of floor area. A density of 1.08 FSR (22,118 square feet of floor area) is proposed for the Lands. Variances of the required yards prescribed in the RT-5 Zoning District Schedule are proposed to allow for the proposed locations of the buildings, including 'The Jeffs Residence'. A variance of the overall height of 'The Jeffs Residence' is proposed to allow for its existing height to be maintained once it is relocated. The maximum number of storeys permitted in the RT-5 Zoning District Schedule is two and a half. A variance of this is proposed for 'The Jeffs Residence' to allow for its existing number of storeys, and for the new buildings to allow for

the proposed townhouse unit layouts. The Director of Planning has reviewed all applicable policies and guidelines, as well as comments received from surrounding residents, tenants, and owners, and concludes that proposal is supportable, including the proposed density of 1.08 FSR, provided that Council approves the addition of 'The Jeffs Residence' to the Vancouver Heritage Register, its heritage designation, and the proposed HRA.

Strata Conversion of Residential Rental Units

The proposed development and strata conversion, if approved, will create twenty residential strata lots and result in the loss of sixteen rental units (nine through demolition and seven through conversion to strata title). The Rental Housing Stock (RHS) Official Development Plan (ODP) contains Council's general policies regarding rental housing which apply more generally to rental housing across the City, including a specific policy to 'maintain a stock of rental housing.' Where applicable, the ODP requires one-for-one replacement of existing rental units for redevelopment projects involving six or more Dwelling Units. However, Residential Districts where Two-Family Dwelling use is predominant (RT zones), including the RT zone in which the lands which are the subject of this application, are not covered in the ODP

Again, if the proposed HRA and heritage designation are approved, the owner is expected to later make application to Council for approval of a strata plan which will convert the heritage building from a rental residential building to a strata title building. Approval of the strata conversion for a previously occupied building is required under the Strata Property Act. Council is the approving authority in the City of Vancouver. Therefore, Council will have to consider at a later date in connection with this proposed development whether to approve the proposed strata conversion. The Act states that before making its decision, the approving authority must consider:

- The priority of rental accommodation over privately owned housing in the area.
- Any proposals for the relocation of persons occupying a residential building.
- The life expectancy of the building.
- Projected major increases in maintenance costs due to the condition of the building; and any other matters that, in its opinion, are relevant.

In addition, the City's Strata Title and Cooperative Conversion Guidelines will apply to the proposed rental dwelling unit conversion (see Appendix 'H'). The guidelines outline various factors which the approving authority will take into consideration in reviewing an application for converting a previously occupied building to strata title ownership, and note certain conditions which will be applicable to the application. The guidelines are intended to protect tenants who may not wish, or who are unable, to purchase their proposed strata lot or cooperative unit and to ensure that the building proposed for conversion is in a reasonable state of repair. If Council approves the addition of 'The Jeffs Residence' to the Vancouver Heritage Register, the heritage building's designation, and the proposed HRA, an application to strata title the buildings could be expected within a year once all the permits for the project have been issued. At that point, the application may be brought before Council for decision regarding the conversion of the heritage building into seven strata units. In respect of this, a condition of the development permit application approval will require that the owner submit a Tenant Relocation Plan for the remaining tenants on the site, which the owner will agree to implement, to the satisfaction of the Director of Social Development.

Rental Housing in Grandview-Woodlands

According to Canada Mortgage and Housing Corporation's December 2010 Rental Market Report, the overall market vacancy rate in the East Hastings area has remained the same at 1.9% as compared to 2009. The rents for the units at 1250 Salsbury Drive are higher than the average rents in the area.

CMHC Rental and Vacancy Rates

Unit Type	1250 Salsbury		CMHC Survey - East Hastings Area			City
	Number of Units	Average Rent	2010 Average Rent	2010 Vacancy Rate	2009 Vacancy Rate	2010 Average Rent
Bachelor	1	\$824	\$762	1.9%	1.3%	\$846
1 Bedroom	4	\$918	\$824	2.2%	2.2%	\$1012
2 Bedroom	3	\$1383	\$1,139	0.6%	1.1%	\$1437
TOTAL	8	\$1052	\$856	1.9%	1.9%	\$1059

Between 2001 and June 2011, a total of 76 units of market rental housing (2% of the total number of market rental units) were lost due to demolitions and strata conversions in the Grandview-Woodlands area. Of these, thirty-six units were demolished of which sixteen were in RT zoned areas, and forty units were lost to conversions involving rental buildings with three or more units. On the supply side, one hundred and sixty-seven condo units and one unit of market rental were either constructed, under construction, or in the development permit application stream, during this period.

Grandview-Woodlands - Development Activity (January 2001 - June 1, 2011)

Zoning District	Demolition of Rental	Loss of Rental Through Conversion	New Rental Construction	New Condo Construction
RT	20	16	-	31
RM	20	19	-	59
Other*	-	1	1	77
Total	40	36	-	167

**does not include single family areas*

Maintaining a stock of rental housing is an important City-wide objective. Although the replacement of rental accommodation is not required in RT zoned districts, staff directed the owner to consider providing rental units on the site. The owner considered a variety of affordable housing and rental housing options, but concluded that none were viable (see the discussion in Appendix 'E'). Staff conclude that within the density which would be supported on site, providing rental housing is not viable.

If the HRA is not approved, application could be made to demolish the Heritage Building and redevelop the site under the existing zoning and under the Subdivision By-law to include a subdivision of the site into five parcels, each containing a Two-Family Dwelling (duplex). In such a case, as there would be no strata conversion of a previously occupied building, applications to strata title each duplex (ten units in total) would not require City approval under Section 242 of the Strata Property Act and would be processed directly through the Land Titles Office.

The loss of affordable rental in the area, including the loss of the sixteen rental units in this case, is of concern to staff and the community. In respect of this, a condition of the development application approval will require that a Tenant Relocation Plan for the tenants

remaining on the site be prepared and implemented which is acceptable to the Director of Social Development. The owner is agreeable to this condition and supports this approach.

The 'rate of change' policy is currently being reviewed with a report to Council anticipated in the winter of 2011 to explore ways to update the regulation.

Compatibility with Existing Zoning and Land Use Regulations

The Intent of the RT-5 zoning district schedule is to:

"...encourage the retention of existing residential structures. In the RT-5 and RT-5N Districts emphasis is placed on the external design of all new buildings and additions being compatible with the historical character of the area, and on being neighbourly in scale and placement."

The retention of the heritage building contributes to the historic architectural character of the area. The proposed new townhouse buildings meet the intent of the district schedule with respect to compatibility, scale, and location on the site and compliment the historical character of the heritage building.

Condition of the Property and Conservation Approach

'The Jeffs Residence' is in good condition. The overall strategy is to rehabilitate the building back to the way it appears in Photo 3 on page 1 of Appendix 'B' (the only known historic photo of the building), retaining as much existing material and features as possible. The existing rubble foundations are to be replaced when the building is relocated. The original trellis detail under the porches, which have been enclosed in stone veneer in places, will be replicated with discrete interventions to allow for the development of living area in the basement. The outer walls have been clad in stucco which is to be removed. If the old wood siding exists underneath the stucco, it will be retained and re-used where possible, or replicated if the original material was removed when stucco was applied to the building. The existing addition on the north-east corner, which is not sympathetic to the character of the building, will be removed and the area reconfigured to match the original as much as can be determined. Trims and crowns will be replicated where they no longer exist. Many of the original double-hung windows survive and will be repaired and retained where viable. Windows from the addition will be salvaged and re-used in that area where possible in appropriate locations.

The original roof and rooflines will be retained. The structure of the roof is in good condition and there has been little water damage over the years to the roof or wood soffits. The chimney on the south side is to be retained in the relocation if possible, while the chimney on the north side may be removed (both chimney stacks were removed above the roofline- the original south chimney is clearly visible in Photo 3 on page 1 of Appendix 'B'). Conditions of the development permit approval would also require refinements to the conservation details for the heritage building including window locations and exit stair configurations. Staff support the conservation approach for 'The Jeffs Residence' and conclude that the proposal is generally consistent with the federally adopted Standards and Guidelines for the Conservation of Historic Places in Canada, noting that the relocation of the heritage building will result in some diminishment of heritage value regarding the original "estate like" setting and the heritage building's relationship with its surrounding yard space (see the discussion on page 3 of Appendix 'D').

Community Engagement and Results of Neighbourhood Notification

In advance of the application, the owner held an early open house on September 15th, 2010, at the Vancouver East Cultural Centre with heritage and planning staff present. Community concerns included the loss of affordability and rental units, impacts of the design and height of the new buildings, the proposed density and the precedent it creates, the loss of open space, the character of the new buildings, traffic impacts, and certain details of heritage conservation. Some expressed concern that there was not enough detailed information to review.

On December 17th, 2010, a complete development permit application was submitted. As part of the initial development permit application review, the Director of Planning required that the overall heights of the new buildings comply with the maximum permitted height limit of 35 feet. The applicant submitted amended drawings in this regard and the City notified one hundred and ninety-seven surrounding property owners of the development permit application, including addresses from the open house which were provided by the owner. A site sign was also installed. Eighty-seven responses were received, of which sixty-six expressed opposition to the project (76% of the responses and 33% of the total notified). Sixteen responded in favour of the project (18% of the responses and 8% of the total notified) and five offered comments only. Community concerns received were similar to those noted above (see Results of Neighbourhood Notification with Staff Comments in Appendix 'D' for detailed neighbourhood responses and staff comments). Correspondence from the Grandview-Woodlands Advisory Committee, who had concerns about the project, was also received as part of the notification process.

Upon full review of the application, including the results of notification, staff required that revisions to the application be made to improve the design and reduce the proposed density (see Revisions to the Development Application in Appendix 'I'). A second open house was held by the owner on June 6th, 2011, at the site to show the community the revised scheme. Staff attended this meeting to explain City policies and processes to the public. Twenty-nine people signed in at the open house and left comments. Of these, seven opposed the application (24% of the total), noting loss of affordability and rental units, as well as traffic and parking impacts. Twelve responses were in favour of the revised scheme (41% of the total), noting improvements in the design of the new buildings and the amount of open space compared to the earlier scheme. Those members of the public who left their contact information, and those who originally responded to the notification, were told they would be notified of the public hearing for the project.

The density on the site has been reduced from what was originally proposed, as discussed above. The design of the townhouse buildings has been improved. HRAs are assessed individually and do not create precedence. Surrounding streets may see an increase in traffic activity related to the project commensurate with development permitted under the zoning. The existing lane access to the site and the proposed garbage and recycling pickup meet City requirements. Details of the Conservation Plan for the proposed heritage building will be refined and improvements made where viable. Staff conclude that the revised scheme has addressed neighbourhood concerns and is supportable, with further refinements required as conditions of the development application approval.

Comments from the Vancouver Heritage Commission

On July 12th, 2010, the Vancouver Heritage Commission reviewed the Statement of Significance for 'The Jeffs Residence' and unanimously supported its addition to the Vancouver Heritage Register in the 'B' evaluation category. On February 7th, 2011, the Vancouver Heritage Commission reviewed the development application and the proposed Conservation Plan for the rehabilitation of 'The Jeffs Residence' and unanimously supported the proposal (See Appendix 'C' for the complete resolutions of the Vancouver Heritage 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 concluded that the proposed density of 1.08 FSR is supportable and provides along with the other zoning variances proposed compensation for the heritage designation, rehabilitation, and conservation of the heritage building, and that it produces no undue profit.

Greener Buildings Policy

The 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. Conditions of the development application approval will require that the drawings incorporate the proposed sustainable features, noting as well that the "Green Homes Program" changes to the Vancouver Building By-law, adopted on September 5th, 2008, will be applicable to the project. The proposal is also consistent with the Greenest City 2020 targets by providing for additional density which is near transit lines, cycling routes, and pedestrian oriented services.

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 addition to the Vancouver Heritage Register and the heritage designation of 'The Jeffs Residence' at 1250 Salsbury Drive, and the proposed Heritage Revitalization Agreement, will ensure the rehabilitation and conservation of the heritage building and its long term protection from exterior alterations which affect its heritage value, and from demolition. The proposed Heritage Revitalization Agreement will vary the Zoning and Development By-law for the development as proposed. The owner has agreed to accept the proposed variances as compensation for the heritage designation, rehabilitation, and conservation of the heritage building.

The owner explored options to retain rental units for the project and concluded that these were not viable. The proposal will therefore result in the loss of sixteen rental units, which is of concern. However, 'The Jeffs Residence' could be demolished and the site developed with

five strata-titled duplexes should the proposed development not proceed. In respect of this, the proposal is consistent with City objectives around heritage conservation, green building design, and Greenest City 2020 targets, and provides a high level of design and landscaping amenity for the area. Therefore, it is recommended that Council approve the addition of 'The Jeffs Residence' at 1250 Salsbury Drive to the Vancouver Heritage Register, its heritage designation, and the proposed Heritage Revitalization Agreement to ensure its long term preservation.

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Photo 1: West side of 'The Jeffs Residence' (2011)



Photo 2: South-west corner of 'The Jeffs Residence' (2011)



Photo 3: south side of 'The Jeffs Residence', looking north from Charles Street, circa 1910-1920. 'The Robertson Memorial Presbyterian Church' at 1795 Napier Street is visible in the upper left hand corner. Many of the buildings in this photograph still exist.



Photos 4 and 5: Close up features of 'The Jeffs Residence' circa 1910-1920

RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION AND STAFF COMMENTS

On July 12, 2010, the Vancouver Heritage Commission reviewed the Statement of Significance for the site and resolved the following:

THAT the Vancouver Heritage Commission supports the Statement of Significance and Heritage Register Evaluation for 1250 Salsbury Drive (The Jeffs Residence) as presented at the July 12, 2010 meeting.

THAT the VHC supports the addition of 1250 Salsbury Drive (The Jeffs Residence) to the Vancouver Heritage Register in the B evaluation category.

CARRIED UNANIMOUSLY

On February 7, 2011, the Vancouver Heritage Commission reviewed the development application (as originally submitted) and resolved the following:

THAT the Vancouver Heritage Commission supports the Statement of Significance and Conservation Plan as presented at the February 7, 2011, meeting.

FURTHER THAT the Commission supports the relocation of the Jeffs Residence regretting the loss of the original landscape;

FURTHER THAT the Commission requests that conversion of the building into suites on the basement level be re-planned to avoid the fenestration of the restored trellis base; and

FURTHER THAT the Commission requests the form and character of the new development should be more distinguishable from the heritage building.

CARRIED UNANIMOUSLY

Staff Comments: conditions of the development application approval will include requirements that the design of the basement level of the heritage building be improved with respect to the replication of the trellis base and the openings and associated patios. The revised scheme includes improvements to the design of the new buildings to further distinguish them from the heritage building, and further refinements will be required as part of the final design development of the project in this regard.

RESULTS OF NEIGHBOURHOOD NOTIFICATION WITH STAFF COMMENTS

Comments received from Neighbourhood Notification which expressed support for the proposal include:

- The project provides opportunities for more affordable housing options for those moving into ownership from rental or downsizing, allowing people to stay in the neighbourhood;
- Preservation of the proposed heritage building is highly supportable;
- The project sets a good standard for character and design in the neighbourhood; and
- The owner has done an excellent job in communicating the proposal to the community.

Comments received from Neighbourhood Notification which expressed concern regarding the application, or opposition to the proposal, include:

Loss of Rental and Affordability:

1. *There will be a loss of sixteen affordable rental units which will be replaced by expensive market units. The owner should be required to provide rental units on the site. The existing tenants had been trying to create a co-op for the site, including purchase of the property. The City should work with the tenants to support their co-operative intentions, including funding.*

Staff comments: The Rental Housing Stock ODP which protects the existing stock of rental applies to the majority of the rental stock in the neighbourhood (RM-4 and RM-4N zones). The zoning applicable to the site is RT-5 and is not covered in the ODP. The loss of sixteen market rental housing units is of concern to staff. In early reviews, staff directed the owner to explore options for retaining rental units on the site. The owner's efforts in this regard are documented in Appendix 'E'. After exploring a number of options the owner determined that providing rental units on the site is not viable within the density which could be supported on the site. A condition of the development permit application approval will require that the owner submit a Tenant Relocation Plan for the remaining tenants on the site which is acceptable to the Director of Social Development.

2. *The project will contribute to the gentrification of the area and erode affordability.*

Staff comments: The proposed uses and dwelling unit types are permitted under current zoning, policies, and guidelines. If the proposed heritage building were to be demolished, the owner could make application to subdivide the parcels, demolish the buildings on site, and construct five new duplexes. This could be approved under the current zoning and Subdivision By-Law provisions. The proposed townhouses and apartment units in 'The Jeffs Residence' contribute to a diversity of housing types and choices in the neighbourhood.

Design and Density Impacts:

1. *The proposal should incorporate greater setbacks- preferably those required under the zoning. The townhouse buildings are not compatible with neighbouring buildings*

in terms of character and scale and look too much like apartments buildings. The proposal will adversely shadow the building at 1220 Salisbury Drive.

Staff Comments: The yards provided for on the east and north sides for Townhouse buildings #1 and #3 are 4'-11" which are commensurate with the yards required if the site were to be subdivided and redeveloped under the current zoning with duplexes. These buildings are also compatible in their depths and locations with neighbouring developments. Building #2 is located in an area where there would be no principal building if the site was redeveloped with duplexes. To minimize the impact on adjoining properties, increased setbacks on both the north and east side are proposed for this building to reduce overlook and shadowing impacts, particularly with respect to properties to the north, including 1220 Salisbury Drive. The final design will be refined to reduce impacts in this area. The character and scale of the townhouse buildings has been improved by incorporating massing changes to make the rhythm and scale of the buildings more compatible with the houses on other properties in the immediate area, and to emphasize the individual townhouse expression of the units through articulation and colour changes. At the open house on June 6th, 2011, the majority of those who provided written comments supported the revised design.

- 2. The density of the site is too much and the heights of the buildings are too great and will impact views. Too much loss of open green space is proposed.*

Staff Comments: The originally approved density of 1.20 FSR has been lowered to 1.08 FSR. Staff support the revised density limit of 1.08 FSR (see Appendix 'I'). Other than the existing height of the proposed heritage building, which will not be increased when it is relocated, the proposed new buildings will comply with the maximum permitted overall height limit of 35 feet. Open space has been significantly improved in the revised scheme, including an increase in the setbacks from Salisbury Drive of the new townhouses and the heritage building (see the drawings in Appendix 'G').

- 3. The project will create a precedent for other sites in the future and encourage developers to pursue similar proposals which will adversely impact the neighbourhood.*

Staff Comments: HRA applications are assessed on a case by case basis on their own merits and challenges and are not treated as precedents. For information purposes, in an area bounded by Adanac Street to the north, Lakewood Drive to the east, Kitchener Street to the south, and the residential zoned sites up to Commercial Drive to the west, six heritage sites exist, in addition to 1250 Salisbury Drive, which are large enough for development similar what is proposed for 'The Jeffs Residence' and which contain buildings listed on the Vancouver Heritage Register or contain resources which have been identified as having heritage value. Three of these involve projects where projects have already been completed. These include the Van East Cultural Centre (1.29 FSR approved) and the residential properties at 1098 Salisbury Drive (1.03 FSR approved) and 1050 (1090) Victoria Drive (0.98 FSR approved). Of the remaining three properties, 1795 Napier Street is currently the subject of an application (HRA) which proposes the conversion of the existing heritage church on the site to residential units, as well as construction of a separate townhouse building (1.15 FSR originally proposed which is to be reduced to 1.08 FSR). The remaining two sites which are not the subject of an HRA or rezoning development include 1110 Victoria Drive (10,000 square feet in site area), which contains an 'A' listed building similar to 'The Jeffs Residence',

and the St. Francis of Assisi site at 2025 Napier Street (39,484 square feet in site area). Additional sites may exist where resources not listed on the Register are brought forward by owners for heritage consideration, and it may be possible to assemble smaller heritage parcels into larger heritage sites. However, the number of sites where development similar to 1250 Salisbury Drive could occur in the future in the neighbourhood is limited.

Traffic and Parking:

- 1. The ramp to the parkade will create a bottleneck in the lane and will result in headlight glare into neighbouring properties. Garbage pickup will be a problem. The lane should be paved to reduce noise. Traffic on Williams Street will be worsened with the lane being used for access to the parkade; traffic calming measures may be required.*

Staff Comments: Engineering Services staff have reviewed the application and although there are challenges with the lane, have concluded that the proposed parking and garbage and recycling pickup will meet the City's requirements subject to certain conditions. Surrounding streets may experience an increase in traffic impacts which are commensurate with the zoning. The Landscape Plan will address glare as much as possible through fencing and landscaping. Residents wishing to explore further traffic calming or parking initiatives in the area, or the paving of the lane, may contact the Engineering Services at 604-873-7000.

Heritage:

- 1. Relocation of the Jeffs Residence destroys the heritage quality of the site and the contextual relationship of the building to the community. Substantial reconstruction will be required, including the foundations, which weakens the heritage value of the project. Conversion of the building into market units is not sympathetic to the original house and the Conservation Plan is inadequate in meeting Standards 1 and 11 of the federally adopted Standards and Guidelines for the Conservation of Historic Places in Canada [the "Standards and Guidelines"].*

Staff Comments: Standard 1 states that where the location of a resource and its surrounding grounds have value on a site, a heritage resource should not be moved. In this case, retention of the heritage building in its current location is not viable. However, the Conservation Plan provides considerable detail on the relocation strategy which is consistent with the Standards and Guidelines. Relocation will not destroy heritage features of the heritage building. However, there will be some diminishment of the "estate-like" quality of the site with the proposal. Standard 11 states that heritage elements are to be retained where additions are proposed, and new additions should be compatible, distinguishable, and subordinate to the historic resource or place. Heritage features are retained as described in the Conservation Plan and the new development on the site is distinguishable from the heritage building. In the area where the addition on the north-east corner is to be removed, the replication of the original character of the heritage building in this area is proposed, which is an appropriate restoration strategy in this case.

OWNER'S EXPLORATION INTO OPTIONS FOR RENTAL ACCOMMODATION AND A CO-OP FOR THE SITE

The following chronology was provided by the owner regarding efforts to provide for rental accommodation or a co-op on the site:

1. *Summer, 2007: A group of tenants led by David Fields approached Kam Sukul, the former owner with a proposal to purchase the property and form a Coop to which Kam agreed.*
2. *August, 2007: COOP kick off meeting held between the former owner and the tenants.*
3. *October, 2007: First in a series of regular meetings with BC Coop federation and other agencies.*
4. *September 15, 2008: "Salsbury Green Housing Cooperative" formally incorporated. Meetings with potential funding sources continue.*
5. *Over the next 18 months efforts continue to secure funding for the Coop.*
6. *February 1, 2010: Coop initiative collapsed owing to inability to secure funding. Agreement between former owner and tenant group dissolved.*
7. *May 2010: Kam agrees to sell the property to the current owner. Both Kam and the current owner explore other alternatives to preserve rental housing on some or all of the property.*
8. *July, 2010 - Met with a group who were trying to form a "Co-housing" society and were searching for a building. Discussed converting the heritage house into a co-housing facility, however, the initiative went nowhere.*
9. *August, 2010 - Met with CMHC to determine if there were any government programs for rental housing or COOP housing. CMHC advised that the Residential Rehabilitation Assistance Program was the only program available for rental housing and that it was not accepting any new applications.*
10. *August, 2010 - Met with Vancity's Manager of Community Investment to see if Vancity had any programs or funding available for rental or COOP housing.*
11. *September 15th, 2010 - Hosted a Public Information Meeting to solicit neighbourhood input on options for the site including rental and Coop housing.*
12. *September, 2010 - Owner invited all of the tenants to a meeting to explore ways to preserve rental housing on the site. Three of the 17 tenants took the owner up on his offer.*
13. *September, 2010 - Meeting between BC Housing and the owner to assess opportunities to partner with them. Owner was advised that BC Housing provided assistance and construction financing to non profit groups or societies wishing to develop affordable rental housing. Owner met with tenants again and encouraged them to follow up with BC Housing to discuss.*
14. *The owner also attended the Grandview Woodland Area Council's (GWAC) monthly meetings in October, November & December, 2010 to brief GWAC on the proposal, solicit feedback and answer questions. At each of the meetings the owner reached out to those in attendance and asked them to help find a way to preserve the rental housing on the site. Despite leaving contact information nobody ever contacted the owner.*

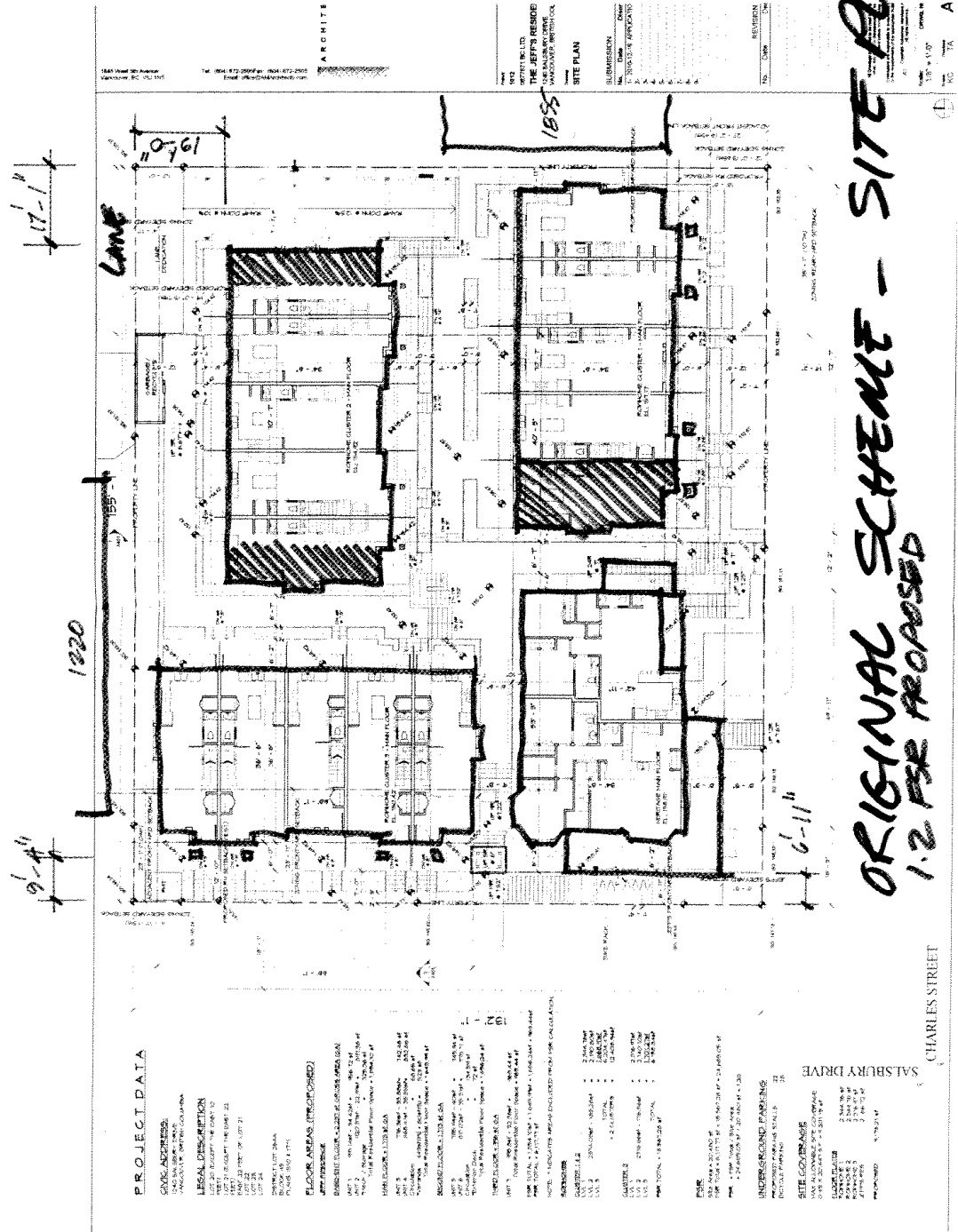
TECHNICAL ZONING SUMMARY FOR 1250 SALSURY DRIVE

Variances of the RT-5 Zoning District Schedule

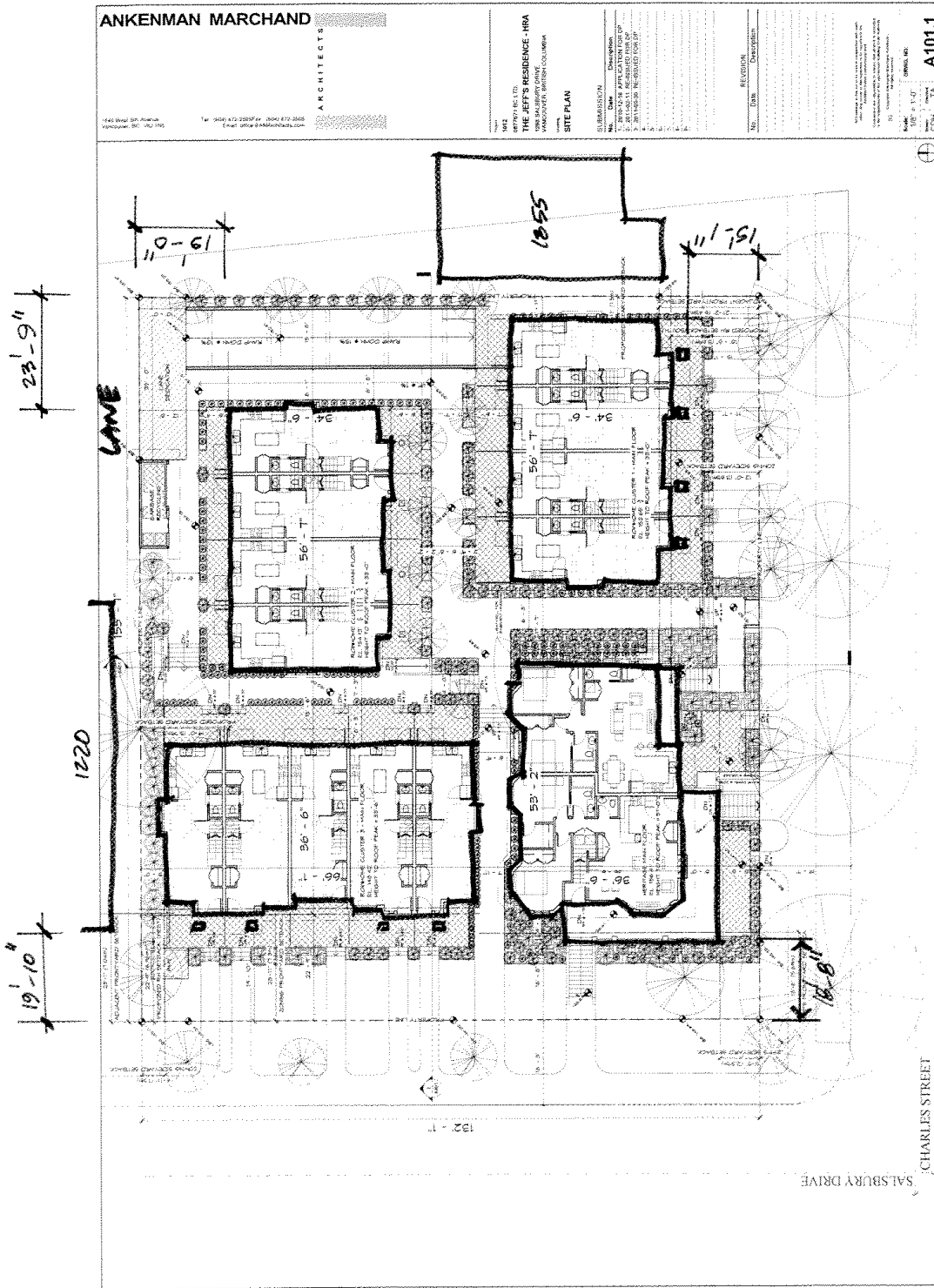
Item	Existing	Permitted or Required	Proposed
Uses	2x Multiple Conversion Dwellings; 1x apartment (Multiple Dwelling)	Multiple Conversion Dwellings and Infill Multiple Dwellings (townhouses or apartments) permitted	1x Multiple Conversion Dwelling and three townhouse buildings (Infill Multiple Dwellings)
Frontage for Multiple Dwelling Use	Six unconsolidated parcels of various widths	104.96 feet maximum with an assembly	132 feet (Salsbury would be the frontage in a consolidated site - variance required)
Lot assembly	6 parcels	Multiple Dwelling only allowed on the consolidation of no more than two parcels existing as of December 6 th , 1977	Assemble all parcels (variance required as more than two parcels involved)
Height	50 feet / 4 storeys (heritage building)	35 feet and 2.5 storeys	51 feet for the heritage building which is the existing. New buildings 2 + partial 3 rd storey & to comply with 35 foot height limit
Front Yard	38.3 feet	24 feet	17.66 feet
North side yard	Not provided	5 feet	5 feet
South side yard	21.2 feet	12 feet (corner-flanking)	17.66 feet not counting porches
Rear Yard	Not provided	35 feet	4.92 feet ("RowHome 1") (variance required)
FSR	Not provided	0.75 FSR (15,354 sq. ft.)	1.08 FSR (22,118 sq. ft.)* (variance required)
Site Coverage	Not provided	45%	45%
Dwelling unit density	17 residential units on the site	11 - 14 dwelling units (62 to 74 per hectare depending on use)	13** townhouse units + 7 units in Heritage Building = 20 units total (105 units per hectare)**

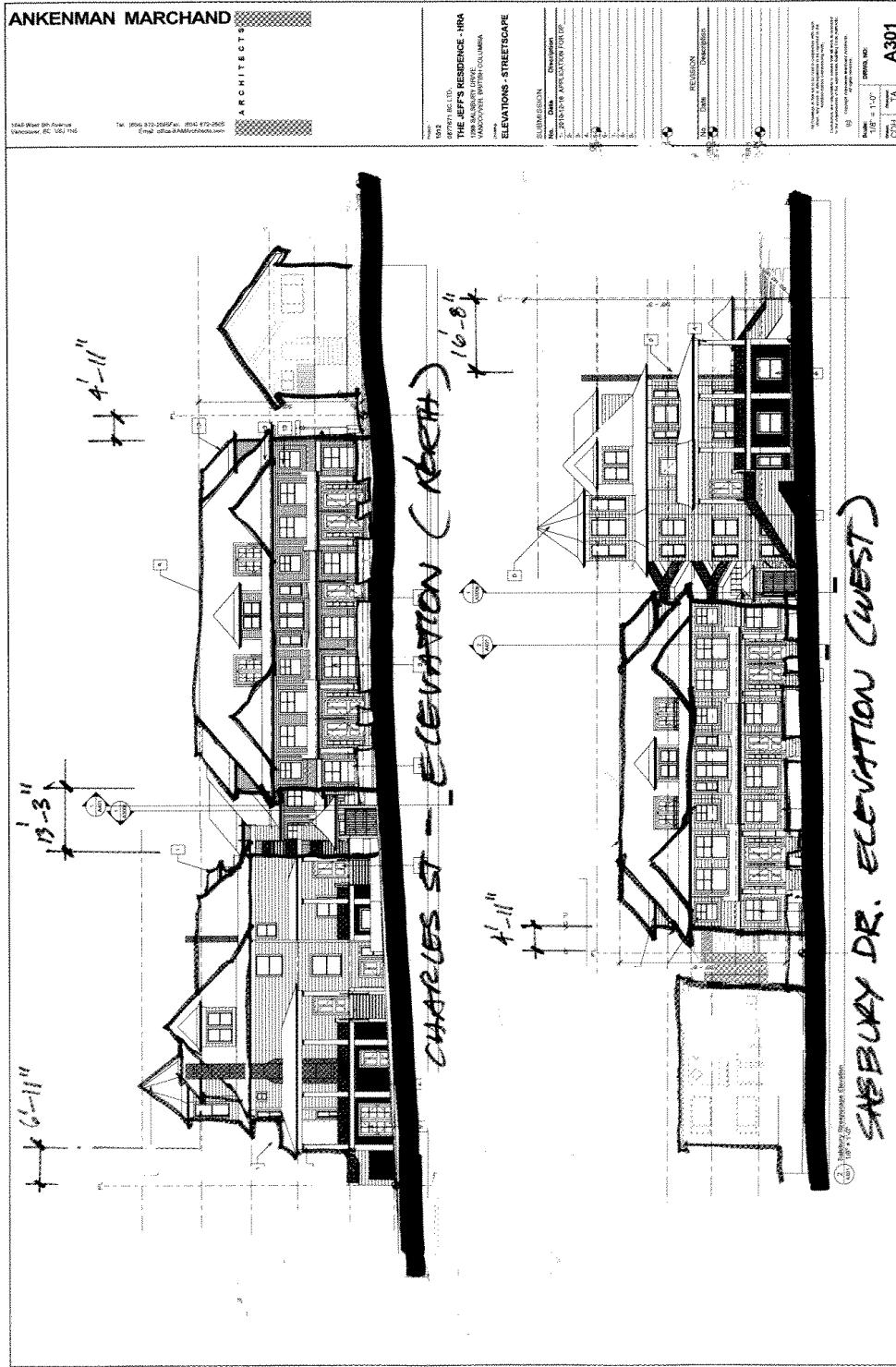
* Originally 1.20 FSR (24,685 sq. ft.) was proposed- this has been reduced to 1.08 FSR. The floor area of the heritage building is 7,233 sq. ft., which is 1/3 of the total proposed density.

** Originally 15 townhouse units were proposed- this has been reduced to 13 townhouse units to comply with the maximum supported density of 1.08 FSR.



ORIGINAL SCHEME - SITE PLAN
1.2 PER PROPOSED





ANKENMAN MARCHAND
ARCHITECTS

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Vancouver, BC V6J 1T6
Tel: (604) 672-2257 ext. 4142-4143
Email: office@ankmanmarchand.com

Project: THE JEFFS RESIDENCE - HRA
1200 SANDHURST DRIVE
VANCOUVER, BRITISH COLUMBIA
ELEVATIONS - STREETSCAPE

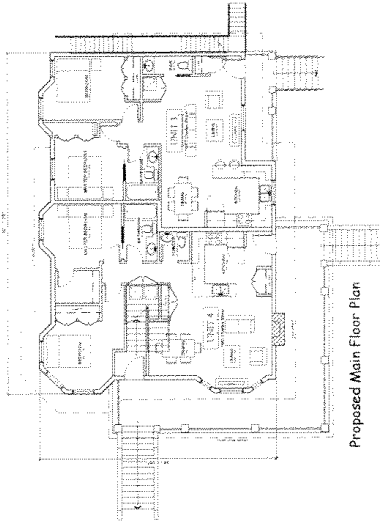
DATE: _____
BY: _____
CHECKED BY: _____

REVISION
NO. DATE DESCRIPTION

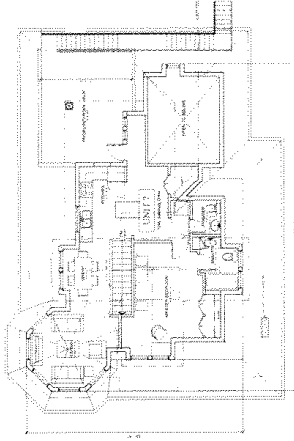
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Sheet No. A301

ORIGINAL SCHEME - ELEVATIONS

Jeff's Residence

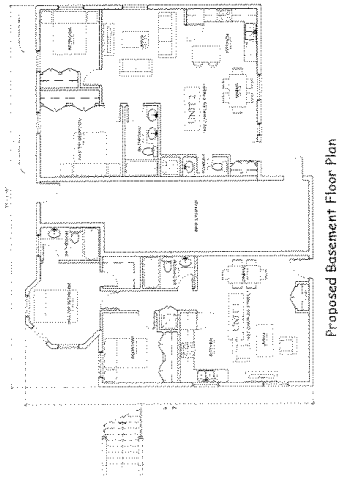


Proposed Main Floor Plan

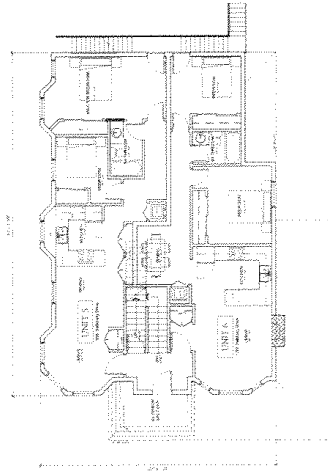


Proposed Third Floor Plan

Proposed Floor Plans



Proposed Basement Floor Plan



Proposed Second Floor Plan

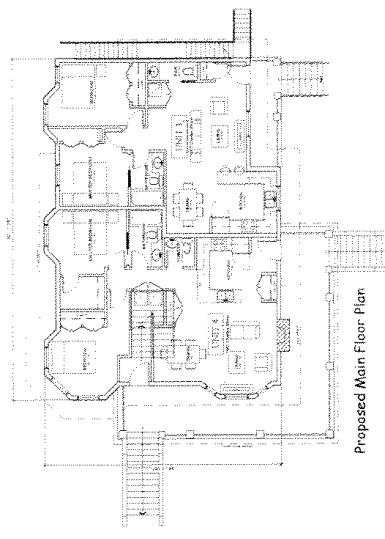
ANKENMAN MARCHAND
ARCHITECTS

1240 Salisbury Drive, Vancouver

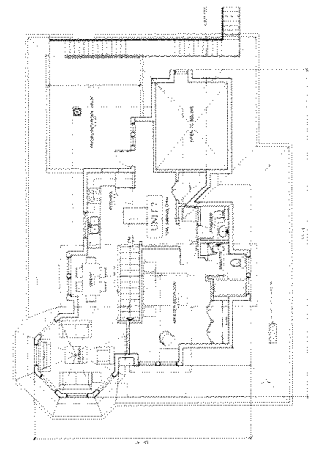
PROPOSED FLOOR PLANS - HERITAGE BLDG.
(REVISED SCHEME)

Jeff's Residence

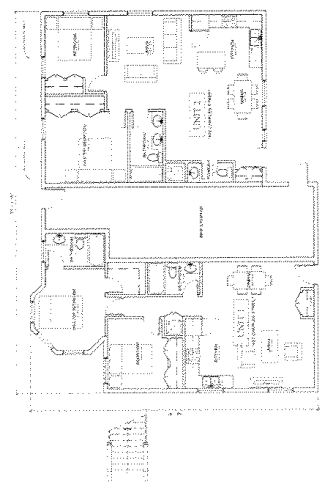
Proposed Floor Plans



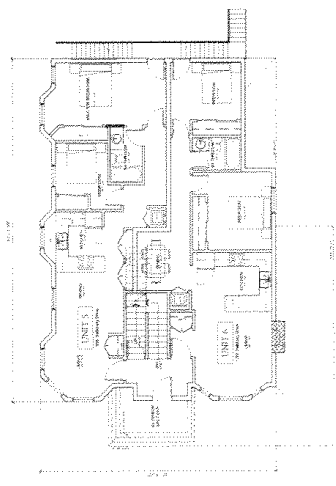
Proposed Main Floor Plan



Proposed Third Floor Plan



Proposed Basement Floor Plan



Proposed Second Floor Plan

ANKENMAN MARCHAND
ARCHITECTS

1240 Salisbury Drive, Vancouver

PROPOSED FLOOR PLANS - HERITAGE BLDG.
(REVISED SCHEME)

STRATA TITLE AND COOPERATIVE CONVERSION GUIDELINES

Section 3: City Guidelines

(a) For the approving authority to give favourable consideration to an application for converting a previously occupied building to strata title or cooperative ownership:

(i) At least two-thirds (2/3) of the households occupying the building must have given their written consent to the conversion; and

(ii) The interests of all tenants must have been adequately respected in the conversion process.

(b) The approving authority may refuse an application where in its opinion there appears to be an intent to circumvent these guidelines, or the interests of the rental tenants were not adequately respected in the change of occupancy.

(c) The approving authority may refuse an application involving a building which is non-conforming as to use or regulation pursuant to the provisions of the City's Zoning and Development By-law.

(d) The approving authority may refuse an application for conversion of a multiple dwelling consisting of six or more dwelling units, in the RM-2, RM-3, RM-3A, RM-4 and RM-4N, RM-5, RM-5A, RM-5B and RM-5C, RM-6, FM-1, or CD-1 District or Districts Schedules, that:

- (i) requires the demolition or change of use or occupancy of one or more rental housing units as defined under section 2 of the Zoning and Development By-law; or
- (ii) exceeds a rate of change, as defined under section 2, of 0% in the District;

unless the registered owner of the site enters into a housing agreement with the City, under section 565.2 of the **Vancouver Charter**, in which the registered owner agrees with the city to:

- (iii) include in the development on the site that number of rental housing units which equals or exceeds the number of then existing rental housing units, and to give the city security for the continued operation of such replacement rental housing units including a section 219 covenant for registration against title to the site, which housing agreement and security must be on terms and conditions satisfactory to Council; or
- (iv) provide rental housing units, or to contribute to the provision of rental housing units, in another manner or at another location, or to provide another form of affordable housing, and to give the city security for the continued operation of such replacement rental housing units or other form of affordable housing including a section 219 covenant for

registration against title to the subject real property, which housing agreement and security must be on terms and conditions satisfactory to Council.

(e) The approving authority may approve an application, or approve it subject to terms and conditions, or refuse it, or refuse to approve the strata plan until terms and conditions imposed by the approving authority are met. Terms and conditions will ordinarily require that the building substantially comply with applicable City by-laws, and that the owner provide for the needs of disadvantaged tenants residing in the affected building.

(f) Conditions imposed by the approving authority must be fulfilled within one year from the date of the approval in principle. Thereafter a new application shall be required to be submitted to the Subdivision and Strata Title Group.

(g) The approving authority's decision on any application is final and where an application is refused, no similar application will be considered until one year from the date of the approving authority's refusal.

REVISIONS TO THE DEVELOPMENT APPLICATION

The RT-5 Zoning District Schedule permits a maximum density for the site of 0.75 FSR, which for the proposed parcel after consolidation would be 15,354 square feet of floor area. The density originally proposed for the development application was 1.20 FSR (24,575 square feet). The letters sent out for neighbourhood notification for the application indicated the proposed 1.20 FSR density requested by the owner. Upon complete review of the application, staff concluded that the proposed density of 1.20 FSR was not supported based on the financial proforma review required of the application. Staff concluded that a maximum of 1.08 FSR (22,118 square feet) would be supportable. The application was subsequently revised to remove two townhouse units (resulting in thirteen townhouses for a total of twenty dwelling units). Setbacks and open space were also increased, and the design of the new buildings was improved (see the drawings in Appendix 'G'). Revised drawings were reviewed by staff in May 2011, and the owner held an open house at 'The Jeffs Residence' on June 6th, 2011, to show the community the revised scheme (see Community Engagement and Results of Neighbourhood Notification on page 8). The drawings in Appendix 'G' of this report reflect the revised scheme.

1250 Salisbury Drive – PUBLIC BENEFITS SUMMARY

Project Summary:

Conversion of building having heritage value to seven market dwelling units and construction of three new townhouse buildings accommodating thirteen market dwelling units for a total of twenty market units.

Public Benefit Summary:

The project would result in the conservation and long-term protection of a heritage resource.

	Current Zoning	Proposed Zoning
Zoning District	RT-5	RT-5
FSR (site area = 20,479 sq. ft. / 1,903.2 m ²)	0.75	1.08
Buildable Floor Space (sq. ft.)	15,354 sq. ft.	22,118 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)	\$40,534	\$39,296
	DCL (Area Specific)	N/A	
	Public Art	N/A	
	20% Social Housing	N/A	
Offered (Community Amenity Contribution)	Childcare Facilities	N/A	
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage (See Note 2)		\$1,535,428
	Housing (e.g. supportive, seniors)	N/A	
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$40,534	\$1,574,724

Other Benefits (non-market and/or STIR components): N/A

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 which in this case is 7,233 sq. ft. in the Heritage Building. The new area (townhouses) is 14,885 sq. ft. The recently approved DCL value of \$2.64 / sq. ft. is used in this case as the building permit for the project would be issued after the deadline for the application of the old rate.

Note 2: Value of on-site density bonus to facilitate heritage building rehabilitation and conservation, which was calculated using the methodology outlined in the Heritage Policies and Guidelines whereby the heritage costs accepted by the City are converted into bonus on-site density, in this case, based on the agreed upon "buildable-per-square-foot" value of the land.