



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: January 26, 2012
Contact: Kent Munro
Contact No.: 604.873.7135
RTS No.: 9487
VanRIMS No.: 08-2000-20
Meeting Date: February 27, 2012

TO: Vancouver City Council

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

SUBJECT: 2627 West 7th Avenue - 'The Bielby Residence' - Heritage Designation

RECOMMENDATIONS

THAT Council instruct the Director of Legal Services to bring forward for enactment a by-law to designate the existing building, known as 'The Bielby Residence' (the "heritage building") at 2627 West 7th Avenue, legally described as PID: 028-762-436, Lot 1, Block 15, District Lot 192, Group 1 New Westminster District Plan BCP50075, (the "Lands"), and that the heritage building be designated thereby as a protected heritage property pursuant to Section 593 of the *Vancouver Charter*;

FURTHER THAT Recommendation A 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 and any expenditure of funds or incurring of costs in relation thereto is at the risk of the person making the expenditure or incurring the cost; and
- (ii) THAT the City's Mayor and Council and officials shall not in any way be limited or restricted in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

The purpose of this report is to seek Council approval to designate the existing heritage building at 2627 West 7th Avenue, which is listed in the 'C' evaluation category on the Vancouver Heritage Register, as a protected heritage property. As incentive and compensation to the owner for this, and for agreeing by way of a related agreement to be registered on title to the Lands to restore and conserve the heritage building, certain zoning variances are proposed, including an increase in permitted density of up to 10% of that otherwise permitted, as contemplated in Development Permit Application No.DE415154 and as described in this report (see the plans in Appendix 'B' and the Technical Zoning Summary in Appendix 'D'), the granting of which are within the discretion of the Director of Planning under section 3.2.5 of the *Zoning and Development By-law*. The Director of Planning is prepared to approve the development permit application should Council approve the heritage designation of 'The Bielby Residence'.

COUNCIL AUTHORITY

Council may, by by-law, on terms and conditions as it considers appropriate, designate real property in whole or in part as protected pursuant to Section 593 of the *Vancouver Charter*. Under section 595 of the *Vancouver Charter* Council is required to compensate an owner of property being designated as a protected heritage property for any reduction in market value caused by the designation. Most often, as is the case here, this, along with additional compensation to the owner to offset rehabilitation costs, is achieved by way of by-law variations to be granted so as to enhance the development potential for the Lands in question. The heritage designation of 'The Bielby Residence' requires Council approval at public hearing and by-law enactment pursuant to Sections 593 and 594 of the *Vancouver Charter*.

The following Council Policies are applicable to the project:

- *Heritage Policies and Guidelines (April, 1991)*

GENERAL MANAGER'S COMMENTS

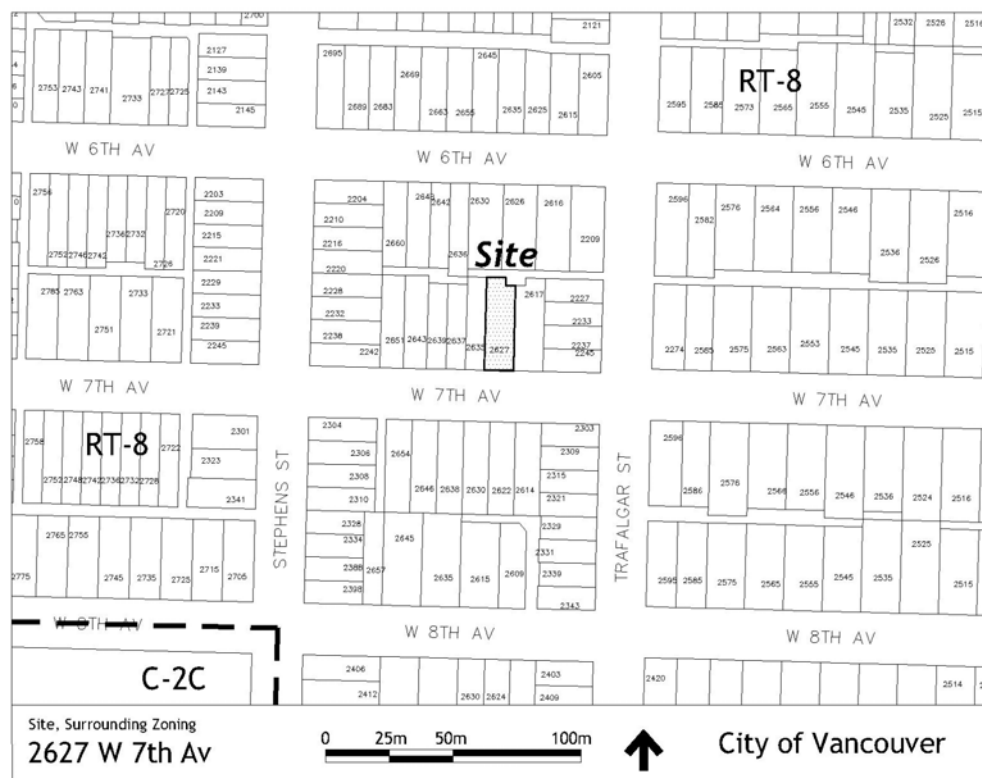
The General Manager of Community Services RECOMMENDS approval of A and B.

STRATEGIC ANALYSIS

Site and Context

The site which is the subject of the proposed project is located in the Kitsilano neighbourhood in an area zoned RT-8 (see Figure 1 below). The RT-8 district schedule of the Zoning & Development By-law permits One-Family and Two-Family Dwellings, the conversion of existing buildings into suites, and in some cases new apartment buildings, townhouses, and infill development. The site is located on the north side of West 7th Avenue and a partially dedicated lane exists at the rear of the site. The total area of the site is 4,375 square feet.

Figure 1 - 'The Bielby Residence' site and the surrounding zoning



Heritage Value

The existing building at 2627 West 7th Avenue was constructed in 1911 by William Edward Bielby (see the photos in Appendix 'A'). It is a good example of a two and a half storey Edwardian house built in the craftsman style. Notable features include its gable-end roof with decorative half-timbered details, front porch, shingle and narrow clapboard siding, and a variety of wood windows, some with stained glass transoms. The building is also a part of a cluster of historic houses along West 7th Avenue, including the nearby 'Ainsworth House' at 2622 West 7th Avenue which is protected by a Designation By-law.

Development Application and Proposed Incentives

It is proposed that the incentive and compensation to be provided to the owner for the heritage designation and the rehabilitation and conservation of the heritage building will be in the form of zoning variances to the Zoning and Development By-law, including a permitted density increase, as set forth in Development Permit Applications DE415154 and as described below.

The application proposes to add to the existing house, rehabilitate it and convert it to a One-Family Dwelling with Secondary Suite and to construct an Infill One-Family Dwelling at the rear of the property. The maximum permitted density under the RT-8 zoning is 0.75 floor space ratio (FSR) which provides an overall permitted density for the Lands of 3,281 square feet. The total overall density proposed in the development permit application is 0.82 FSR,

which is 3,552 square feet (see Table A below and the Technical Zoning Summary in Appendix 'D').

Table A: Summary of Proposed Uses, Density, and Parking

Item	Existing	Permitted or Required	Proposed
Use	One-Family Dwelling	Multiple Conversion Dwelling , One-Family Dwelling with Secondary Suite, and infill uses Permitted	One-Family Dwelling with Secondary Suite and an Infill One-Family Dwelling
Total Density	0.57 FSR 2,512 sq. ft.	0.75 FSR 3,281 sq. ft.	0.82 FSR 3,552 sq. ft.*
Number of Dwelling Units	1	3 maximum	3
Off-Street Parking Spaces	1	2 minimum**	3

* the infill dwelling is proposed to be 1,106 sq. ft. and the heritage building to be 2,536 sq. ft. with additions.

** a minimum of one off-street parking space is required for a One-Family Dwelling with Secondary Suite in an existing building.

The proposed density exceeds by 10% the maximum permitted in the applicable zoning. However, under Section 3.2.5 of the Zoning and Development By-law and under the Heritage Policies and Guidelines, the Director of Planning may grant this variance provided, as required under Section 3.2.5 of the Zoning and Development By-law, that Council has determined that the proposed development would make a contribution to conserving a heritage building or site designated by Council as a protected heritage property or a building or site on the Heritage Register, and the Director of Planning has considered advice from the Vancouver Heritage Commission or other like body, notified adjacent property owners of the application and considered the provisions of the Zoning and Development By-law and all applicable policies and guidelines adopted by Council and provided, as required under the Heritage Policy and Guidelines, that the Director of Planning has regard to the cost of the heritage-related conservation, the value of the increased floor area, the impact upon liveability and environmental quality of the neighbourhood and the appropriateness of the requiring heritage designation as a condition of approval. In respect of this, the Director of Planning requires, as a pre-condition to the exercise of the discretion to relax the provisions of the Zoning and Development By-law in this case, that Council designate 'The Bielby Residence' as a protected heritage property, and as is further discussed in this report the Heritage Commission has approved the proposal and staff have considered the probable impact of the proposed development, including the results of notification (see the Results of Neighbourhood Notification section), the compatibility of the development with the zoning (see the discussion below), and the financial analysis required for the application (see the Proforma Evaluation section) and conclude that the proposal is supportable.

Compatibility with Existing Zoning and Land Use Regulations

The Intent of the RT-8 Zoning District Schedule is to:

"... encourage the retention and renovation of existing buildings which maintain an architectural style and building form consistent with the historical character of the area.

Redevelopment will be encouraged on sites where existing buildings are smaller, or do not contribute to this character. For renovations and additions, emphasis is placed on maintaining existing external architectural character; for new development, on compatibility in external character. In all cases, neighbourly building scale and placement is emphasized."

The retention of the heritage building contributes to the historic architectural character of the area and the additions are compatible with the existing architectural character of the heritage building. The proposal responds well to its neighbours in terms of scale, massing, privacy impact, and placement. Staff conclude the proposal is consistent with the intent of the zoning.

Condition of the Heritage Building and Conservation Approach

'The Bielby Residence' is in fair condition. A significant amount of original material survives but much is quite weathered. The rehabilitation work will consist of repairing elements which are viable to be retained and replicating those which cannot. New wood sashes are proposed to replace most of the casement windows in existing openings, with the exception of the existing stained glass sashes which will be removed, rehabilitated, and re-installed. The wood shingles will need to be replaced and the "bell-cast" detail at the main floor level will be replicated. Clapboard siding will be salvaged and re-used where viable. The front porch is in poor shape, having been damaged by vegetation, and will need to be replicated. The current front stair configuration is not original. The replicated porch will feature the original stair location, orientation, and matching guard details. The owner concluded that the existing internal stair was not adequate and an addition is proposed on the east side which is "capped" by a gable-end roof with details which are consistent with the character of the existing building. No other dormers are proposed for the roof which helps preserve the building's original form. Historic paint colours are proposed for the building.

The primary conservation challenge will be compliance with the Vancouver Building By-law with respect to environmental separation regulations. Staff support the rehabilitation proposed for 'The Bielby Residence' and conclude that the proposal is consistent with the federally adopted Standards and Guidelines for the Conservation of Historic Places in Canada.

Results of Neighbourhood Notification

Fifty-four surrounding properties were notified of the application. Four responses were received (7.5% of those notified). None stated opposition to the project but all expressed concerns about the proposed infill building including the loss of green space, hedging, and trees, as well as concerns regarding privacy and natural daylight impacts, and the precedent created by the approval of the infill building on future development in the area. One letter expressed concern about the width of the existing lane at the rear and wanted to know if the lane is to be widened behind the property.

Infill development is permitted in the zoning and the Lands, in this case, qualify for infill development under the RT-8 Guidelines. The infill building complies with the height and setback requirements of the RT-8 Guidelines and is consistent in size and scale with other infill development approved in the area, as well as with respect to shadowing and privacy considerations (see Table 2 in the Zoning Technical Summary in Appendix 'D'). Ten feet of the rear of the site is to be dedicated to the City as a condition of the development permit

approval and the lane is to be developed to the standard twenty foot width. This will necessitate the removal of several trees in that area. As well, the proposed infill building will result in the removal of mature landscaping in the rear yard. In consideration of this, the project complies with the Tree By-law regarding tree replacement as well as the landscaping requirements of the RT-8 Guidelines, and hedges and fencing are proposed along both side property lines in the rear yard to address privacy issues and the loss of the existing hedges.

Staff have reviewed the project with respect to the City's Heritage Policies and Guidelines, the RT-8 Guidelines, and the intent of the zoning (see the Compatibility with Existing Zoning and Land Use Regulations section), as well as the results of notification, and conclude that the proposal is supportable.

Comments from the Vancouver Heritage Commission

On November 14th, 2011, the Vancouver Heritage Commission reviewed the project and unanimously supported the application (see Resolutions of the Vancouver Heritage Commission in Appendix 'C').

Financial Implications

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

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 additional density and other by-law variances proposed to offset the costs and compensate for any reduction in land value resulting from the designation, rehabilitation, and conservation of the heritage building will not result in any undue profit.

Environmental

The City's "Green Buildings Policy For Rezonings" does not apply to the application as a Heritage Revitalization Agreement is not required. However, staff encourage owners involved in applications such as this to seek registration and certification with BuiltGreen BC™ and to achieve BuiltGreen BC™ Gold with a score of EnerGuide 82, or an equivalent achievement in green design. It should be noted requirements in the Vancouver Building By-law to improve environmental performance will still be applicable to the project.

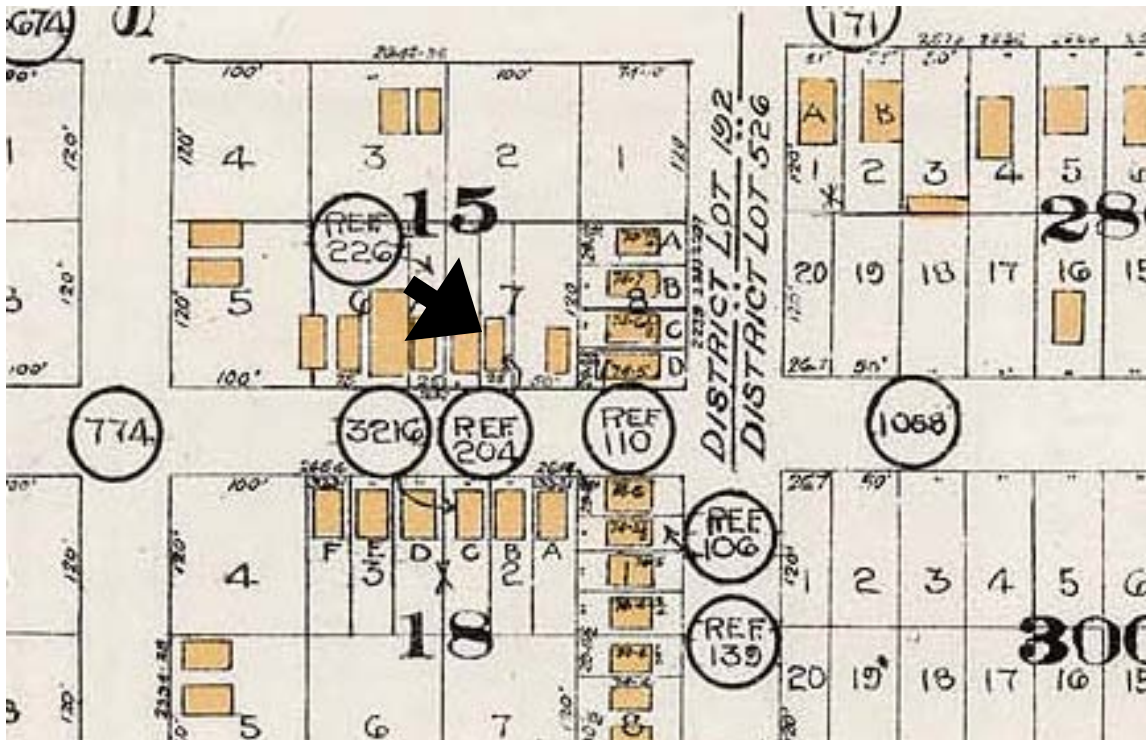
Legal

Section 595 of the *Vancouver Charter* requires that Council compensate an owner for any reduction in the market value caused by a heritage designation. The Owner has signed a related agreement to be registered on title to the Lands by which the owner agrees to restore and conserve the heritage building and in that agreement has explicitly accepted the by-law variances to be provided as proposed in the development application, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of and the contractual obligations to restore and conserve the heritage building.

CONCLUSION

The heritage designation of 'The Bielby Residence' at 2627 West 7th Avenue, which is listed in the 'C' evaluation category on the Vancouver Heritage Register, will ensure that the heritage building is protected from exterior alterations which affect its heritage value, and from demolition. The owner has agreed to accept the proposed variances as compensation for the designation of the heritage building. Therefore, it is recommended that Council approve the heritage designation of 'The Bielby Residence'.

* * * * *



Fire Insurance Map from 1912.

The map shows the neighbourhood as it existed circa 1912. The large arrow indicates 'The Bielby Residence'. The property boundary between 2627 West 7th Avenue and 2617 West 7th Avenue was moved to the east such that both properties are now 37.50 feet wide (the house shown at 2617 West 7th Av. still exists). Historically this partitioning was not uncommon. Owners would seek to increase the size of their properties by purchasing land from adjacent parcels and consolidating the land into their property.



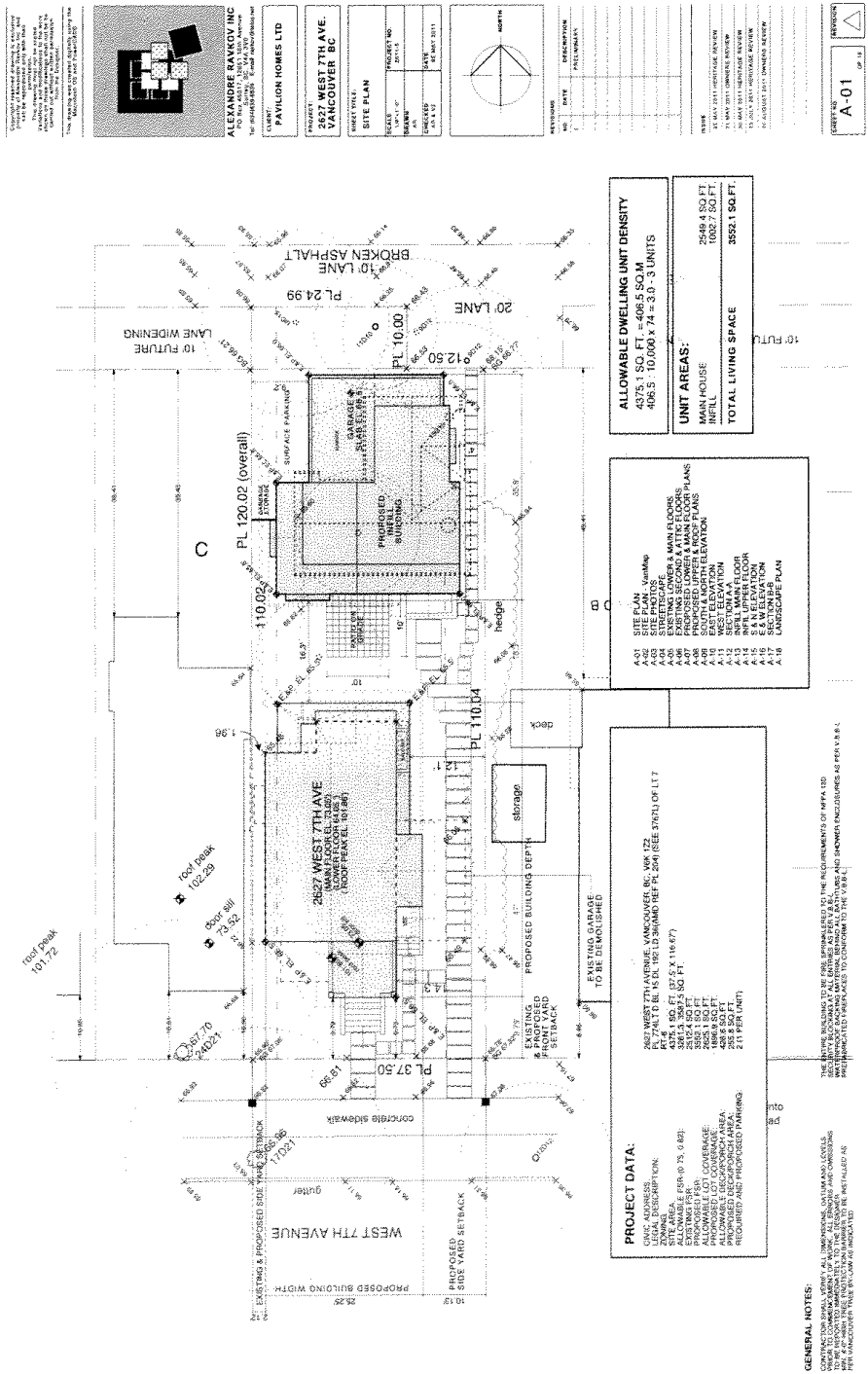
Photo 1: the original property boundary ran on the left (west) side of the driveway in the picture ('The Bielby Residence' is on the left). The carport is not original and is to be removed, along with the portion of the driveway for 2627 West 7th Avenue.



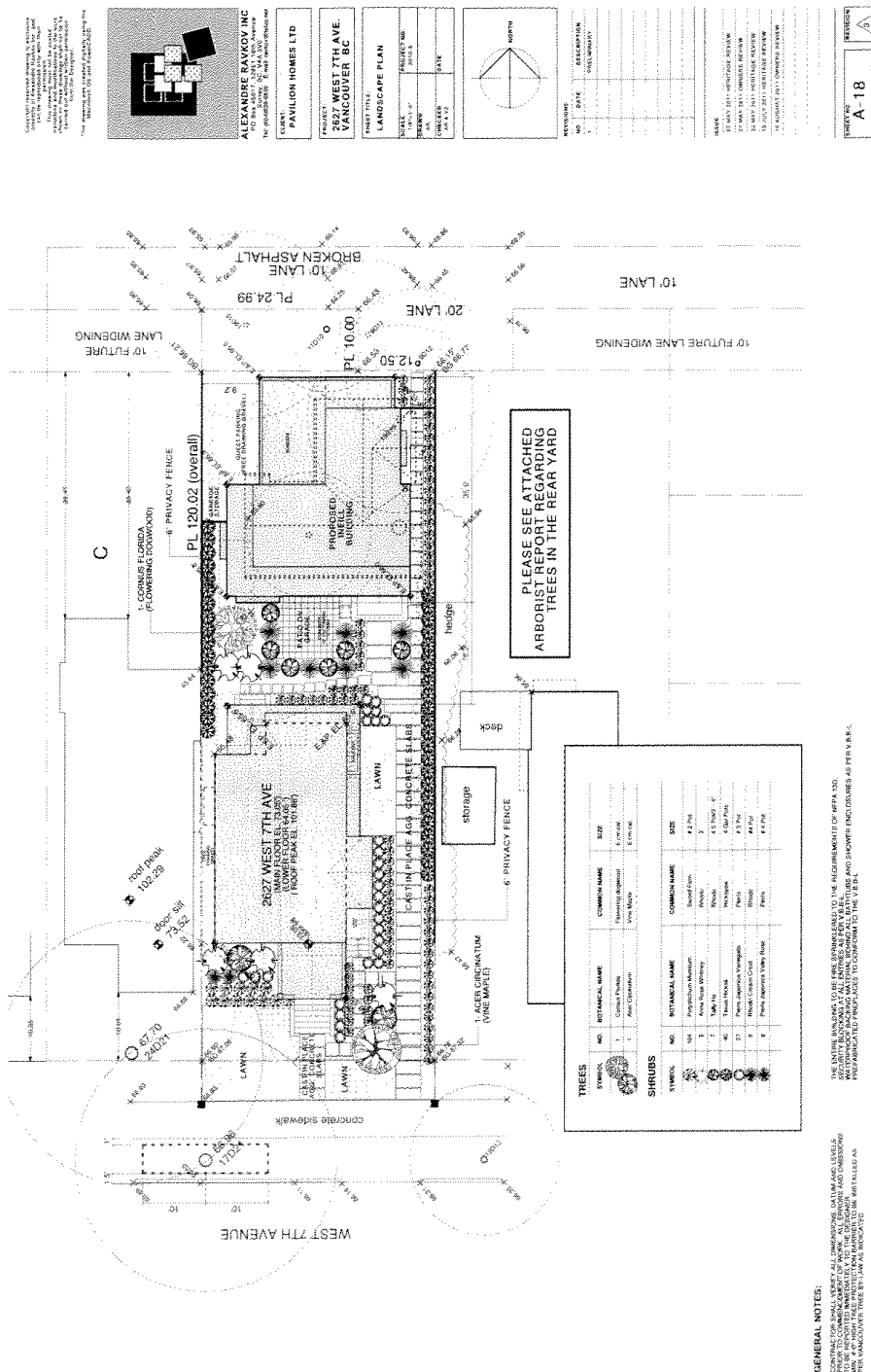
Photo 2: 'The Bielby Residence' from the south-east corner of the site



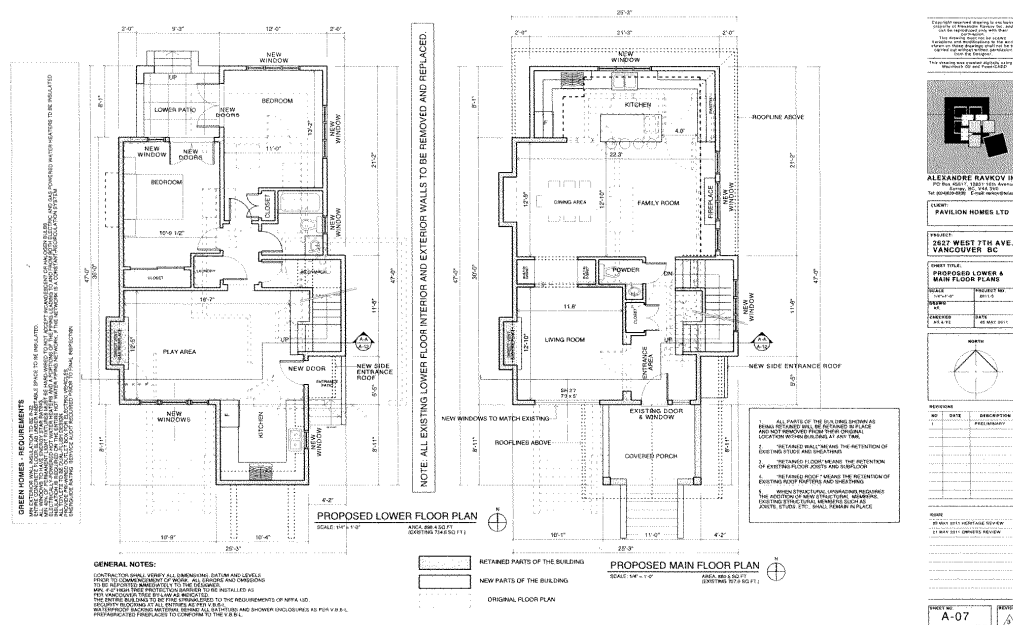
Photo 3: View from the south-west corner of the site



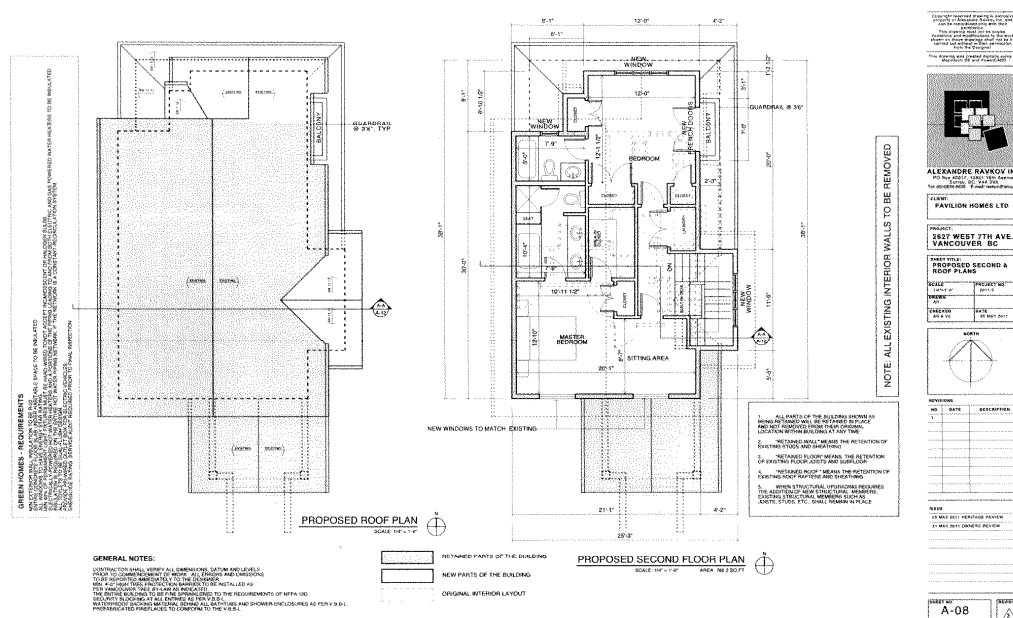
SITE PLAN



LANDSCAPE PLAN



BASMENT & MAIN FLOOR PLANS -
HERITAGE BLDG.

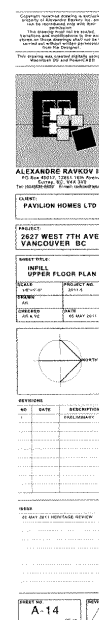


UPPER FLOOR & ROOF PLANS -
HERITAGE BLDG.

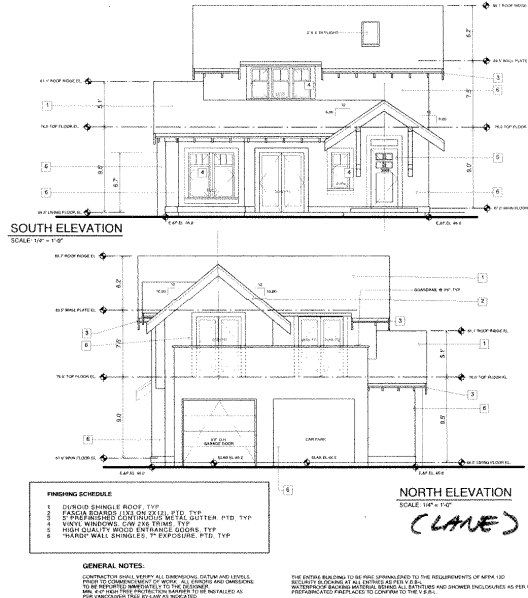




INFILL BLDG - MAIN FLOOR PLAN



INFILL BUDG. - UPPER FLOOR PLAN



WINDOWS TO BE VINYL, C/W 2x6 TRIM. EXTERIOR WOOD SILLING, BALANCED SASH DESIGN, TYP. ALL EXTERIOR DOOR AND WINDOW TRIMS, APRON BOARDS, FASCIA AND BARGE BOARDS TO BE SMOOTH-SANDED, TYP. ALL EXTERIOR DOOR AND WINDOW TRIMS, APRON BOARDS, FASCIA AND BARGE BOARDS TO BE SMOOTH-SANDED, TYP. ALL EXTERIOR DOOR AND WINDOW TRIMS, APRON BOARDS, FASCIA AND BARGE BOARDS TO BE SMOOTH-SANDED, TYP.

PROJECT INFORMATION

PROJECT: 2827 WEST 7TH AVE, VANCOUVER BC

CLIENT: PAVILION HOMES LTD

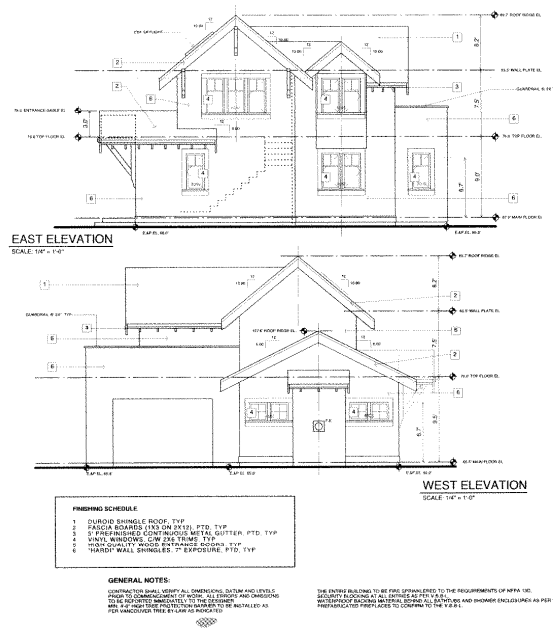
DESIGNER: ALEXANDRE BAYKOV INC

DATE: 2014

REVISION: A-15

REVISION: A-15

INFILL ELEVATIONS



WINDOWS TO BE VINYL, C/W 2x6 TRIM. EXTERIOR WOOD SILLING, BALANCED SASH DESIGN, TYP. ALL EXTERIOR DOOR AND WINDOW TRIMS, APRON BOARDS, FASCIA AND BARGE BOARDS TO BE SMOOTH-SANDED, TYP. ALL EXTERIOR DOOR AND WINDOW TRIMS, APRON BOARDS, FASCIA AND BARGE BOARDS TO BE SMOOTH-SANDED, TYP. ALL EXTERIOR DOOR AND WINDOW TRIMS, APRON BOARDS, FASCIA AND BARGE BOARDS TO BE SMOOTH-SANDED, TYP.

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CLIENT: PAVILION HOMES LTD

DESIGNER: ALEXANDRE BAYKOV INC

DATE: 2014

REVISION: A-16

REVISION: A-16

INFILL ELEVATIONS

Resolutions of the Vancouver Heritage Committee

On November 14th, 2011, the Vancouver Heritage Commission reviewed the project and resolved the following:

THAT the Vancouver Heritage Commission supports the additions to the Heritage Building at 2627 West 7th Avenue, the Bielby Residence, as presented at the November 14, 2011, meeting with the following considerations:

- to use wood windows in the infill;
- to use cedar shingles to clad the roofs of the heritage house and infill; and
- to reconsider the design of the Juliet balcony at the back of the heritage house.

FURTHER THAT the Commission encourages the applicant to develop a conservation plan for the heritage house.

FURTHER THAT the Commission supports the proposed Statement of Significance for 2627 West 7th Avenue, the Bielby Residence, as presented at the November 14, 2011, meeting.

PASSED UNANIMOUSLY

Staff Comments:

The RT-8 Guidelines do not require wood windows or wood shingles for new development provided the proposed materials meet the character standards of the Guidelines. Staff concluded that wood windows and wood shingles for the roof are not required for the Infill building. The roof of the heritage building would originally have been wood. Staff encourage owners to install wood roofs on residential heritage buildings of this style, but typically do not require this if the current roof is not wood. The reason for this is that cedar shingles available today do not have the durability of the old-growth timber used when buildings of this era were constructed, and wood shingle roofs can become a maintenance/ cost burden as a consequence. Some asphalt products available today are appropriate in their colour and texture to be used in place of wood shingles, and these are required for projects such as this.

The architect will be directed to look at the design of the balconies at the rear of the building regarding the last bulleted item noted above.

Technical Zoning Summary:

Variances of the RT-8 Zoning District Schedule and the RT-8 Guidelines:

Table 1: Major Zoning Items Site Area = 4,375 sq. ft.

Item	Existing	Permitted or Required	Proposed
Total Density (Both Buildings)	0.57 FSR 2,512 sq. ft.	0.75 FSR 3,281 sq. ft. maximum	0.82 FSR 3,552 sq. ft.*
Number of Dwelling Units for the Site	1	3	3
Site Coverage (Total)	21% (918 sq. ft.)	45% (1969 sq. ft.) maximum	43% (1,897 sq. ft.)

* the infill dwelling is proposed to be 1,106 sq. ft. (excluding parking) and the heritage building to be 2,536 sq. ft. with additions.

Table 2: RT-8 Guidelines with respect to the Proposed Infill Building

Item	Existing	Required or permitted	Proposed
Side yard of the Heritage Building	14.4 feet (not including the existing attached carport, which is to be removed	At least one side yard is to be a minimum of 12.1 feet wide to allow the site to qualify for infill use.	12.1 feet to the main wall of the Heritage Building, and 10.1 feet to the proposed addition for the stair on the east side.
Area of Rear Yard for the Infill Building	2,365 sq. ft.*	2,098 sq. ft. minimum	2,207 sq. ft.*
Height of the Infill Building	NA	25.2 feet maximum	22.6 feet
Number of Storeys	NA	One and a partial second storey	One and a partial second storey
Separation between the Heritage Building and the Infill Building	NA	16.1 feet minimum	16.3 feet
Rear Yard Coverage	NA	35% of the rear yard area (775 sq. ft.)	45% of the rear yard area (1000 sq. ft.)**

* includes lane dedication area

** variance required

Staff Comments: The rear yard coverage of the infill building exceeds the permitted 35% as shown in Table 2 above. This is because the main floor is located in front of (i.e. south of) the parking spaces, as opposed to being located above the parking spaces, which would add mass and bulk to the infill building. A variance of this provision in the RT-8 Guidelines is often considered for this reason. In this case, the overall site coverage for the site complies and as such staff support the variance, noting that the required separation between the principal

building (i.e. heritage building) has been met, which is often a restricting factor in locating more density at ground level.

Variances of Section 10 of the Zoning and Development By-law:

Table 3: Variances of Section 10 of the Zoning and Development By-law For Both Parcels

Regulations of Section 10 of the Zoning and Development By-law	Required or permitted	Proposed, with variances
Section 10.7.1(a)	Steps are not permitted in required side yard except in an exterior side yard	The Director of Planning may permit steps in any side yard.
Section 10.7.1(b)	Eaves, gutters, sills and chimneys etc. may not project more than 21 inches into a required yard	The Director of Planning may permit eaves, gutters, sills, chimneys, and other similar projections to project into a required or permitted yard

2627 West 7th Avenue – PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation and conservation of a heritage building and construction of a new Infill One-Family Dwelling at the rear of the property

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	RT-8	With by-law variances
FSR (site area = \$4,375 sq. ft./ 406 m ²)	0.75	0.82
Buildable Floor Space (sq. ft.)	3,281	3,552
Land Use	Residential	Residential

Public Benefit Statistics		Value for new buildings under Current Zoning (\$)	Value for buildings with existing building preserved, with proposed by-law variances(\$)
Required*	DCL (City-wide) (See Note 1)	\$8,661	\$2,746
	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)		\$140,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$8,661	\$142,746

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 2,512 sq. ft. in the heritage building. The recently approved DCL value of \$2.64 / sq. ft. is used in this case as the building permits for the project would be issued after the deadline for the application of the existing rate.

Note 2: the figure noted in the above table represents the value of on-site density bonus to facilitate heritage building rehabilitation, conservation, and protection. The conservation and protection of heritage resources is a community objective as noted in Council Policy.