



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: May 21, 2014
Contact: Anita Molaro
Contact No.: 604.871.6479
RTS No.: 10580
VanRIMS No.: 08-2000-20
Meeting Date: June 10, 2014

TO: Vancouver City Council

FROM: General Manager, Planning & Development Services in consultation with the Director of Legal Services

SUBJECT: 1451 Angus Drive - Reifel Residence - Heritage Designation and Heritage Revitalization Agreement

RECOMMENDATIONS

- A. THAT Council instruct the Director of Legal Services to bring forward for enactment pursuant to Section 593 of the *Vancouver Charter* a by-law to designate as a protected heritage property the building at 1451 Angus Drive (PID 011-533-251; Lot 5, Block 50, District Lot 526, Plan 4502) (the "site") known as the Reifel Residence (the "heritage building"), which is listed on the Vancouver Heritage Register in the 'B' evaluation category.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment pursuant to Section 592 of the *Vancouver Charter* a by-law authorizing the City to enter into a Heritage Revitalization Agreement in respect of the site to:
 - (i) secure the rehabilitation and long-term preservation of the heritage building; and
 - (ii) vary the applicable zoning by-law, being the *First Shaughnessy Official Development Plan* in respect of the site to permit the rehabilitation of the heritage building thereon as proposed under Development Permit Application No. DE415755 (the "DP Application") and as more particularly described in this report.
- C. THAT the Heritage Revitalization Agreement shall be prepared, completed and registered, and given priority on title to the site, to the satisfaction of the Director of Legal Services and the Director of Planning.
- D. FURTHER THAT Recommendations A, B and C 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 nor any 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 and all its 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 authorization for the designation of the Reifel Residence at 1451 Angus Drive, which is listed on the Vancouver Heritage Register in the 'B' evaluation category, as a protected heritage property under Section 593 of the *Vancouver Charter*, and to approve a Heritage Revitalization Agreement ("HRA") for the site.

It is proposed that as incentive and compensation to the owner for the proposed heritage designation, and for the rehabilitation and conservation of the heritage building, the HRA will vary the zoning by-law applicable to the site, being the *First Shaughnessy Official Development Plan* to permit the development of the Lands as contemplated in the DP Application (see plans in Appendix C and the Technical Zoning Summary in Appendix E) and as further described in this report. The General Manager of Planning and Development Services is prepared to approve the DP Application should Council approve the recommendations of this report.

COUNCIL AUTHORITY

Pursuant to Section 592 of the *Vancouver Charter*, Council may, by by-law, enter into a Heritage Revitalization Agreement with the owner of a heritage property in respect of the heritage property which may vary or supplement certain by-laws and permits.

Pursuant to Section 593 of the *Vancouver Charter*, Council may also, by by-law, designate real property in whole or in part as protected heritage property.

Pursuant to Section 595 of the *Vancouver Charter*, if sought, Council is required to compensate an owner of property being designated as protected heritage property for any reduction in market value of the property caused by the designation. This is often achieved by by-law variances found in an HRA to permit an otherwise impermissible development, along with additional compensation to offset rehabilitation costs incurred as a result of the HRA.

The proposed heritage designation and HRA for the Reifel Residence require Council approval at a Public Hearing and by-law enactment pursuant to Sections 592, 593 and 594 of the *Vancouver Charter*.

The following Council policies are applicable to this project:

- *Heritage Policies and Guidelines* (April 1991)
- *Green Buildings Rezoning Policy* (February 2010)

The *Heritage Action Plan*, which was approved in December 2013, responds to citizen and Council desire to encourage and support heritage conservation in the City. A number of actions were approved including the use of available tools to conserve the City's heritage resources.

GENERAL MANAGER'S COMMENTS

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

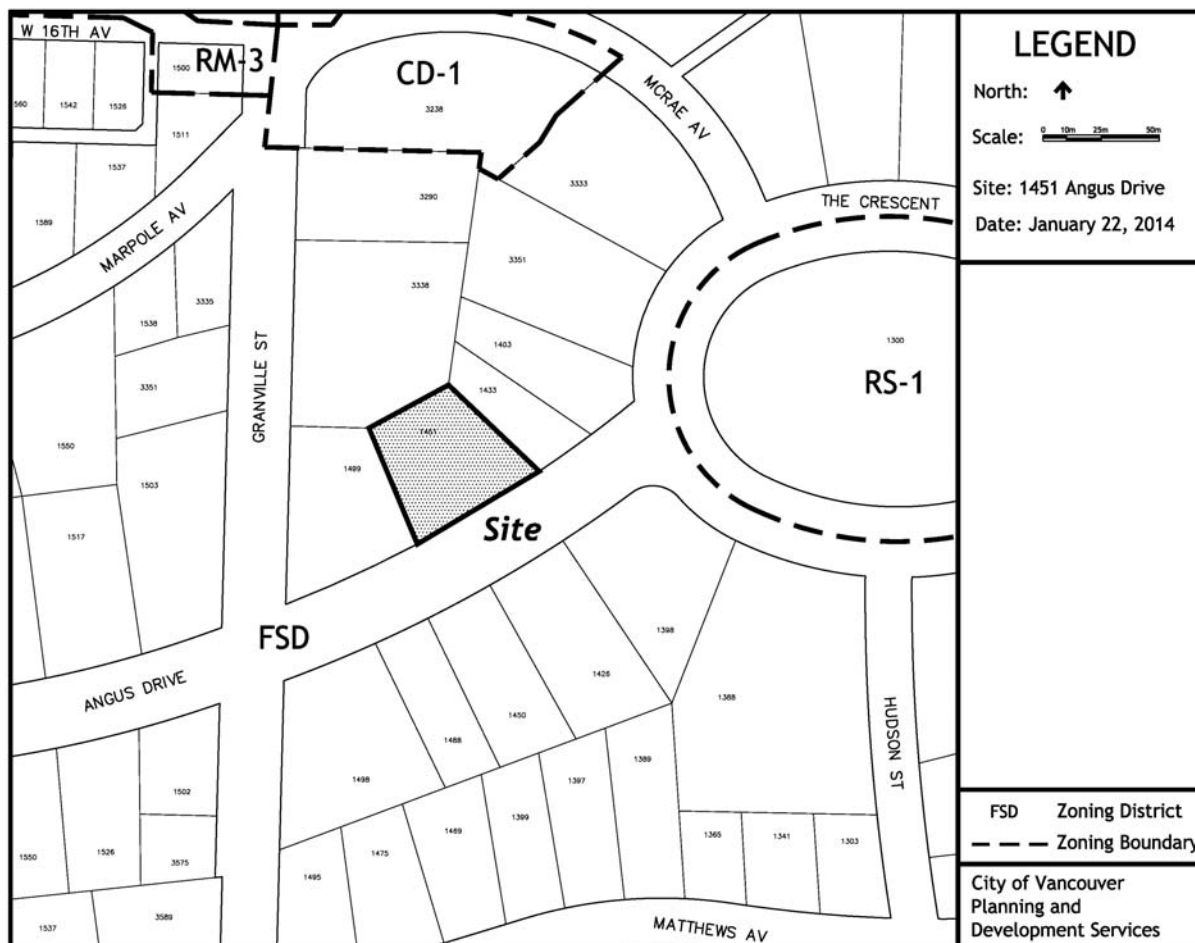
STRATEGIC ANALYSIS

The site is located in First Shaughnessy, and the zoning requirements for First Shaughnessy are set out in the *First Shaughnessy Official Development Plan* (the "FSODP"). This proposal to retain and add to the Reifel Residence, meets the intent of the FSODP to retain the unique low-density estate character of the neighbourhood, with broad goals including the conservation and restoration of meritorious pre-1940 homes such as the Reifel Residence at 1451 Angus Drive. The proposed heritage designation and the HRA will secure the rehabilitation and protection of this house

Site and Context

The site is located between Granville Street and The Crescent in one of the more prominent locations of First Shaughnessy (see Figure 1 below), and the heritage building is centrally-placed on this site. The total area of the subject site is 2,672 square metres (28,763 square feet). The site is surrounded a variety of trees and hedges and there is a single driveway entry off Angus Drive.

Figure 1: Site and Surrounding Zoning



Heritage Value

The Reifel Residence was built in 1922, as part of the second phase of post-war development in First Shaughnessy, for the influential Reifel family. Henry and Annie Reifel chose a site close to The Crescent, the most sought-after area of this exclusive neighbourhood, and lived here until 1945. Henry Reifel established the short-lived San Francisco brewery in Mount Pleasant in 1888, and later the Canadian Brewing and Malting Company in 1908. Despite Prohibition in 1917, the business grew and expanded through the 1920s by which time it was named Brewers and Distillers of Vancouver, of which Henry Reifel was president from 1918 to 1933.

The heritage building is a good example of British Arts and Crafts design which continued into the inter-war period. Features of the heritage building include stucco cladding and half-timber detailing in the gable ends, a front-gabled bay with decorative herringbone brick nogging panels and decorative scroll-cut brackets (Photographs, Appendix A). It is listed in the 'B' evaluation category on the Heritage Register.

Development Application and Proposed Incentives

The application proposes to retain the heritage building as a One-Family Dwelling, to make additions to the west side, east side and rear, to construct a new detached garage and to restore the components of the heritage house on the front and sides.

It is proposed that in return for certain relaxations to the applicable zoning, including an increase in permitted density for the site, as set forth in the DP Application and as described below, the owner will accept a heritage designation and enter into an HRA to be registered on title to the site, and will undertake to restore, rehabilitate and conserve the heritage building in accordance with a conservation plan approved by the City.

The zoning applicable to the site is contained in the FSODP. The maximum permitted density under the FSODP is 0.45 floor space ratio ("FSR"). The total density proposed in the application is 0.47 FSR, as a result of the detached garage which raises the total floor area on the site to 437 square feet (3.4%) beyond permitted (see Figure 2 below). Heritage designation is sought for the modest amount of floor area exceeding permitted, while an HRA is necessary to vary to the number of storeys and to address existing non-conforming height. The heritage building will increase from 2½ storeys to 3 storeys, due to the top floor being enlarged beyond 50% of the floor immediately below. It is important to note that the height of the heritage building will not change as a result of the proposed development.

Figure 2: Zoning Summary

Zone: FSD	Existing	Permitted	Proposed
Lot Area	2,672 m ² (28,763 sq.ft.)	X	X
4.1 FSR - House	786.9 m ² (8,470 sq.ft.) 0.29 FSR	1,202.4 m ² (12,943 sq.ft.) 0.45 FSR	1,175.2 m ² (12,650 sq.ft.) 0.44 FSR
House and Garage *	859.6 m ² (9,253 sq.ft.) 0.32 FSR		1,243 m ² (13,380 sq.ft.) 0.47 FSR
4.2.1 Height	12.3 m (40.2 ft.) 2 ½ storey	Lesser of 10.7 m (35 ft.) or 2½ storey	12.3 m (40.2 ft.) 3-storey **

* Floor area of detached garage - existing 72.7 m² (783 sq.ft.), proposed 67.8 m² (730 sq.ft.) - is included as part of overall FSR calculations as per the FSD ODP.

** The house is not proposed to be raised as a result of this application - rather, the number of storeys is increasing from 2½ to 3 as a result of the way in which the area of the top floor is measured as a percentage of the area of the floor below.

Compatibility with Existing Zoning and Land Use Regulations

The intent of the FSODP is to protect and preserve First Shaughnessy's unique pre-1940 character. The goals of the FSODP as they pertain to this proposal include promoting conservation and restoration of meritorious pre-1940 homes, maintaining the estate-like image of development, and preserving and enhancing the cultural, social, economic, architectural and historical elements of First Shaughnessy.

This is supported by the current proposal to enlarge the house, most of which will be built at the rear. The proposal meets the intent of the First Shaughnessy design guidelines: it retains and protects this "B-listed" home, the additions are in keeping with the character of the heritage building, and it will have minimal impact on the streetscape and maintain the estate

character and privacy between neighbours. The new wings on the west and east sides will be distinguishable yet compatible with the original house, as will the new detached garage at the rear. Staff have concluded that the proposal is consistent with the goals and intent of the zoning.

Condition of the Heritage Building and Conservation Approach

The heritage building is in excellent condition. It retains much of its grandeur and original elements, including form, cladding, windows and entry. The required rehabilitation work under the DP Application will see the main entry relocated, although the front door and sidelights will be reincorporated at the new location. The windows, half-timbering and cladding, the brickwork in the front bay and other key character-defining elements on the front of the house, such as bargeboards and decorative brackets, are proposed to remain. The rehabilitation scheme is generally compatible with the federally-adopted *Standards and Guidelines for the Conservation of Historic Places in Canada* and is supported.

Results of Neighbourhood Notification and Staff Comments

There were 80 notifications sent to neighbouring property owners, and the Shaughnessy Heights Property Owners Association was also informed. No responses were received.

Comments from Advisory Bodies

This application was presented to the First Shaughnessy Advisory Design Panel ("FSADP") on February 16, 2012. The FSADP reviewed the proposal and addressed matters around the placement of the driveway, the size of the garage and consolidating pedestrian access at the front with one of the driveway entries. As a result of these comments, the garage was re-designed to be detached, rather than located in part within the house, and the number of stalls was reduced to four.

This application was then presented to the Vancouver Heritage Commission on October 21, 2013, when it reserved its support for the project noting concern for aspects of the proposed new construction, particularly the loss of certain elements on the front elevation and the porte-cochere on the east side (see Resolution of the Vancouver Heritage Commission, Appendix D).

The advice of the Vancouver Heritage Commission was carefully considered by the Director of Planning when making a decision on the DP Application. The applicant was directed to undertake revisions to the design that would achieve a greater degree of retention, including retaining more upper floor windows and the front door and sidelights. The applicant has also made revisions to the additions that are more in keeping with the character of the heritage house, eliminating the proposed porte-cochere at the front, revising the roof form of one of the dormers and extending the brick base around the entire house. As a result, staff have concluded that the modest increase in floor space enlargement of the house and a new garage are reasonable in exchange for heritage designation and the HRA.

Financial Implications

The value of the onsite density bonus, which will facilitate the rehabilitation of the Reifel Residence, is approximately \$255,000. The site is within the City-wide Development Cost Levies ("DCL") District and it is anticipated that the applicant will pay approximately \$12,404 in DCLs.

Proforma Evaluation

Real Estate Services staff reviewed the applicant's proforma in accordance with Council's approved policies. As the public benefit generated from this application is heritage conservation, and that the modest amount of onsite bonus density proposed will help offset the rehabilitation costs of the Reifel Residence, a community amenity contribution is not warranted.

Environmental

The City's *Green Buildings Policy for Rezonings* 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.

Legal

The proposed variations to the FSODP will provide an improved development potential on the site. The owner's proposal to rehabilitate and conserve the heritage building in exchange for obtaining the variations to achieve that improved development potential should be appropriately secured as legal obligations contained in the HRA to be registered on title to the site so as to enable the City to enforce those obligations and ensure that they will be fulfilled at the owner's expense. City staff and the owner have negotiated and completed the HRA, which includes rehabilitation and conservation obligations on the part of the owner and enforcement provisions for the City.

Section 595 of the *Vancouver Charter* requires that, if compensation is sought, Council must compensate an owner for reduction in market value caused by a heritage designation. The owner has signed the HRA and in doing so has explicitly accepted the by-law variances to be provided, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of the heritage building and the obligations to rehabilitate and conserve the heritage building set out in the HRA. The HRA will be executed by the City and registered on title to the site following Council's enactment of the by-law authorizing the City to enter into the HRA and before a development permit for the project may be issued.

CONCLUSION

The approval of the heritage designation of the Reifel Residence at 1451 Angus Drive, listed in the 'B' evaluation category on the Vancouver Heritage Register, and the proposed HRA, will ensure that the heritage building is rehabilitated, conserved and protected from demolition and from exterior alterations that may compromise its heritage value. The proposed HRA will vary the applicable zoning by-law, being the FSODP, to allow for the development as proposed, and the owner has agreed to accept the proposed variances as compensation for the designation of the heritage building as a protected heritage property and for its rehabilitation and conservation under the proposed HRA. The General Manager of Planning and Development Services is prepared to approve the DP Application should Council approve the recommendations of this report. Therefore, it is recommended that Council approve the heritage designation of the Reifel Residence and the proposed HRA.

PHOTOGRAPHS - 1451 ANGUS DRIVE



Front Elevation

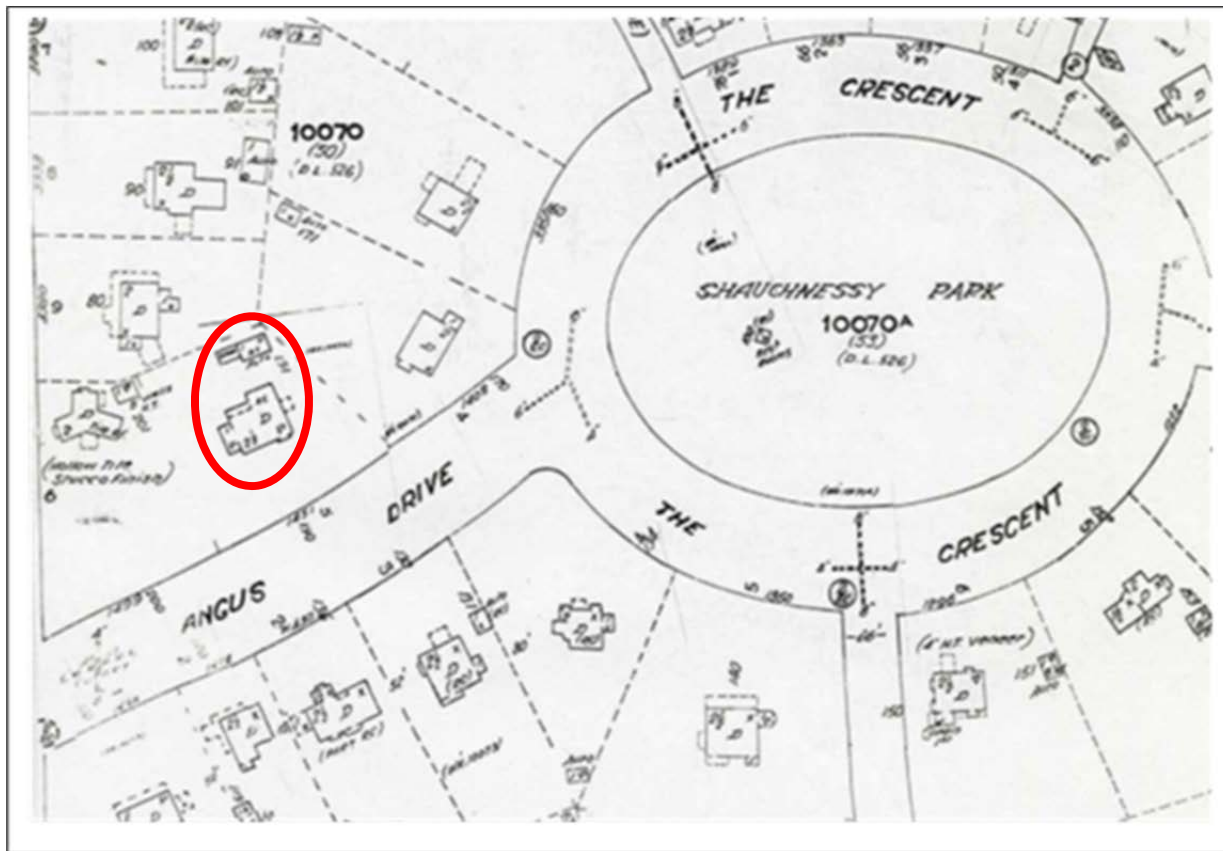


East elevation with porte-cochere



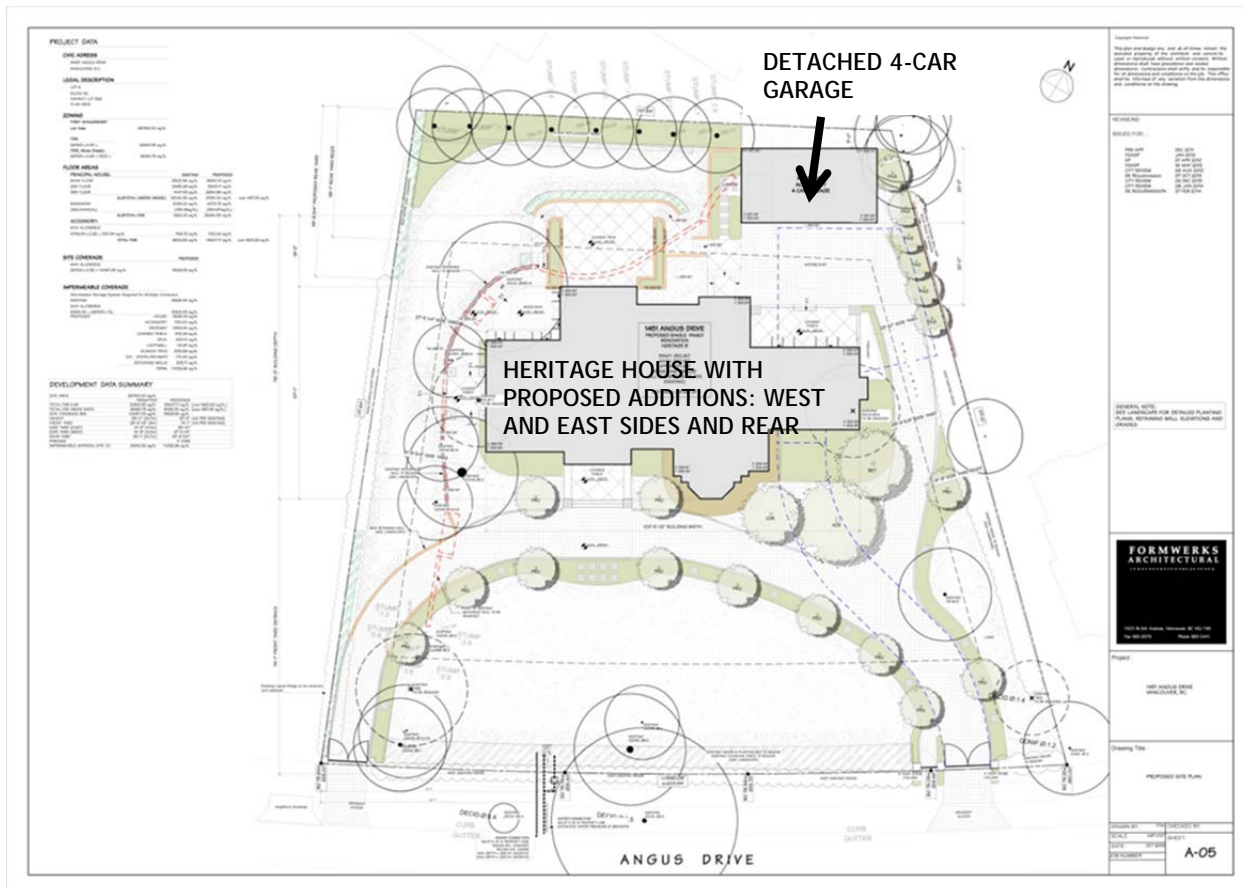
Details of front elevation: Stucco cladding, half timbering, dentils, "herringbone" brick pattern in lower section of bay window

HISTORICAL BACKGROUND - 1451 ANGUS DRIVE

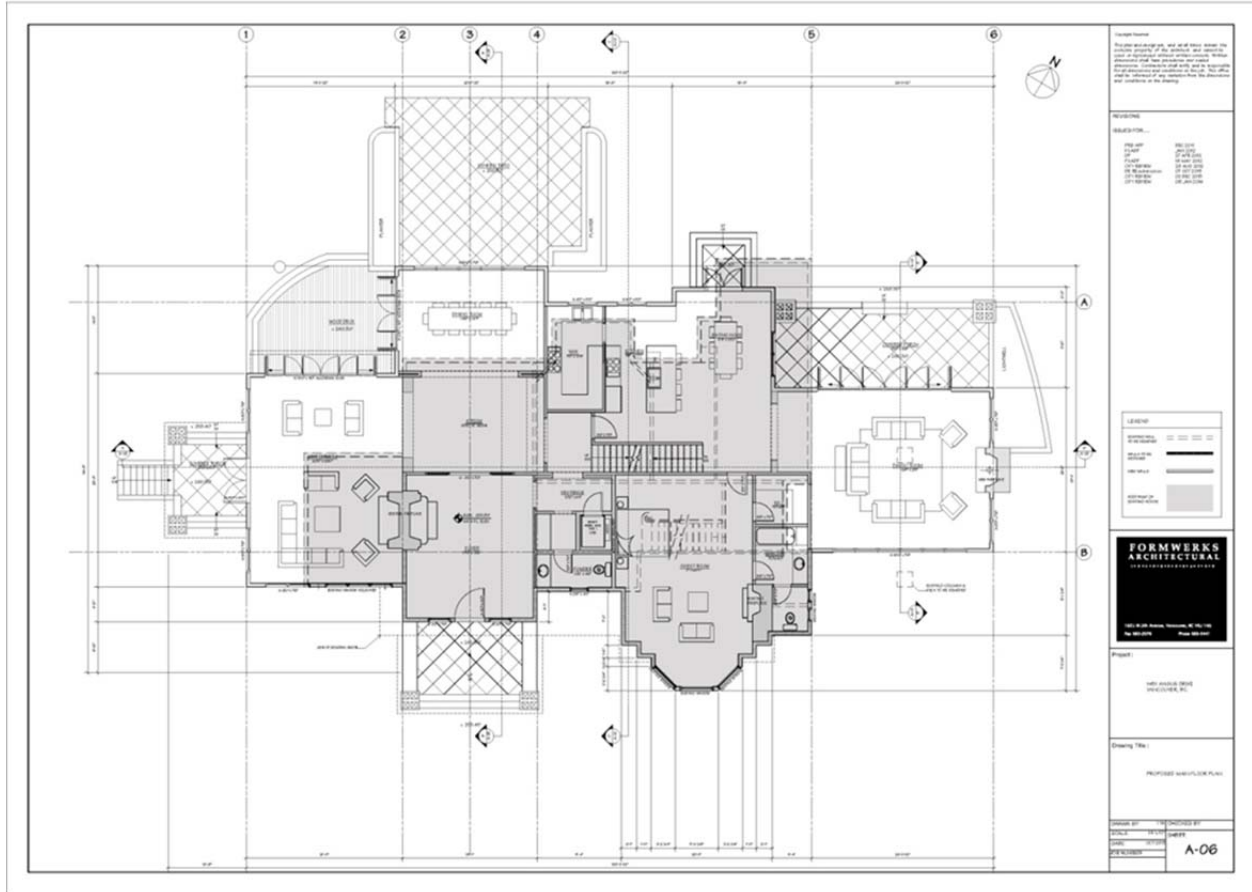


1927 Fire Insurance Map - This illustrates 1451 Angus Drive, Reifel Residence, with the original garage at the rear of the site, built in 1922 as part of the second phase of development that completed the housing in this area after World War I, and one of the last houses built in proximity to The Crescent.

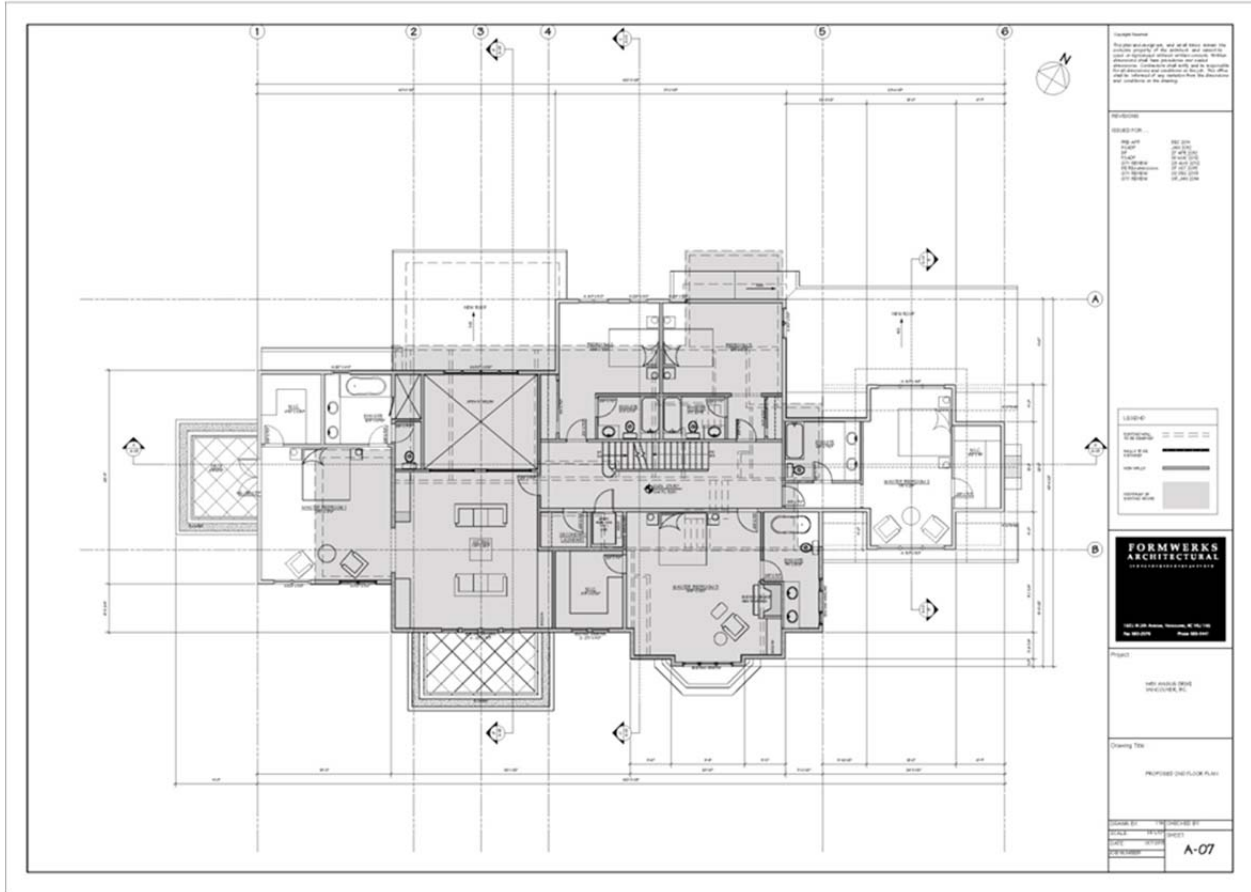
SITE PLAN, FLOOR PLANS AND ELEVATIONS - 1451 ANGUS DRIVE



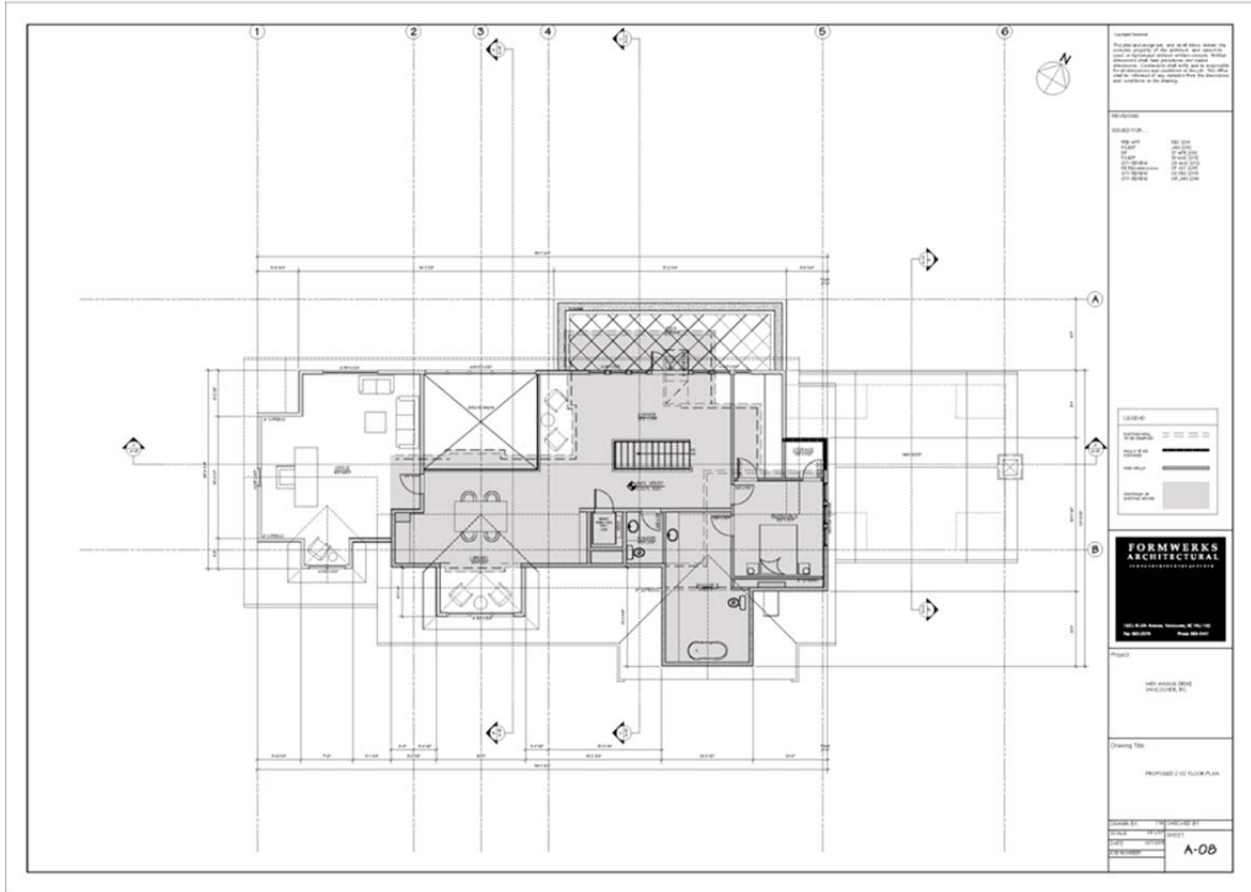
SITE PLAN (PROPOSED) - 1451 ANGUS DRIVE



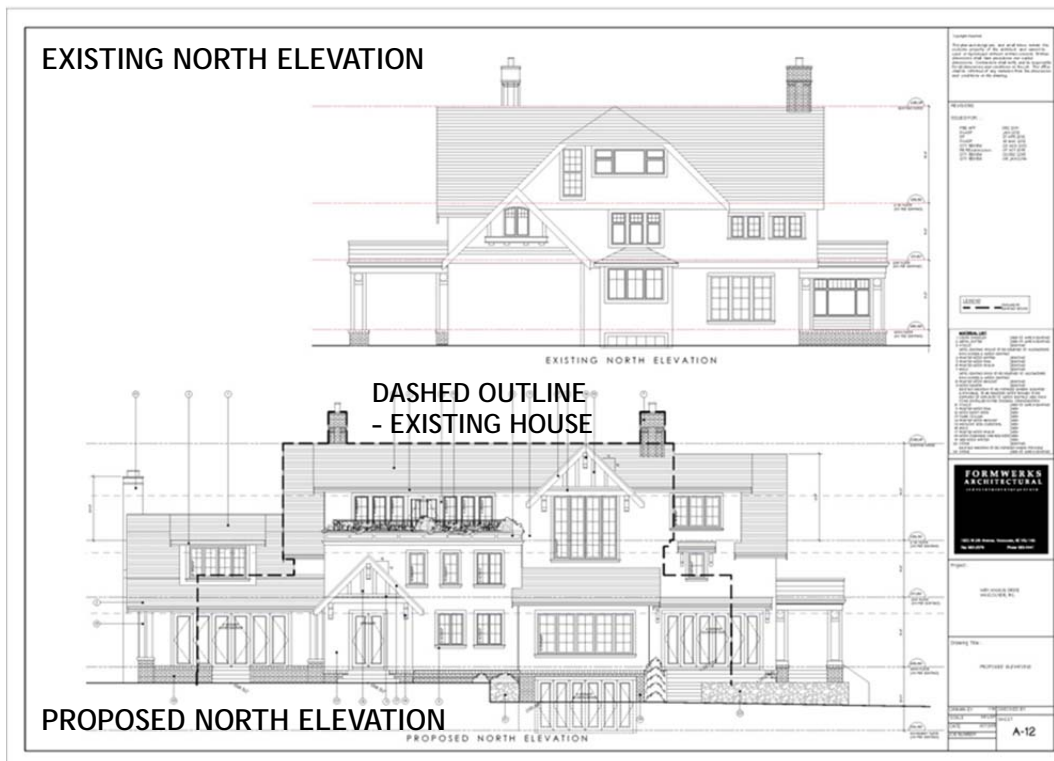
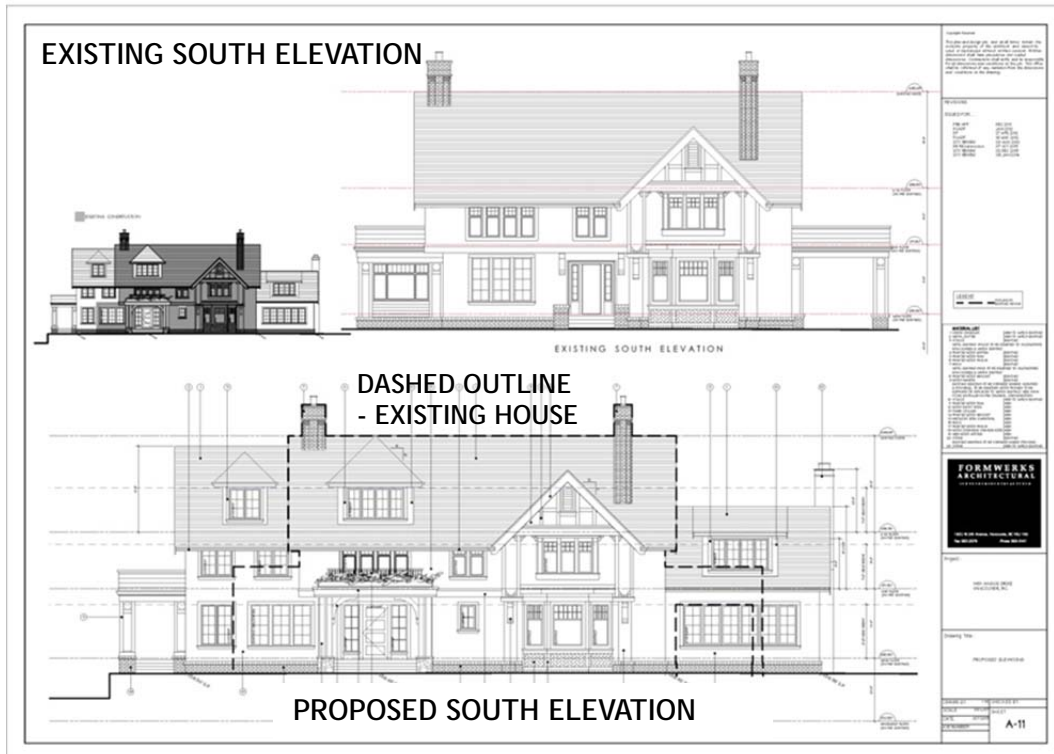
MAIN FLOOR PLAN - PROPOSED, WITH EXISTING IN GREY OVERLAY

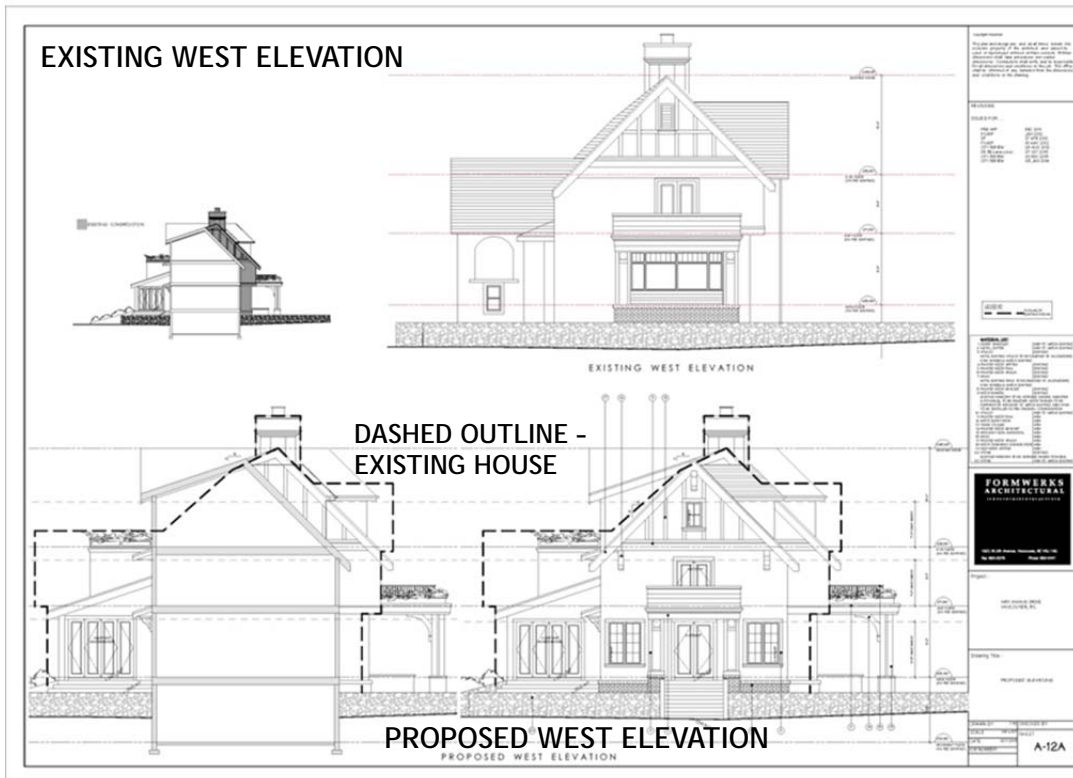
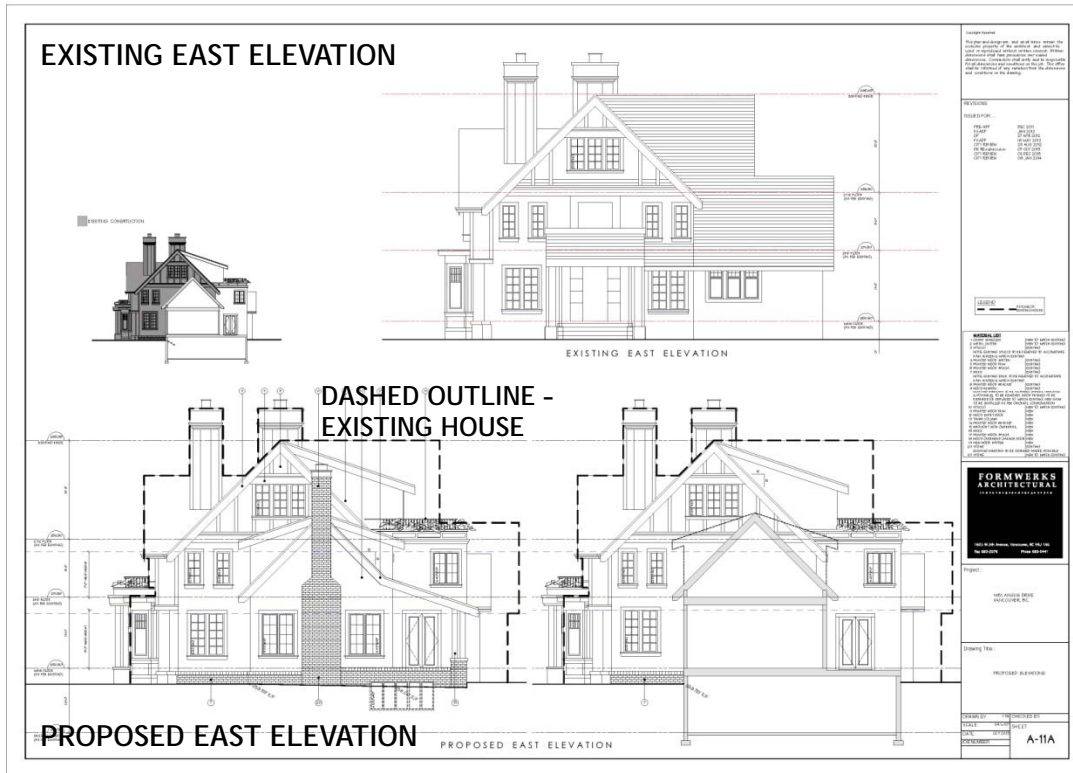


SECOND FLOOR PLAN - PROPOSED, WITH EXISTING IN GREY OVERLAY

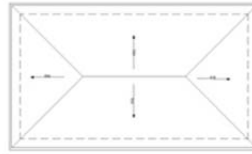
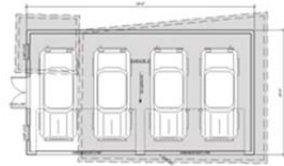


TOP FLOOR PLAN - PROPOSED, WITH EXISTING IN GREY OVERLAY

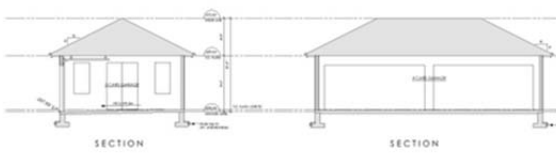
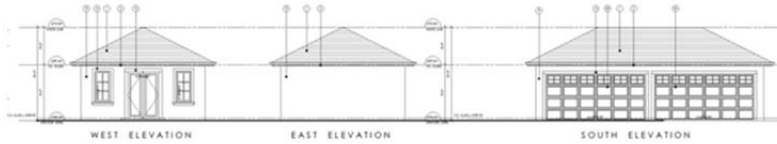




PROPOSED DETACHED GARAGE



DESCRIPTION FLOOR FINISHES: 100% POLYURETHANE EPOXY FLOOR COATING CEILING FINISHES: 100% POLYURETHANE EPOXY FLOOR COATING WALL FINISHES: 100% POLYURETHANE EPOXY FLOOR COATING PAINT FINISHES: 100% POLYURETHANE EPOXY FLOOR COATING	
PROVIDED 1. ALL MATERIALS SHALL BE NEW UNLESS OTHERWISE NOTED 2. ALL MATERIALS SHALL BE OF EQUAL OR BETTER QUALITY THAN THAT SPECIFIED 3. ALL MATERIALS SHALL BE OF EQUAL OR BETTER QUALITY THAN THAT SPECIFIED	
NOTES 1. SEE SPECIFICATIONS FOR MATERIALS AND METHODS OF CONSTRUCTION 2. SEE SPECIFICATIONS FOR MATERIALS AND METHODS OF CONSTRUCTION 3. SEE SPECIFICATIONS FOR MATERIALS AND METHODS OF CONSTRUCTION	
DATE 08/18/2015	
PROJECT 1000 W. BROADWAY, SUITE 200 ANNAPOLIS, MD 21403	
CLIENT JAMES H. HARRIS, JR. HARRIS REAL ESTATE	
DESIGNER JAMES H. HARRIS, JR. HARRIS REAL ESTATE	
SCALE AS SHOWN	
PROJECT NO. A-17	



Resolutions of the Vancouver Heritage Commission

At its meeting on October 21, 2013, the Vancouver Heritage Commission resolved the following:

THAT the Vancouver Heritage Commission reserves its support of the conservation plan for the rehabilitation of 1451 Angus Drive, as presented at its meeting on October 21, 2013;

FURTHER THAT the Vancouver Heritage Commission recommends that further design consideration be given greater heritage retention to the front and the east of the house, including the rehabilitation of the current porte-cochere;

FURTHER THAT the Vancouver Heritage Commission recommends that further design consideration be given to the size, height, and design of the new dormers and windows; and

FURTHER THAT the Vancouver Heritage Commission recommends that design consideration be given to having the brick base be continuous.

CARRIED
(Commissioners Joel Massey and Jon Stovell opposed)

Technical Zoning Summary - 1451 Angus Drive

Site Area: 2,672 sq.m. (28,763 sq.ft.)

Zone: First Shaughnessy District

Item	Existing	Permitted or Required	Proposed
FSR House	0.29 786.9 m ² (8,470 sq.ft.)	0.45 1,202.4 m ² (12,943 sq.ft.)	0.44 1,175.2 m ² (12,650 sq.ft.)
House and Garage	0.32 859.6 m ² (9,253 sq.ft.)		0.47 1,243 m ² (13,380 sq.ft.)*
Height	12.3 m (40.2 ft.) 2½ storey	Lesser of 10.7 m (35 ft.) or 2½ storey	12.3 m (40.2 ft.) 3 storey **

* Floor area of detached garage - existing 72.7 m² (783 sq.ft.), proposed 67.8 m² (730 sq.ft.) - is included as part of overall FSR calculations as per the FSD ODP.

** The house is not proposed to be raised as a result of this application - rather, the number of storeys is increasing from 2½ to 3 as a result of the top floor area measured as a percentage of the area of the floor below.

1451 ANGUS DRIVE - PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation and conservation of a heritage building, with additions, and construction of a new detached garage 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	FSD	HRA
FSR (site area = 2,672 m ² / 28,763 sq. ft.)	0.45	0.44 0.47 inc. garage
Buildable Floor Space - m ² (sq. ft.)	1,202.4 m ² (12,943 sq.ft)	1,175.2 m ² (12,650 sq.ft.) 1,243 m ² (13,380 sq.ft. inc.garage)
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)	10,964	12,404
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		255,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
Other			
TOTAL VALUE OF PUBLIC BENEFITS		\$10,964	\$267,404

Other Benefits (non-market and/or STIR components): None

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 786.9 m² (8,470 sq. ft.) in the heritage building. As retention is generally required in the FSODP to achieve conditional density, it is assumed an application under the zoning would involve retention of the existing floor area. It is also assumed that for calculating DCL value under the Current Zoning, the existing garage (72.7 m² or 783 sq.ft.) would be retained, at a rate of \$1.07/m² (\$0.10/sq.ft.) and the incremental floor area to reach the FSR cap of 0.45 would be 342.8m² (3690 sq.ft.) at a rate of \$31.75/m² (\$2.95/sq.ft.).