



ADMINISTRATIVE REPORT

Report Date: September 29, 2014
Contact: Anita Molaro
Contact No.: 604.871.6479
RTS No.: 10719
VanRIMS No.: 08-2000-20
Meeting Date: October 14, 2014

TO: Vancouver City Council

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

SUBJECT: 826 East Georgia Street - Thomas and Jessie Crawford House - Heritage Designation

RECOMMENDATIONS

- A. THAT Council add to the Vancouver Heritage Register in the 'C' evaluation category the residential building at 826 East Georgia Street (PID: 008-504-504; Lot 6, Block 93, District Lot 181, Plan 196 (the "site")), known as the Thomas and Jessie Crawford House (the "heritage building").
- B. 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 the heritage building as protected heritage property.
- C. THAT Recommendations A and B 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 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 approval to add the existing building at 826 East Georgia Street to the Vancouver Heritage Register and to designate it as protected heritage property. The existing house is approximately 4% over permitted floor space ratio under the

current RT-3 zoning applicable to the site, and the proposal is to retain the non-conforming floor space ratio in a reconfigured arrangement to improve livability and enlarge living space, particularly on the ground floor. As incentive and compensation to the owner for the heritage designation, rehabilitation and conservation of the heritage building, the retention of the existing non-conforming floor space ratio in conjunction with a modest increase in living space, as set forth in Development Permit Application Number DE417865 (“the DP Application”), is proposed.

The General Manager of Planning and Development Services is prepared to approve the development permit application should Council approve the recommendations of this report.

COUNCIL AUTHORITY

Pursuant to Section 582 and Section 593 of the *Vancouver Charter*, Council may, by resolution, add real property to the Vancouver Heritage Register and, by by-law, designate heritage buildings and other heritage resources within the City of Vancouver as protected heritage properties.

The proposed heritage designation for the heritage building requires Council approval at a public hearing and by-law enactment pursuant to Sections 593 and 594 of the *Vancouver Charter*.

The following Council policies are relevant for this application:

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

GENERAL MANAGER’S COMMENTS

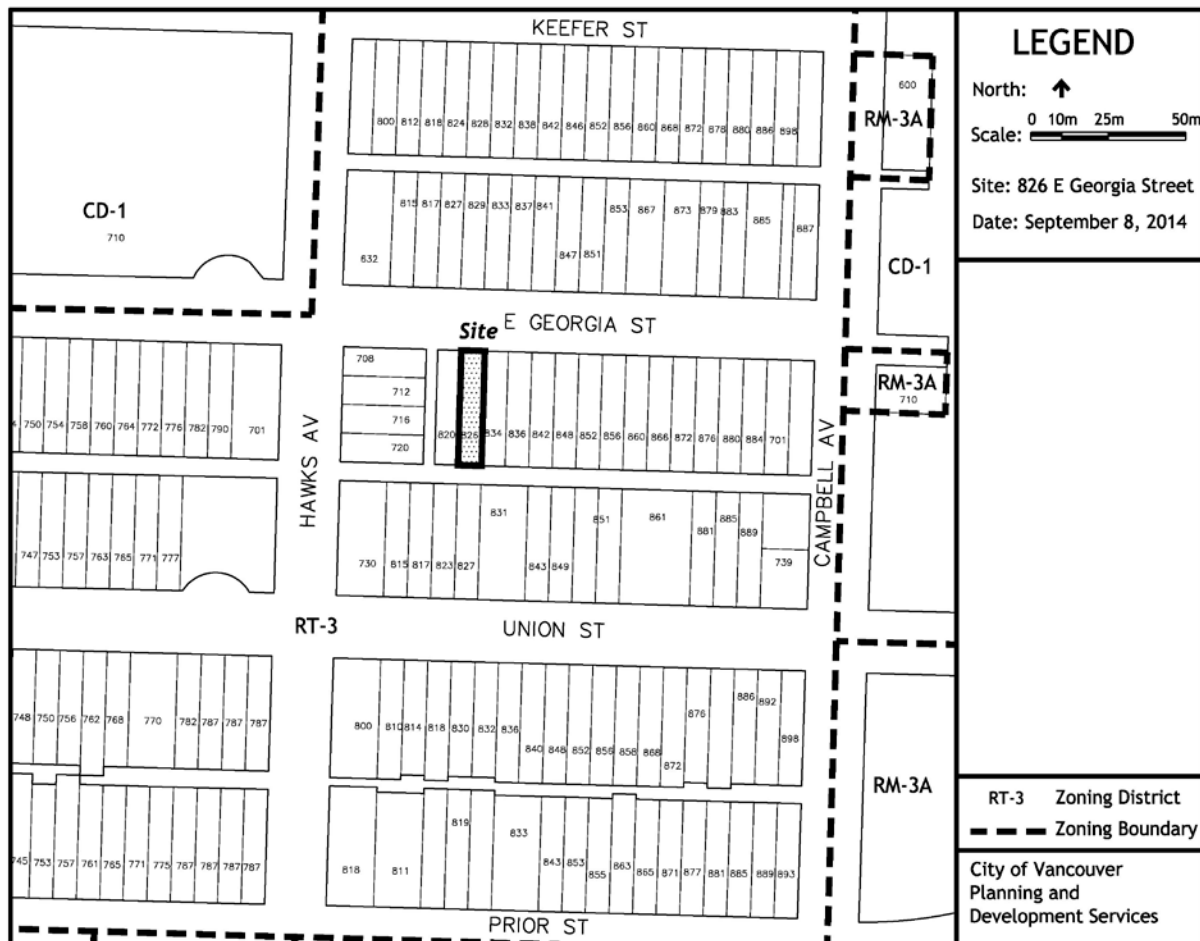
The General Manager of Planning and Development Services RECOMMENDS approval of A and B.

STRATEGIC ANALYSIS

Site and Context

The site is located in the Strathcona neighbourhood, zoned RT-3 (see Figure 1), and the heritage building retains its original single family dwelling form. Among a variety of dwelling types, the *RT-3 District Schedule of the Zoning and Development By-law* permits One- and Two-Family Dwellings. The total area of the site is 283 square metres (3,050 square feet). A six-metre (twenty-foot) wide paved lane exists at the rear of the site.

Figure 1: Location and Zoning, 826 East Georgia Street



Heritage Value

The heritage building was built in 1892 as one of the earliest houses in the east end of Strathcona, which at that time was along the eastern fringe of the city. It is associated with Thomas Crawford, builder and first resident, who had arrived in Vancouver prior to 1886 and was among the first to serve with the Vancouver Police when it was established that year. Crawford was sworn in as a constable in 1889 and served another ten years before becoming the night jailer, until his death in 1907. The house is also of value for its simple gabled vernacular style, typical of early houses in Strathcona. Based on this, it is proposed to be added to the Vancouver Heritage Register as a C-listing.

Development Application and Proposed Incentives

If approved, the incentives and compensation to be provided to the owner for the heritage designation, rehabilitation, and conservation of the heritage building will be in the form of proposed variances to the *RT-3 District Schedule* of the *Zoning and Development By-law* as set forth in the DP Application, and as described below.

The zoning on this site is RT-3. The heritage building will retain its character while undergoing alterations to improve livability. The DP Application proposes to restore the heritage building in its current location, set it on a new foundation and add modest dormers. The heritage building would be retained as a Two-Family Dwelling, a permitted use under RT-3, but strata titling is not proposed. As a result, the lower level unit will be of a size and layout similar to a secondary suite in a single-family zone (see plans in Appendix C).

Table A. Zoning Summary

Item	Existing	Permitted or Required	Proposed
Overall Floor Space Ratio (FSR)	0.78 FSR (221.5 m ² / 2,384 sq.ft.)	0.75 FSR (212.5 m ² / 2,288 sq.ft.)	0.823 FSR (233.3 m ² / 2,511 sq.ft.)

The proposed overall floor area will increase slightly. The new foundation will result in an additional 11.8 square metres (127 sq.ft.) at the lower level, situated at the rear. The size of the main floor will remain unchanged, and modest dormers proposed for both sides of the upper floor will improve living space with higher headroom, but do not add any new floor area to the house. Therefore, the proposed floor space ratio, which will remain below 10% permitted, will not affect how the house is seen from the street.

The house will remain a One Family Dwelling and the improvements to the lower level will accommodate a Secondary Suite. In order to improve livability of the lower level, as part of the new foundation, the house is proposed to be lifted and will be set one foot higher than its current height.

As part of the DP Application review, staff considered the potential impact of the proposed development, the results of notification (see the Results of Neighbourhood Notification and Staff Comments section), the compatibility of the development with the current zoning, and the financial analysis required for the DP Application, and concluded that the DP Application is supportable. The General Manager of Planning and Development Services is prepared to approve the DP Application subject to Council approval of the recommendations of this report.

Compatibility with Existing Zoning and Land Use Regulations

The intent of the *RT-3 District Schedule* is generally to encourage retention of neighbourhood and streetscape character through retention, renovation and restoration of existing character buildings. Floor area incentives are included to encourage the rehabilitation of original buildings which are important to the character of the neighbourhood. In addition to the building being a candidate for a C-listing on the Heritage Register, much of this side of the 800-block East Georgia Street is a "Streetscape A" in the *Strathcona-Kiwassa RT-3 Guidelines*, having quality intact buildings that contribute to area character and which should be retained.

The DP Application is consistent with the intent of the *RT-3 District Schedule*. This includes rehabilitation of the heritage building, which will contribute to the historic and architectural character of the Strathcona neighborhood.

Condition of the Heritage Building and Conservation Approach

The heritage building is in good condition but requires some minor rehabilitation. The DP Application proposes to reincorporate certain lost features, including the entry door, front windows and replicating historically appropriate porch posts and balustrade. The wood cladding, which remains under the vinyl siding, will be restored. The proposed shed dormers, set back from the front, will be of a size and profile considered compatible with a house of this era. Staff conclude that the rehabilitation scheme is consistent with the federally adopted *Standards and Guidelines for the Conservation of Historic Places in Canada* and is supported.

Results of Neighbourhood Notification

A total of 110 surrounding properties were notified of the DP Application and a site sign was installed. One response to this notification was received in support.

Comments from the Vancouver Heritage Commission

On July 7, 2014, the Vancouver Heritage Commission reviewed the proposal to add the heritage building to the Vancouver Heritage Register as a C-listing. Subsequently, on September 29, 2014, the Vancouver Heritage Commission reviewed the DP Application and supported this subject to design development (see Appendix D). Staff reviewed this recommendation and concluded that it can be addressed through the final stages of the DP Application.

Public Benefits

Development Cost Levies (DCLs) – DCLs collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. The site is subject to the City-wide DCL rate of \$32.18/m² (\$2.99/sq. ft.). On this basis, a DCL of approximately \$380 is anticipated. DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment which takes place on September 30th of each year.

Heritage – The owner has offered to conserve and rehabilitate the heritage building and to accept its designation as a protected heritage property, which is a highly valued community feature. The cost to the owner of the proposed on-site heritage conservation is estimated to be approximately \$50,220.

See Appendix F for a summary of the public benefits that would be achieved should this application be approved.

Financial Implications

The applicant has offered the on-site conservation and rehabilitation of the heritage building valued at \$50,220. The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$380 in DCLs should the applications be approved and the project proceed.

Legal

Section 595(i) of the *Vancouver Charter* requires that, if sought, Council must compensate an owner for any reduction in the market value caused by a heritage designation. The owner 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 it and will enter into an agreement to be registered on title to the site acknowledging that compensation has been provided. This agreement will also include a covenant to secure the rehabilitation and ongoing maintenance of the heritage building.

Environmental

The City's *Green Buildings Policy for Rezoning*s applies to the application and requires developments of this scale to achieve BuiltGreen BC™ Gold with a score of EnerGuide 84, 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.

CONCLUSION

The heritage designation for the Thomas and Jessie Crawford House at 826 East Georgia Street will ensure that the heritage building is rehabilitated, conserved, and protected from exterior alterations which affect its heritage value, and from demolition. The owner has agreed to accept the proposed by-law variance as compensation for the designation of the heritage building as protected heritage property and for its rehabilitation and conservation. 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 for the Thomas and Jessie Crawford House at 826 East Georgia Street.

* * * * *

DEPARTMENTAL APPROVAL AND REPORT CONCURRENCES

General Mgr.: Report Date: September 29, 2014

Author: Hugh McLean

Date: Phone No.: 604.873.7056

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

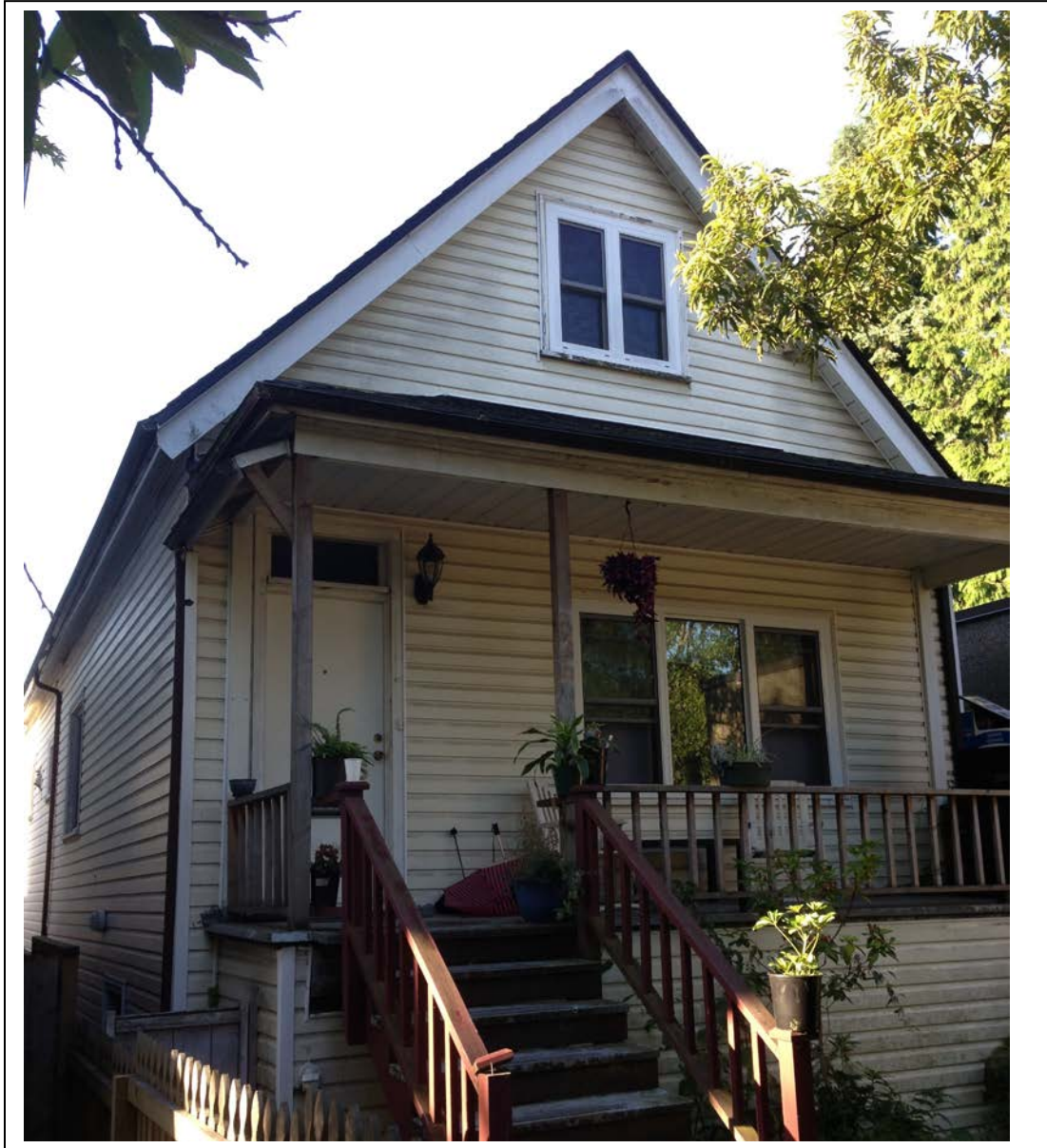
Concurring Departments:

Legal:

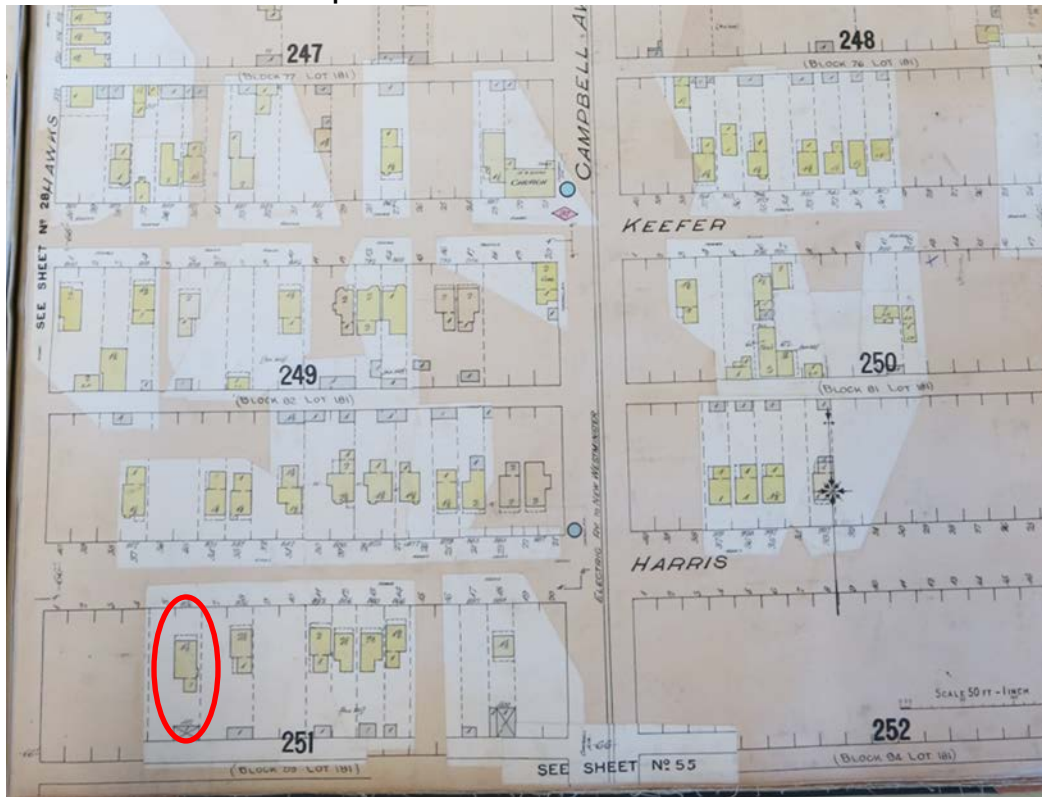
Name (please print)

Signature

826 East Georgia Street - Thomas & Jessie Crawford House



1901 Fire Insurance Map

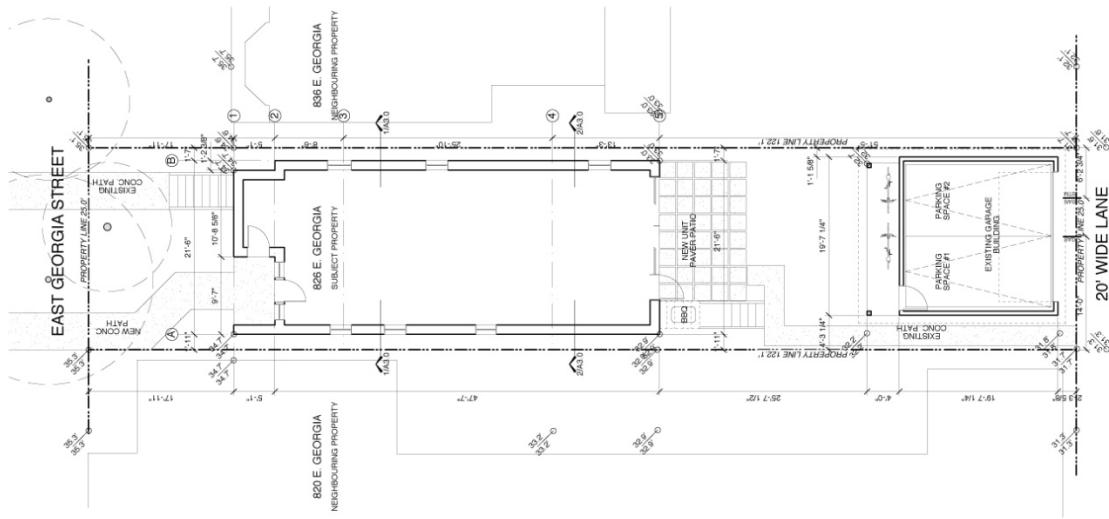


1913 Fire Insurance Map

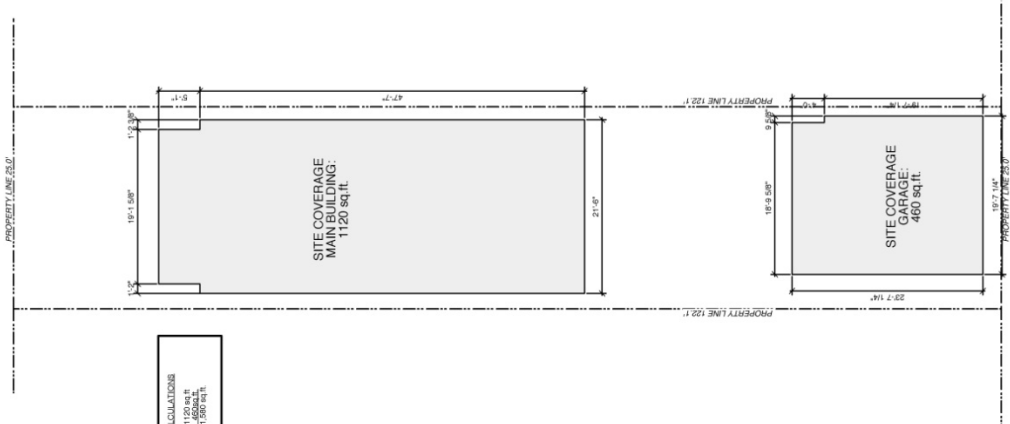


826 East Georgia Street circled. At that time, Georgia Street was named Harris Street.

Site Plan - 826 East Georgia St



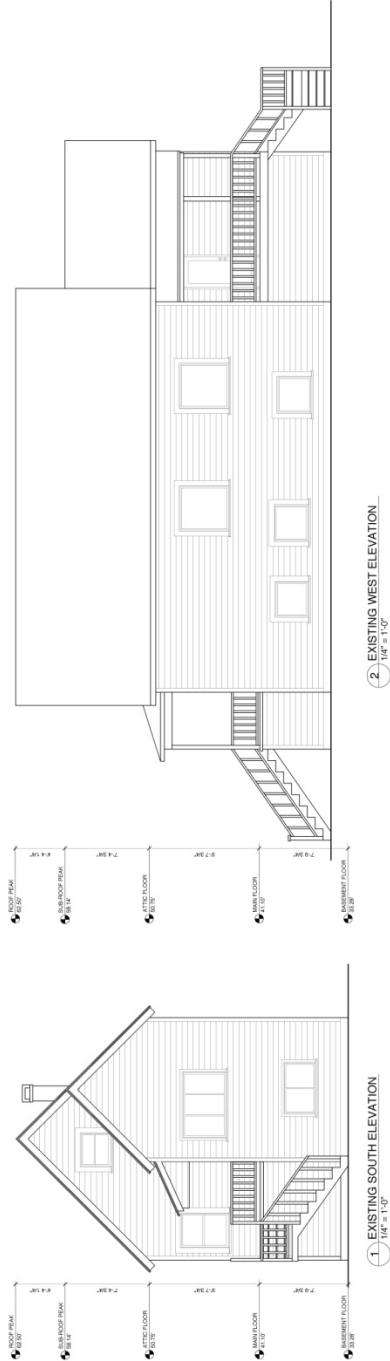
2 SITE PLAN
1/8" = 1'-0"



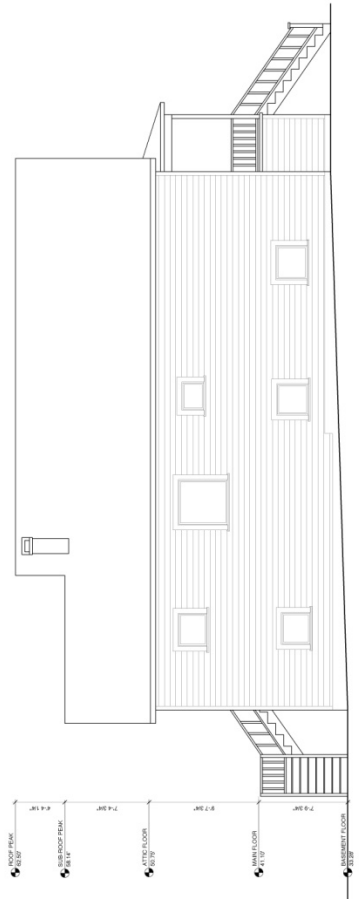
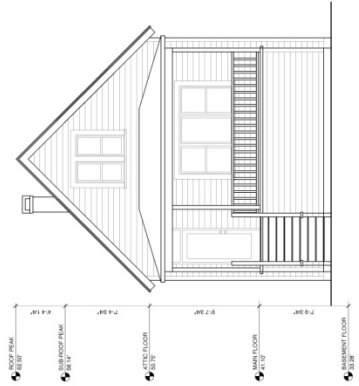
1 SITE COVERAGE
1/8" = 1'-0"

SITE COVERAGE CALCULATIONS	
MAIN BUILDING	1120 sq.ft.
GARAGE BUILDING	460 sq.ft.
TOTAL	1580 sq.ft.

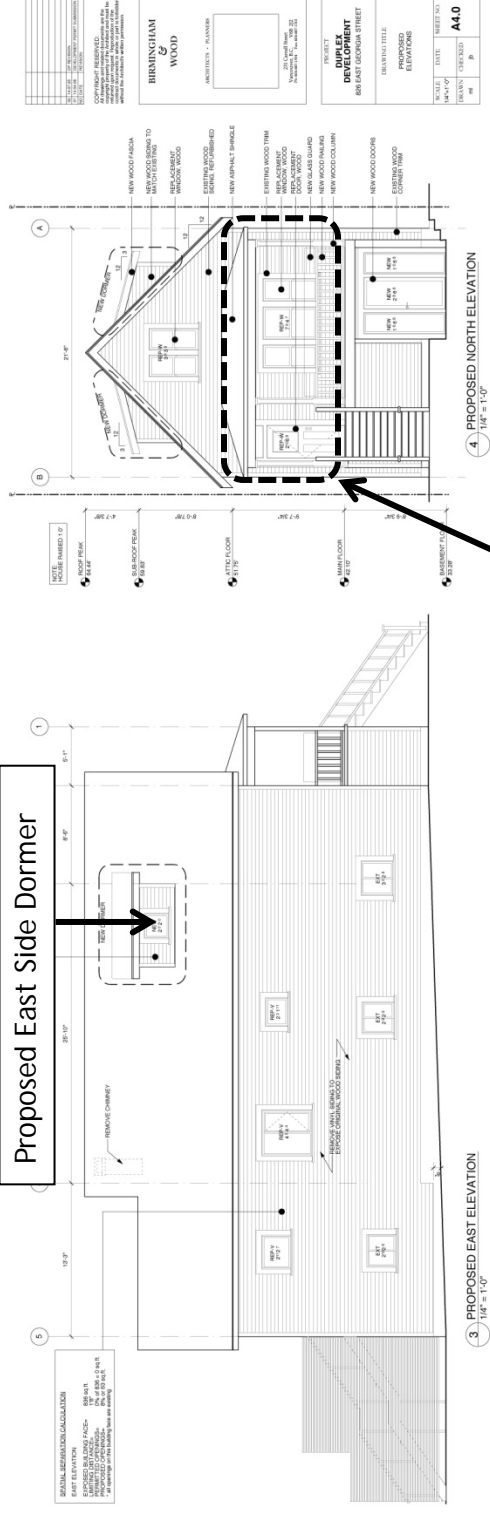
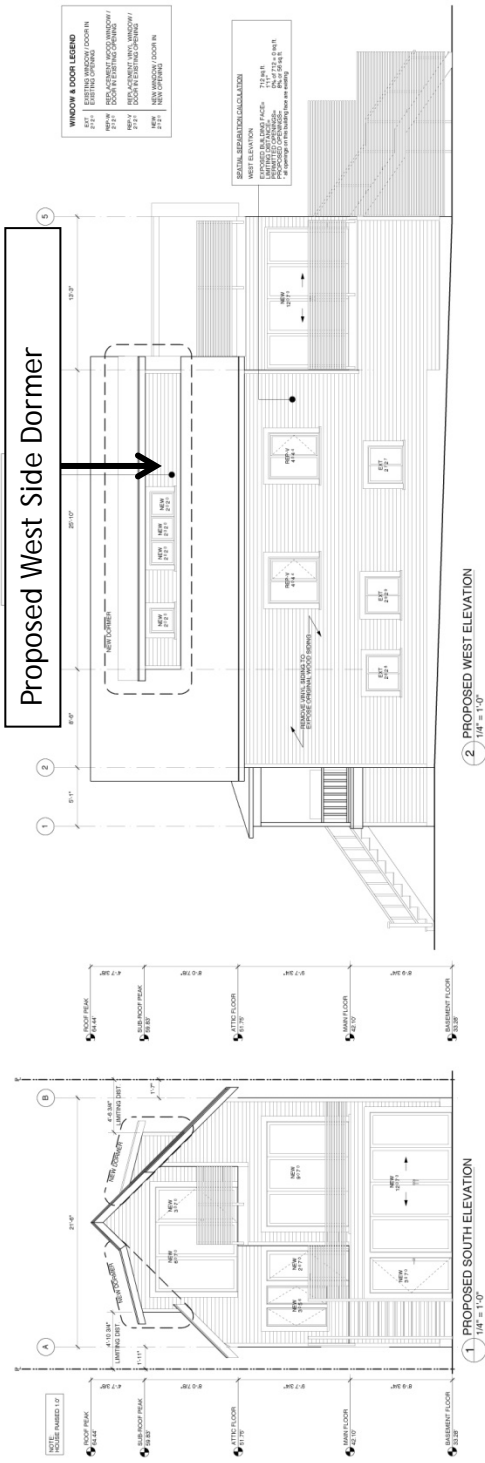
Existing Elevations - 826 East Georgia St



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Proposed Elevations - 826 East Georgia St



Rehabilitated front porch - posts, balustrade and roof

Proposed West Side Dormer

Proposed East Side Dormer

WINDOW & DOOR LEGEND

EXIST. EXTERIOR WINDOW DOOR IN	---
EXIST. INTERIOR WINDOW DOOR	---
REPLACE EXIST. WINDOW DOOR WITH EXISTING OPENING	---
EXIST. WINDOW DOOR WITH SILL AND/OR CASE	---
NEW WINDOW DOOR IN	---
NEW WINDOW DOOR IN	---

REPAIR/REPLACEMENT CALCULATOR

WEST ELEVATION	772 sq. ft.
EXISTING BALUSTRADE	21 sq. ft.
EXISTING DOOR	20 sq. ft.
PROPOSED WINDOW	20 sq. ft.
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REPAIR/REPLACEMENT CALCULATOR

PROPOSED EAST SIDE DORMER	60 sq. ft.
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PROPOSED EAST SIDE DORMER	60 sq. ft.

REPAIR/REPLACEMENT CALCULATOR

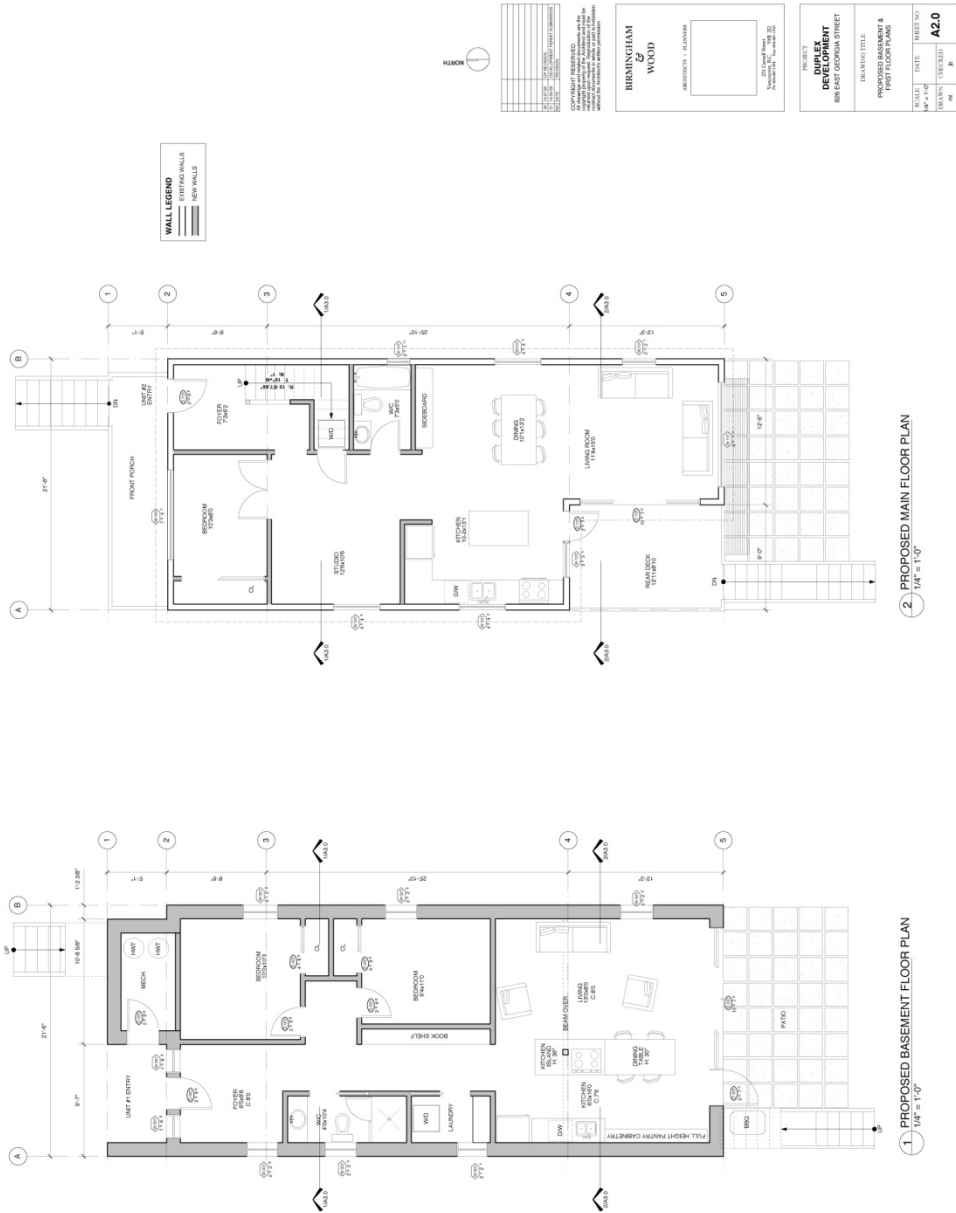
REHABILITATED FRONT PORCH - POSTS, BALUSTRADE AND ROOF	200 sq. ft.
REHABILITATED FRONT PORCH - POSTS, BALUSTRADE AND ROOF	200 sq. ft.
REHABILITATED FRONT PORCH - POSTS, BALUSTRADE AND ROOF	200 sq. ft.
REHABILITATED FRONT PORCH - POSTS, BALUSTRADE AND ROOF	200 sq. ft.

BIRNIGHAM & WOOD

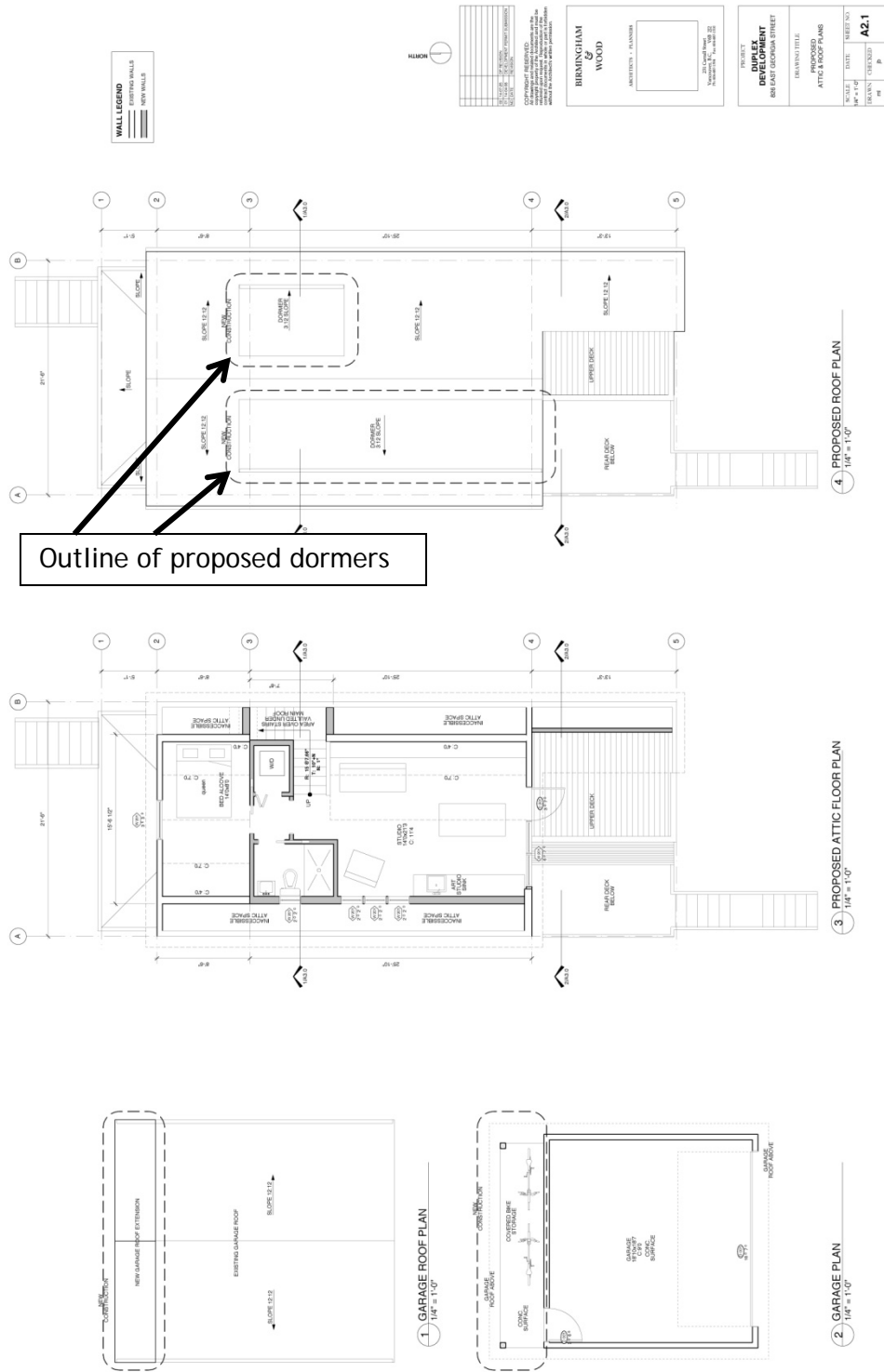
PROJECT: DUPLEX DEVELOPMENT
600 EAST GEORGIA STREET

DRAWN BY: TELL	PROPOSED ELEVATIONS
CHECKED BY: J.P.	
SCALE: AS SHOWN	SHEET NO.: A4.0

Proposed Floor Plans - Lower Level and Main - 826 East Georgia St



Proposed Floor Plans - Upper Floor, Roof and Garage - 826 East Georgia St



Resolutions of the Vancouver Heritage Commission

At its meeting on July 7, 2014, the Vancouver Heritage Commission resolved the following:

MOVED by Commissioner Kluckner
SECONDED by Commissioner Norfolk

THAT the Vancouver Heritage Commission supports adding the following buildings to the Vancouver Heritage Register as C-listings:

- 1106 West 15th Avenue, McArthur House
- 826 East Georgia Street, Crawford House

At its meeting on September 29, 2014, the Vancouver Heritage Commission resolved the following:

MOVED by Commissioner Kluckner
SECONDED by Commissioner Norfolk

THAT the Vancouver Heritage Commission supports the Development Permit Application at 826 East Georgia Street, Thomas & Jessie Crawford House, as presented at the September 29, 2014, meeting, and requests that further design development be given to the basement suite entry area to make it more balanced to the rest of the house.

CARRIED UNANIMOUSLY

Staff Comments:

As part of the Prior-to Conditions for the Development Permit Application, a condition will be included to make the entry to the lower unit more compatible with the heritage house.

826 East Georgia Street
TECHNICAL ZONING SUMMARY

Variances of the RT-3 Zoning District Schedule of the *Zoning and Development By-law*:

Regulations of the RT-3 District Schedule	Required or Permitted	Proposed
Section 4.5 - Side Yard	0.76 metres (2.5 feet)	West Side 0.58 metres (1.9 feet) * East Side 0.49 metres (1.6 feet) *
Section 4.6 - Rear Yard	20 metres (65.6 feet)	18.9 metres (62.2 feet) *
Section 4.7 - Floor Space Ratio	0.75 FSR (212.5 m ² / 2,288 sq.ft.)	0.823 FSR (233.3 m ² / 2,511 sq.ft.)
Section 4.8 - Site Coverage	45% (1,372 sq.ft.)	52% (1,580 sq.ft.) *

* Existing non-conforming

826 East Georgia Street
PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation, conservation, and designation of a heritage building, with modest additions to the lower level and roof in the form of dormers.

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	RT-3	RT-3
FSR (site area = 283.4 m ² /3,050 sq. ft.)	0.75	0.823
Buildable Floor Space (sq. ft.)	2,288	2,511
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed (\$)
Required*	DCL (City-wide) (See Note 1)	6,841	380
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage (See Note 2)		50,220
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$6,841	\$50,600

Other Benefits (non-market and/or STIR)

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 in the heritage building, 2384 sq.ft., but only to the net increase, 127 sq.ft..

Note 2: Represents value of new construction, in this case overall @ \$20 p.s.f.- those components renovated or added on, including the foundation, front porch, dormers.