



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: February 5, 2015
Contact: Anita Molaro
Contact No.: 604.871.6479
RTS No.: 10821
VanRIMS No.: 08-2000-20
Meeting Date: February 17, 2015

TO: Vancouver City Council

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

SUBJECT: 1010 East 21st Avenue - Wickson House - Heritage Designation

RECOMMENDATION

- A. THAT Council add to the Vancouver Heritage Register the existing building at 1010 East 21st Avenue (PID: 010-937-706, Lot 1, Block 33, District Lot 301, Plan 187(the "site")), known as the Wickson House (the "heritage building"), to the Vancouver Heritage Register in the 'C' evaluation category.
- 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 exterior of the heritage building as a protected heritage property.
- C. THAT Recommendations A to 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 1010 East 21st Avenue to the Vancouver Heritage Register in the 'C' evaluation category and to designate the exterior of the heritage building as protected heritage property. As incentive and compensation to the owner for the heritage designation, rehabilitation, and conservation of the heritage building, an increase in permitted density, and the relaxation of other zoning requirements that are within the discretion of the General Manager of Planning and Development Services, as set forth in Development Permit Application Number DE418243 (the "DP Application") and as described in this report, are proposed. 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 582 of the *Vancouver Charter* authorizes Council to establish, by resolution, a heritage register identifying real property that Council considers to be heritage property and, by resolution, to add such properties to the register from time to time.

Pursuant to Section 593 of the *Vancouver Charter*, Council may, by resolution, designate heritage buildings and other heritage resources within the City of Vancouver as being protected heritage properties.

Pursuant to section 595 of the *Vancouver Charter*, if sought, 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. Often this is achieved by way of by-law relaxations so as to permit an otherwise impermissible development.

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

The following Council policies are relevant for this application:

- *Heritage Policies and Guidelines (April, 1991)*
- *Heritage Proforma Review - Interim Policy Planning By-law Administration Bulletin (June, 2014)*

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

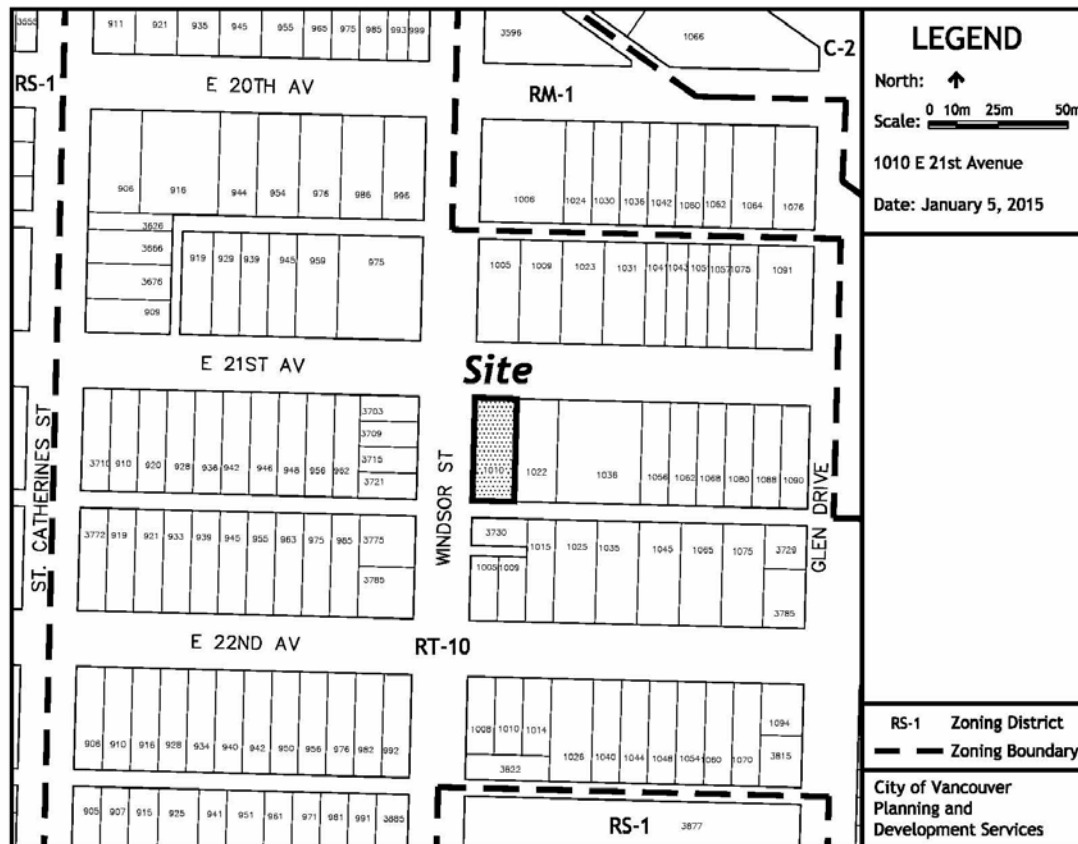
The General Manager of Planning and Development Services RECOMMENDS approval of A, B, and C.

STRATEGIC ANALYSIS

Site and Context

The site is located in the Kensington/Cedar Cottage neighbourhood in an area zoned RT-10 (see Figure 1). The *RT-10 and RT-10N Districts Schedule* of the *City's Zoning and Development By-law No. 3575* (the "*Zoning and Development By-law*") which applies to the site permits One- and Two-Family Dwellings, the conversion of existing buildings into Multiple Conversion Dwellings and Infill One- and Two-Family Dwellings. Retention of older, existing character buildings is generally required in order to obtain discretionary density allowances under the zoning. The maximum permitted density is 0.80 floor space ratio (FSR). The total area of the site is 560 square metres (6,025 square feet). A six metre (twenty foot) wide paved lane exists at the rear of the site.

Figure 1 - Site and surrounding zoning



Heritage Value

The Wickson House was constructed in 1924 for Henry Wickson, a Finnish floor layer, by the local building partnership of Stewart & Coltart who constructed numerous buildings across Vancouver during the inter-war period. The heritage building is a good example of modest craftsman housing built in the 1920s. The architectural features of the house include bell-cast

cedar shingle siding, tapered square columns, and triangular brackets, as well as a front covered porch and a large, simple roof form. The older houses in the Kensington/Cedar Cottage neighbourhood generally date to the 1920s when the City experienced an upswing in construction and development in what were suburban or rural areas at the time. This boom ended with the stock market crash of 1929. At the time houses were generally constructed within walking distance of the interurban railway line where possible, which followed Kingsway. The heritage building is a good example of development during this period.

It is proposed that the heritage building be added to the Vancouver Heritage Register in the 'C' evaluation category.

Development Application and Proposed Incentives

The incentives and compensation to be provided to the owner for the heritage designation of the exterior of the heritage building together with the rehabilitation, and conservation of the heritage building will be in the form of relaxation of requirements in the *Zoning and Development By-law* as set forth in the DP Application which are within the discretion of the General Manager of Planning and Development Services and are further described below.

The zoning applicable to the site is RT-10. The DP Application proposes to restore the heritage building, convert it to a Multiple Conversion Dwelling containing three Dwelling Units, and to construct an Infill One-Family Dwelling at the rear of the site (see the drawings in Appendix C). The maximum permitted density under the RT-10 zoning for the site is 0.80 FSR and the total density for the proposed development is 0.88 FSR (see Table 1 and the Technical Zoning Summary in Appendix D). Pursuant to section 3.2.5 of the *Zoning and Development By-law*, the General Manager of Planning and Development Services may relax requirements of the *Zoning and Development By-law* where Council has determined that the development would make a contribution to conserving protected heritage property. The *Heritage Policies and Guidelines* state that Council approval of proposed density in excess of 10% over the density permitted in the applicable zoning is required. In the case of the DP Application, which is the subject of this report, the proposed density is not more than 10% over the permitted density and therefore a Heritage Revitalization Agreement (HRA) is not required. The relaxations noted in Table 1 provide incentive and compensation to the owner to retain, rehabilitate, and protect the heritage building.

Table 1: Zoning and Parking Summary

	Existing	Required or Permitted	Proposed
Overall Floor Space Ratio (FSR)	0.70 FSR 393 m ² (4,226 sq. ft.)	0.80 FSR maximum With SH/D Development 449 m ² (4,831 sq. ft.)	0.88 FSR 505 m ² 5,400 sq. ft.
Dwelling Unit Density	1	3 maximum	4
Parking Off-Street Parking Spaces	2	1 per unit (4 in total) minimum	2

As part of the DP Application review, staff considered the probable impact of the proposed development, including the results of notification (see the Results of Neighbourhood

Notification and Staff Comments section), as well as the compatibility of the development, and concluded that the application is supportable.

Compatibility with Existing Zoning and Land Use Regulations

The Intent of the *RT-10 and RT-10N Districts Schedule of the Zoning and Development By-law* is to:

"... encourage development of multiple small houses and duplexes on large lots and assembled sites, while continuing to permit lower intensity development on smaller sites. Siting and massing is intended to be compatible with, but not the same as, pre-existing single family development. Retention of older character buildings and high quality architectural design of all new development are encouraged."

The *RT-10 and RT10N Small House/Duplex Guidelines*, which are to be read in conjunction with the *RT-10 and RT-10N Districts Schedule*, are intended to encourage the development of multiple small houses and duplexes in order to introduce a wider variety of housing choices in the neighbourhood. These guidelines also seek to encourage retention and renovation of character buildings. The project is compatible with the surrounding development and retains an older character building. The infill building is well designed. The proposal is consistent with the intent of the *RT-10 and RT-10N Districts Schedule* and the *RT-10 and RT10N Small House/Duplex Guidelines*.

Condition of the Heritage Building and Conservation Approach

The heritage building is in excellent condition. A later addition at the rear of the house will be removed and the house moved forward on the site to allow for greater separation and light access between the new infill building and the heritage building. Staff have concluded the rehabilitation scheme is consistent with the federally adopted *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Results of Neighbourhood Notification

Forty-nine surrounding properties were notified of the DP Application. No responses were received.

Comments from the Vancouver Heritage Commission

On November 17, 2014, the Vancouver Heritage Commission reviewed the application and unanimously supported it (see Appendix E).

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 \$3,500 is anticipated. DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment which takes place on September 30 of each year.

Heritage: The owner has offered to conserve and rehabilitate the heritage building and to accept the designation of its exterior as protected heritage property, which is a highly valued community feature. If approved, the designation will be effected by the enactment of a Heritage Designation By-law and the owner will enter into a heritage conservation agreement to secure the conservation and rehabilitation of the protected heritage property. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$170,000.

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

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation and rehabilitation of the Wickson House valued at \$170,000. The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$3,500 in DCLs should the applications be approved and the project proceed.

Proforma Evaluation

The *Heritage Proforma Review - Interim Policy Planning By-law Administration Bulletin* that Council adopted in 2013 allows for an exemption of a financial analysis for projects which propose no more than 10% bonus density beyond the maximum permitted density in the zoning applicable to a site, subject to some conditions. The proposal complies with the provisions of the bulletin and a proforma review was not required for this development.

Environmental

The City's Green Buildings Policy for Rezoning does not apply to the application as a Heritage Revitalization Agreement is not required. However, the project will comply with the Vancouver Building By-law with respect to energy and environmental provisions.

Legal

The by-law relaxations proposed will provide an improved development potential on the property. The owner's proposal to rehabilitate and conserve the heritage building in exchange for obtaining the by-law relaxations needed to get that improved development potential will be appropriately secured as legal obligations contained in a heritage conservation agreement, which will be registered on title to the site as a covenant under Section 219 of the *Land Title Act*, enables 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 the heritage conservation agreement, 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 Council compensate an owner for any reduction in the market value caused by a heritage designation. The owner will sign the heritage conservation agreement and in doing so explicitly accept the approval of the DP Application and the by-law relaxations 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. The

agreement will be executed by the City and registered on title before the development permit for the project is issued.

CONCLUSION

The approval of the proposed addition to the Vancouver Heritage Register of the Wickson House at 1010 East 21st Avenue in the 'C' evaluation category and its heritage designation of the exterior of the heritage building 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 approval of the DP Application and the proposed by-law relaxations as compensation for the designation of the exterior of the heritage building 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 addition of the Wickson House at 1010 East 21st Avenue to the Vancouver Heritage Register in the 'C' evaluation category and the heritage designation of its exterior.

* * * * *

1010 East 21st Avenue
PHOTOGRAPHS

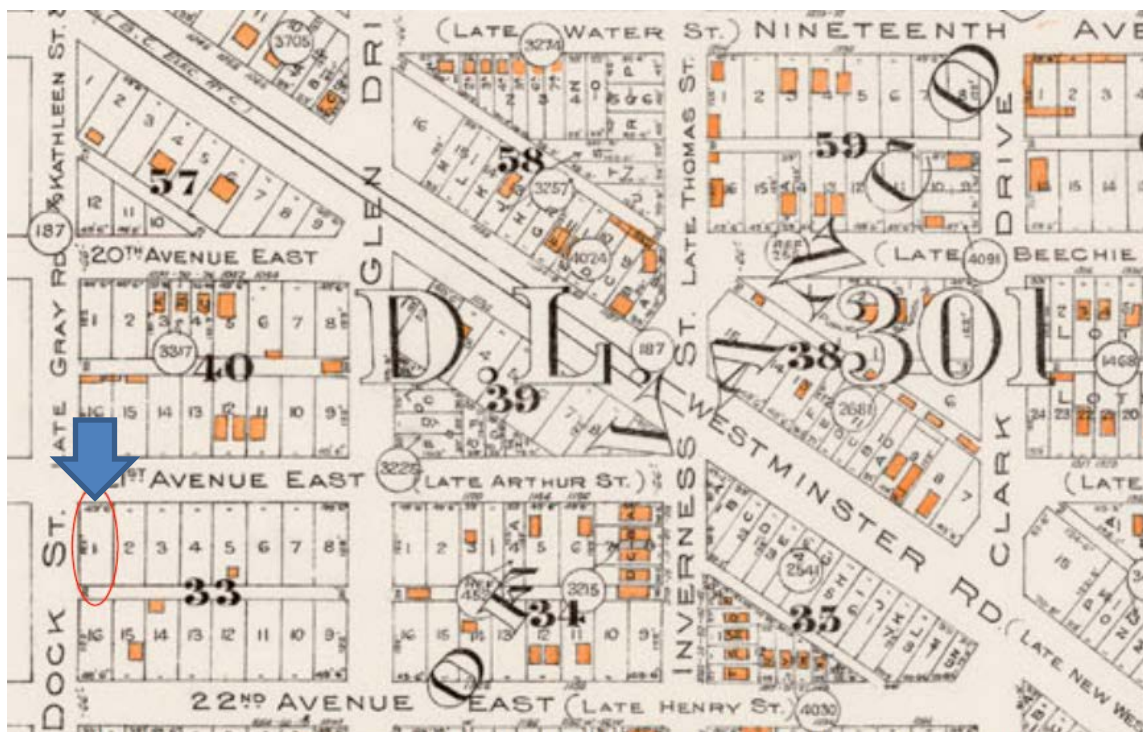


Photo 1: 1010 East 21st Avenue (Front, Looking South) circa 2014



Photo 2: 1010 East 21st Avenue (West Side, Looking East) circa 2014

1010 East 21st Avenue
MAPS AND DIAGRAMS



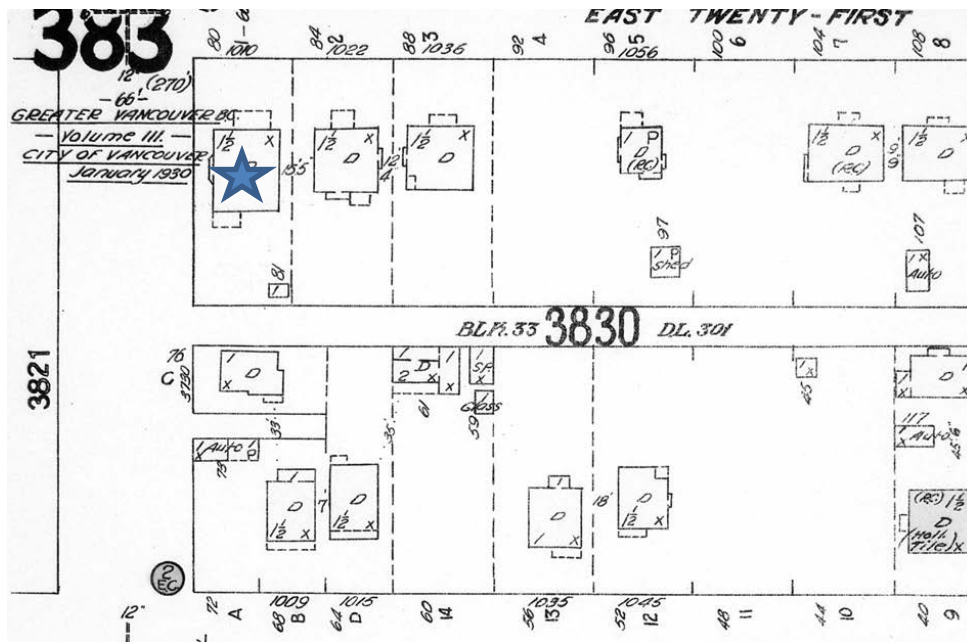
1912 Vancouver Fire Insurance Map showing the future location of the Wickson Residence

Map 1: 1912 Fire Insurance Map

Less housing was built in the neighbourhood during the Edwardian building boom of 1910 - 1913 due to the area's distance from main commercial and industrial centres of the City, but during the 1920s, vacant land in the area began to be developed, with a preference for lots near the interurban line which ran down Kingsway (then called Westminster Road) or other transit lines, as many residents did not own cars during the period. In 1912 the Wickson House site was vacant (shown by the arrow).



Image 1: 1920s Advertisement for the Builder of 1010 East 21st Avenue

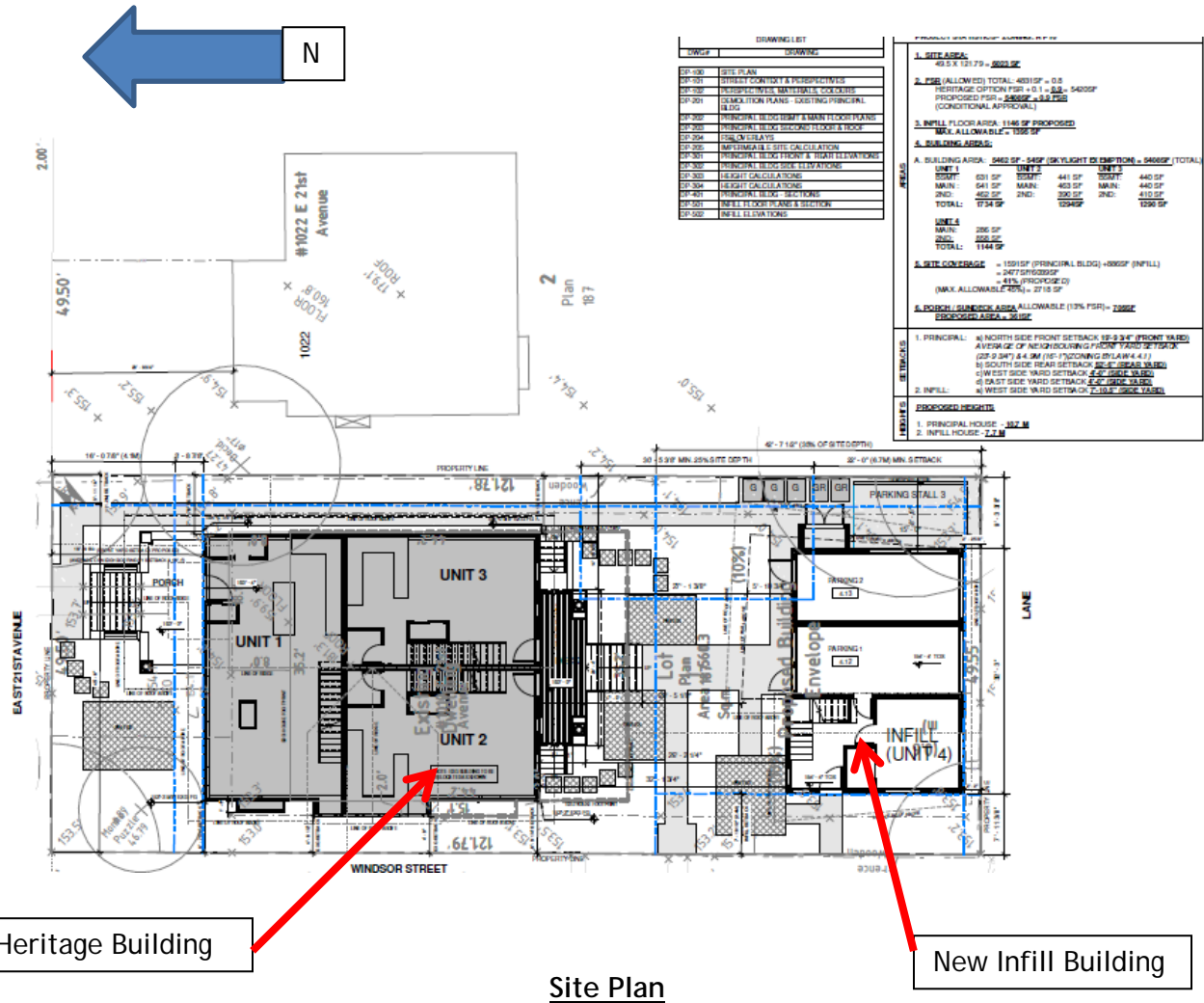


Map 2: 1930 Fire Insurance Map

The Wickson House is identified by the star. The two houses to the east of the site still exist. The unusual development pattern to the south of the site, with a short, narrow lane, still exists (see image below, circa 2014), including the original houses shown in the map above.



101 East 21st Avenue
DRAWINGS



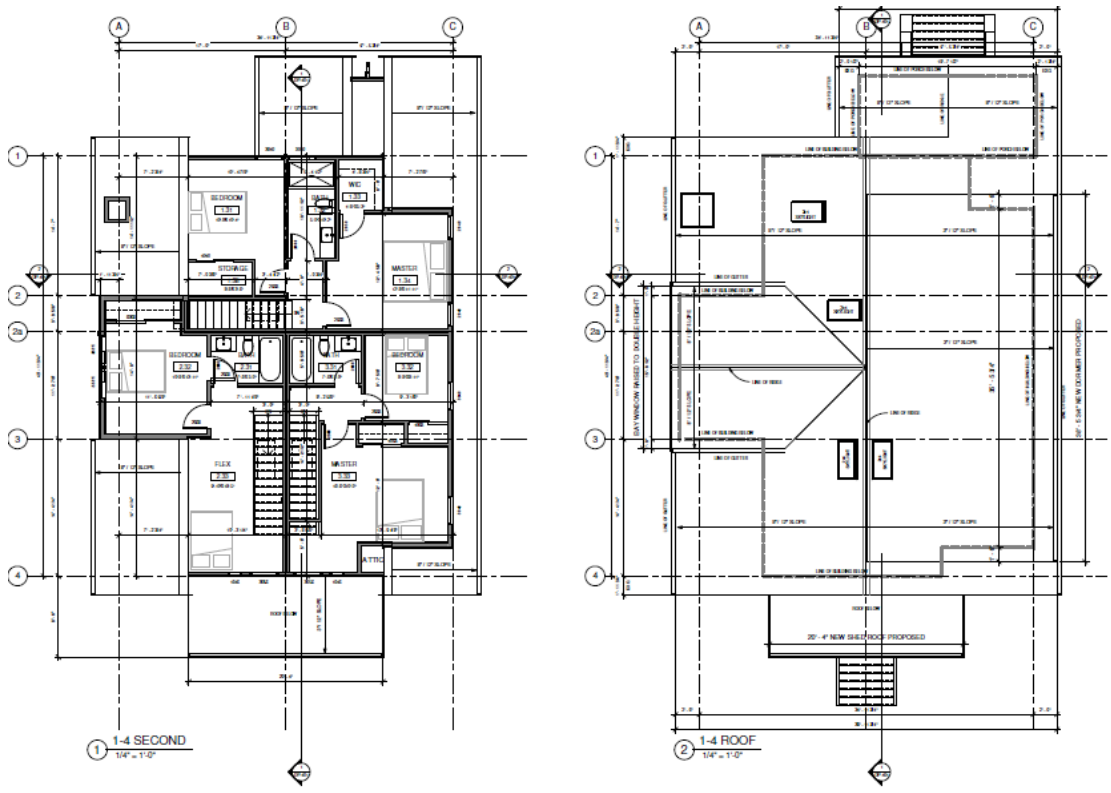
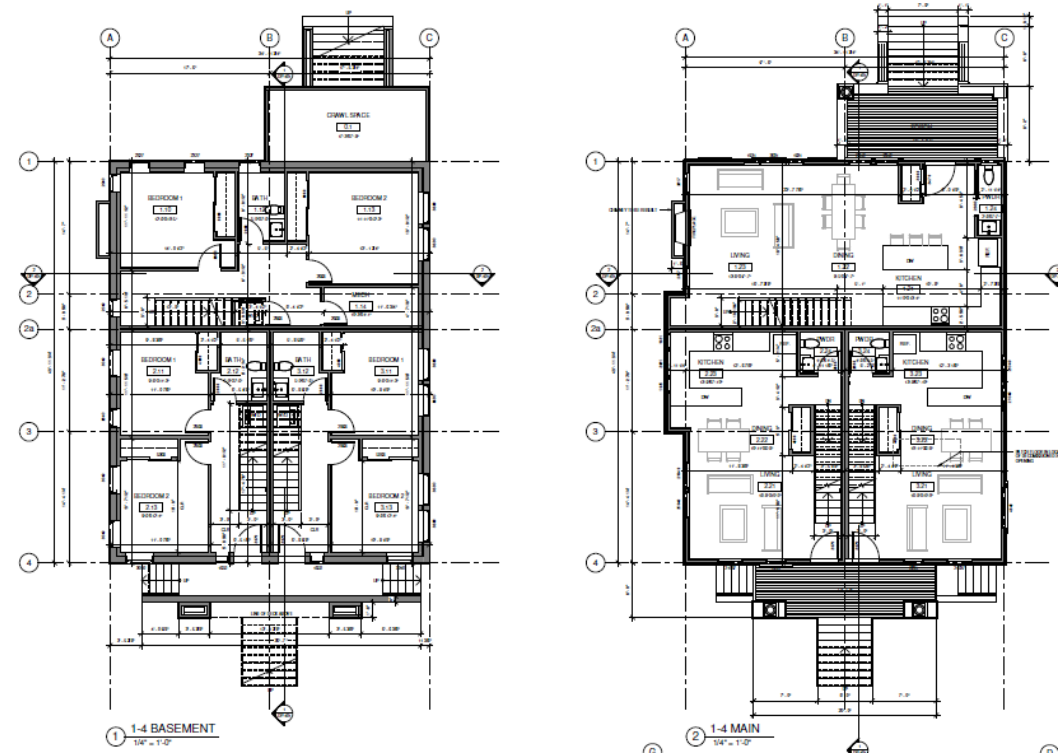
Heritage Building

Site Plan

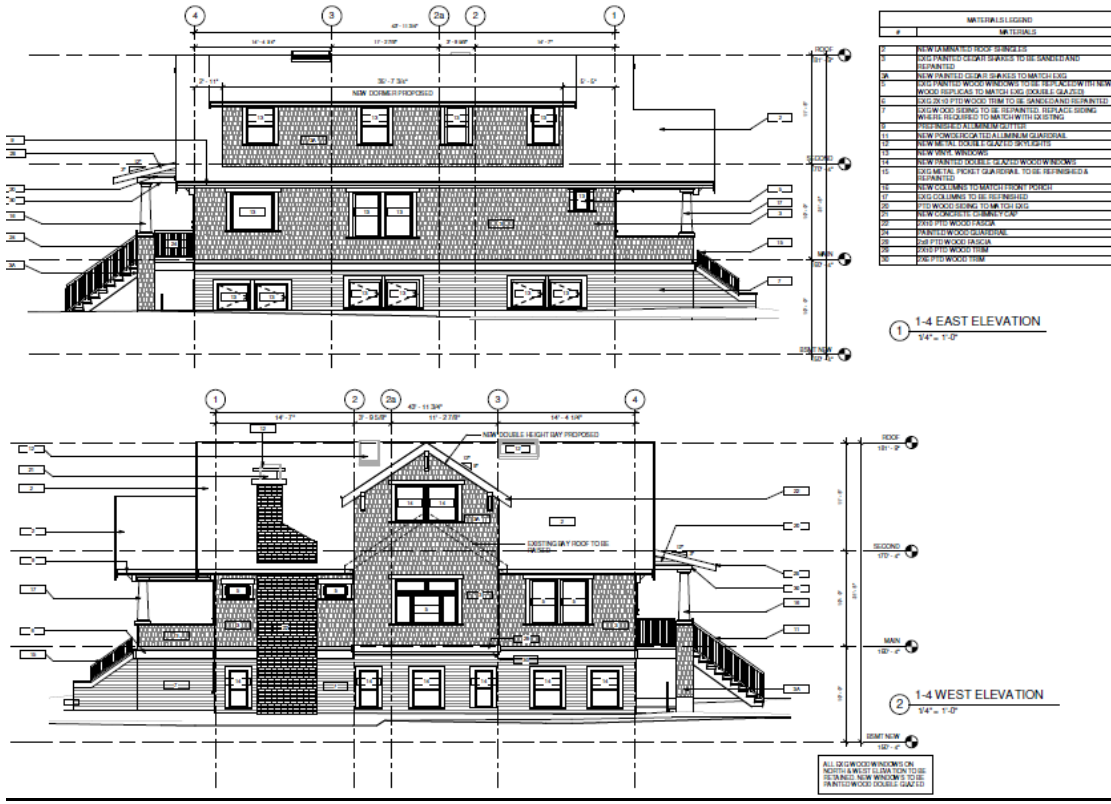
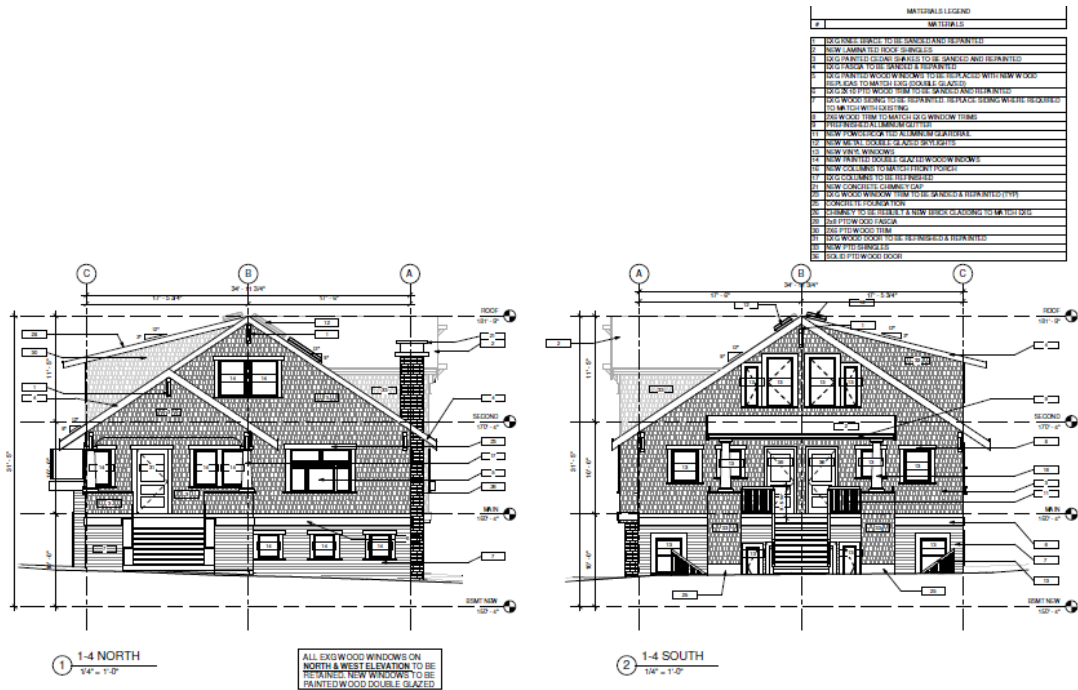
New Infill Building



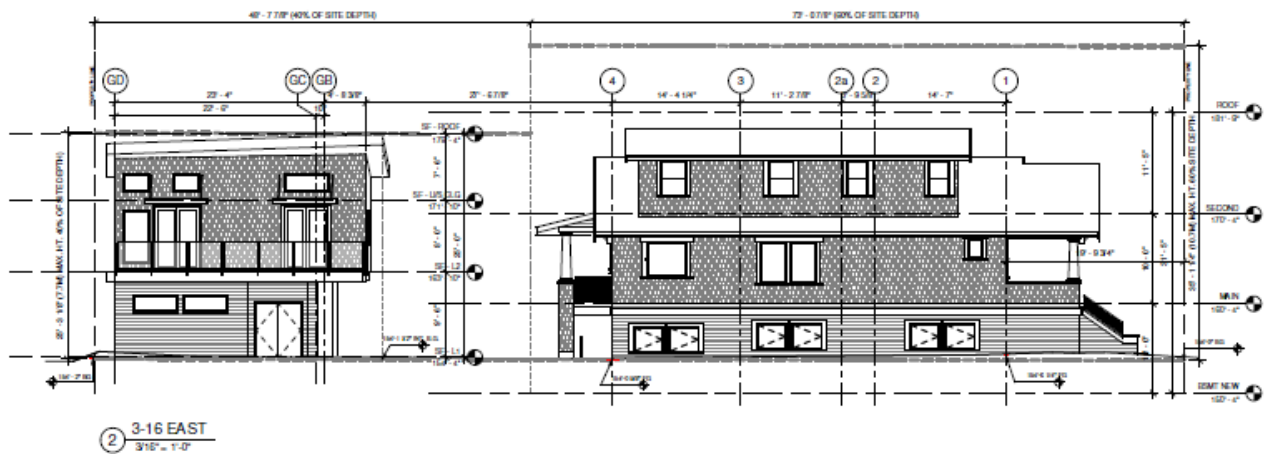
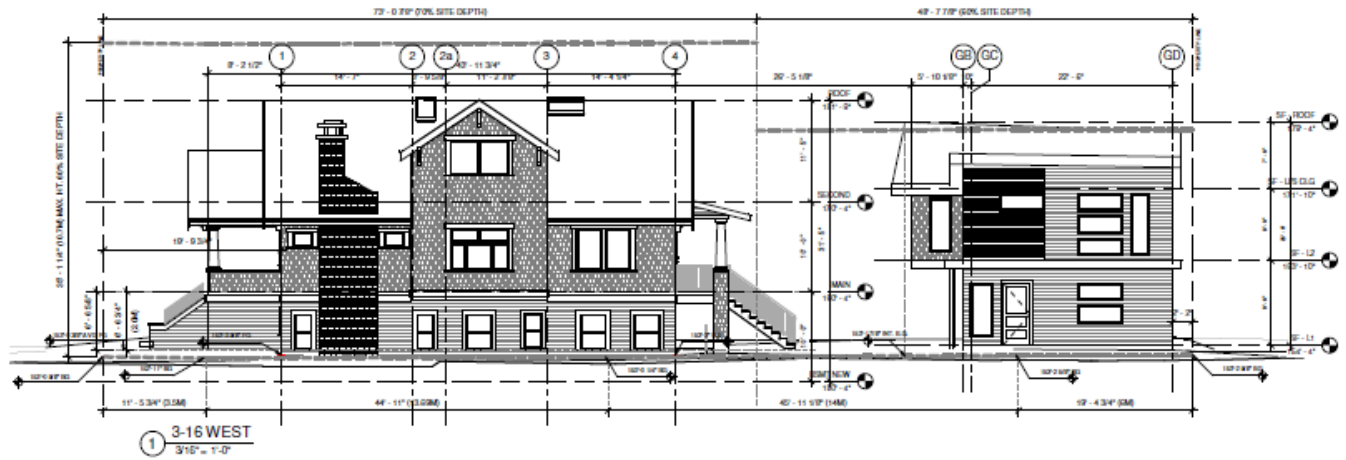
Streetscape (Looking South)



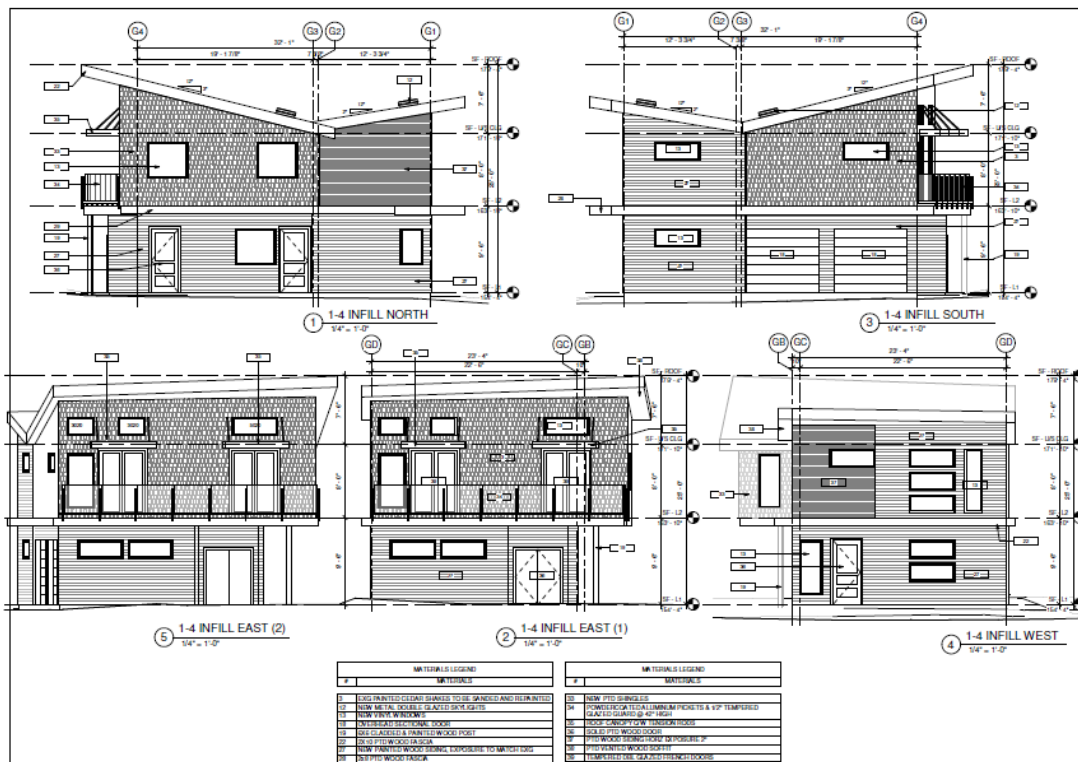
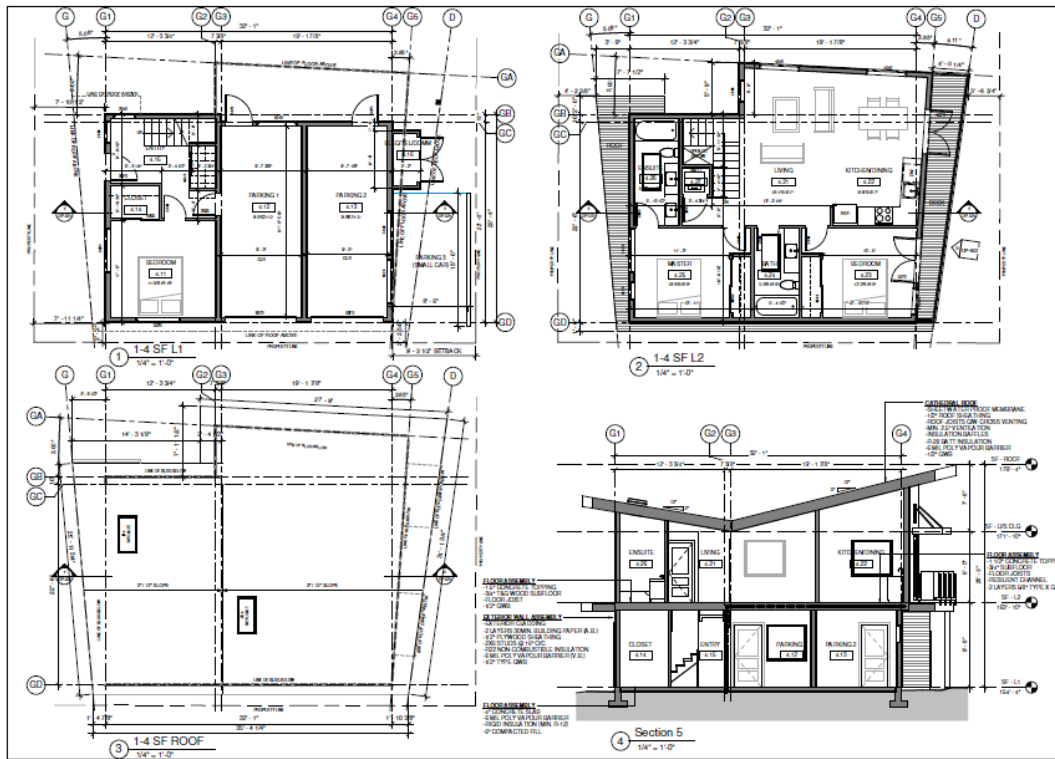
Proposed Plans of the Heritage Building



Elevations of the Heritage Building (Proposed)



Side Elevations of the Heritage Building and New Infill Building



Plans and Elevations of the New Infill Building

1010 East 21st Avenue
TECHNICAL ZONING SUMMARY

Table 1: Zoning and Parking Summary

	Existing	Required or Permitted	Proposed
Overall Floor Space Ratio (FSR)	0.70 FSR 393 m ² (4,226 sq. ft.)	0.80 FSR maximum With SH/D Development 449 m ² (4,831 sq. ft.)	0.88 FSR 505 m ² (5,400 sq. ft.)
Front Yard	7.0m (23.2 feet) excluding porch	4.1m (16 feet) Minimum	5.3m (19.8 feet) excluding porch
Rear Yard	14.1m (46.3 feet) to the heritage building	13.0m (42.7 feet) Minimum for the principal building	15.6m (52 feet) to the heritage building
Height	8.8m (29 feet)	10.7m maximum (35.1 feet)	8.8m (29 feet) for the heritage building and 7.7m (25.2 feet) for the new infill building
Site Coverage	26%	45% maximum	41%
Dwelling Unit Density	1	3 maximum	4
Off-Street Parking Spaces	2	1 per unit (4 in total) minimum	2

1010 East 21st Avenue
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION AND STAFF COMMENTS

On November 17, 2014, the Vancouver Heritage Commission reviewed the development permit application and resolved the following:

THAT the Vancouver Heritage Commission supports the Development Permit Infill Application and Heritage Conservation Plan for 1010 East 21st Avenue, the Wickson House, noting the following to the applicant:

- Investigate the original roof material and consider restoring the roof to its original form if cedar is discovered;
- The rear balconies should be consistent with the East 21st Avenue elevation;
- The chimney, when rebuilt, be built with the original corbelling and consider restoring it to its original elevation;
- Design consideration be given to the dormer including looking at extending the roof line to allow the dormer to be reduced in size;

FURTHER THAT the Commission requests that staff consider adding a development permit requirement that all the heritage building windows be wood windows, including sash rather than vinyl.

CARRIED UNANIMOUSLY

Staff Comments:

The additional considerations noted above have been included in conditions of the development application approval. Windows on the heritage building are required to be wood.

1010 East 21st Avenue
PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation and conservation of a heritage building and construction of a new infill building.

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	RT-10	RT-10
FSR (site area = 560 m ² (6,025 sq. ft.))	0.80	0.88
Buildable Floor Area	449 m ² (4,831 sq. ft.)	505 m ² (5,400 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)	14,400	3,500
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		170,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$14,400	\$173,500

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, which in this case is 393 m² (4,226 sq. ft.).