



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: April 10, 2015
Contact: Anita Molaro
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RTS No.: 10961
VanRIMS No.: 08-2000-20
Meeting Date: May 26, 2015

TO: Vancouver City Council
FROM: General Manager of Planning and Development Services
SUBJECT: 1749 Waterloo Street - Morrison Residence - Heritage Designation

RECOMMENDATION

- A. THAT Council add to the Vancouver Heritage Register the existing building at 1749 Waterloo Street (PID: 015-436-837, Lot A (Reference Plan 229), Block 11, District Lot 540, Plan 229(the "site")), known as the Morrison Residence (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 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 1749 Waterloo Street to the Vancouver Heritage Register in the 'C' evaluation category and to

designate its exterior 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 the number of Dwelling Units permitted on the site, as set forth in Development Permit Application Number DE419964 (the "DP Application") and as described in this report, is 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, by by-law, may designate heritage buildings and other heritage property within the City of Vancouver as being protected heritage properties.

Pursuant to 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. Often this is achieved by way of by-law variations so as to permit an otherwise impermissible development.

The proposed heritage designation for the heritage building and its exterior requires 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 the project:

- *Heritage Policies and Guidelines (April, 1991)*
- *Green Buildings Policy for Rezonings (2009, last amended 2014)*
- *Heritage Proforma Review - Interim Policy (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 maximizing 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.

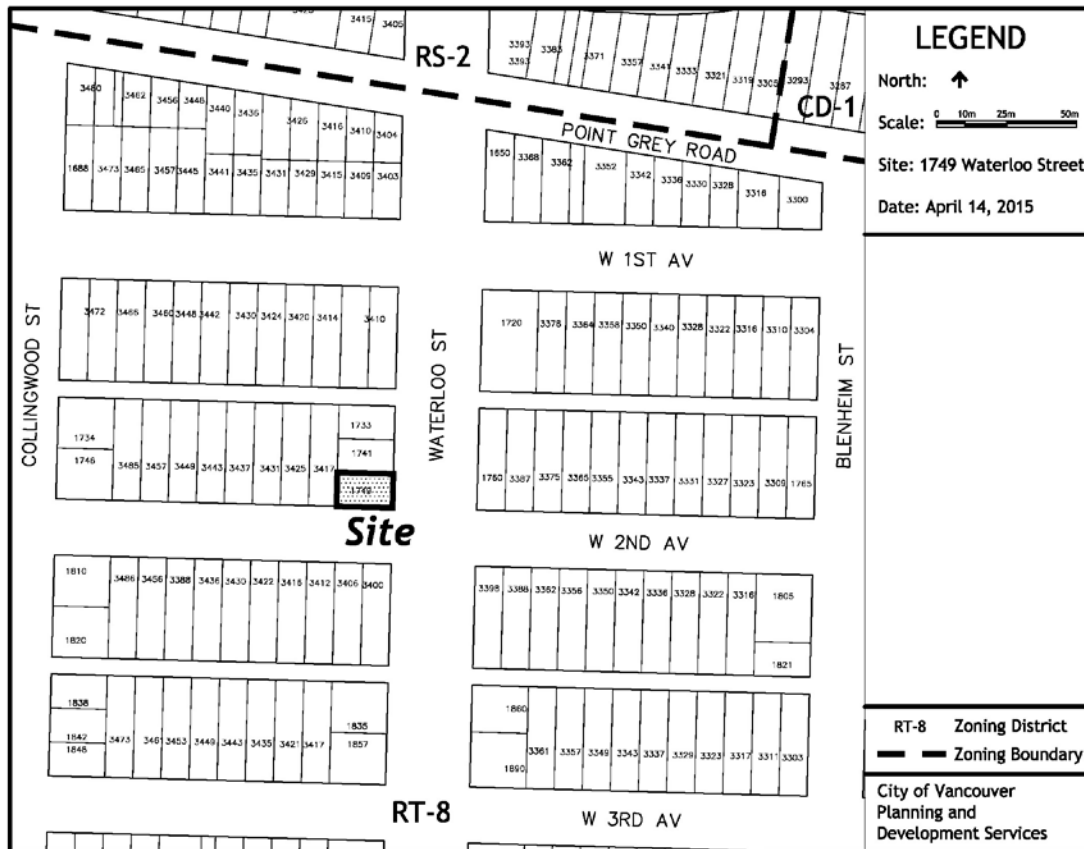
STRATEGIC ANALYSIS

Site and Context

The site is located in the Kitsilano neighbourhood in an area zoned RT-8 (see Figure 1). The *RT-8 District Schedule* of the *Zoning and Development By-law* permits One- and Two-Family Dwellings, the conversion of existing buildings into suites, and in some cases new apartment

buildings, townhouses, and infill buildings. The total area of the subject site is 241 square metres (2,593 square feet). No lane exists at the rear of the site.

Figure 1: The site and the surrounding zoning



Heritage Value

The Morrison Residence at 1749 Waterloo Street was built in 1911 for John Morrison, a Land Titles clerk, and his wife Isabella, by builder Charles Phillips, who built twenty houses in the area from 1910 to 1913. The house is a good example of craftsman influenced design popular at the height of the Edwardian building boom, which lasted from 1910 to 1913. The house was stuccoed in more recent years, and the front porch filled in, but many features survive. The owner plans to rehabilitate the house to match its original character based on early photographs taken by James Quincy, a realtor and photographer who lived across the street at 1820 Waterloo Street (see Appendix A and Appendix B). The Morrison Residence is proposed to be added to Vancouver Heritage Register in the 'C' evaluation category.

Development Application and Proposed Incentives

If approved, the incentives and compensation to be provided to the owner for the heritage designation of the heritage building's exterior will be in the form of an increase in the number of Dwelling Units permitted on the site under the provisions of the *Zoning and Development By-law* as set forth in the DP Application and as described below (see Appendix

E). The application proposes to restore the heritage building and change its use to a Multiple Conversion Dwelling containing three Dwelling Units (see Appendix C). Multiple Conversion use is permitted in the zoning. However, the amount of Dwelling Units within a Multiple Conversion Dwelling permitted by the zoning is limited to two (due to the site’s small area). Staff concluded that the proposed conversion to three Dwelling Units (i.e. an additional unit in the basement) is consistent with the *Heritage Proforma Review - Interim Policy*, and that a Heritage Revitalization Agreement to vary the *Zoning and Development By-law* and a proforma review are not required (see Table 1).

Table 1: Zoning Density Summary

Item	Existing	Permitted or Required	Proposed
FSR	313 m ² (3,372 sq. ft.) 1.27 FSR	313 m ² (3,372 sq. ft.) 1.27 FSR*	304 m ² (3,272 sq. ft.) 1.26 FSR
Number of Dwelling units	2	2 maximum	3
Off-street Parking Spaces	0	3 minimum	0

** As per Section 4.7.1(a) of the RT-8 Zoning District Schedule which allows the existing density to be treated as the permitted density subject to certain provisions.*

Staff have considered the potential impact of the proposed development, the results of notification (see the Results of Neighbourhood Notification section), the conservation approach, and the compatibility of the development with the zoning (see the discussion below), and conclude that the 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-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 DP Application is consistent with the intent of the *RT-8 District Schedule*. The retention of the heritage building contributes to the historic architectural character of the area. The proposal responds well to its neighbours in terms of scale, massing, privacy impact, and placement.

Condition of the Heritage Building and Conservation Approach

The Morrison Residence is in good condition. The conservation approach proposes to retain and rehabilitate existing original features. Staff support the conservation proposed for the Morrison Residence and conclude that 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-one surrounding property owners were notified of the application. One response was received with concerns about an increase in parking and traffic impacts which could be created by the project.

The increase in parking and traffic impacts will be commensurate with development approved and constructed over time in the neighbourhood.

Comments from the Vancouver Heritage Commission

On April 13, 2015, the Vancouver Heritage Commission reviewed the development permit application and supported it (see Appendix D).

Public Benefits

Development Cost Levies (DCLs): DCLs do not apply to existing floor area. The DP Application proposes no addition to the heritage building and therefore no DCL is anticipated for the project.

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, and subject to enactment by Council, the designation will be effected with a Heritage Designation By-law and the owner has entered into a legal agreement to secure the conservation and rehabilitation of the heritage building. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$170,000. The conservation measures include removal of existing stucco, replacement of out-of-character newer windows with wood replicas of the original windows, the opening up of the porch (which was enclosed years ago), and an historic colour scheme.

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

Implications/Related Issues/Risk (if applicable)

Financial

As noted in the section on Public Benefits, the applicant has offered the on-site conservation and rehabilitation of the Morrison Residence valued at \$170,000. The DP application proposes no addition to the heritage building and therefore no DCL is anticipated for the project.

Proforma Evaluation

The *Heritage Proforma Review - Interim Policy Planning By-law Administration Bulletin* 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. As this DP Application proposes no addition to the heritage building it complies with the provisions of the bulletin and a proforma review is not required.

Environmental

The City's *Green Buildings Policy for Rezonings* does not apply to the application as a Heritage Revitalization Agreement (HRA) is not proposed. However, the application will comply with the Vancouver Building By-law with respect to appropriate environmental upgrades.

Legal

The increase in the number of Dwelling Units permitted on the site as proposed will provide an improved development potential for the site. The owner's proposal to rehabilitate and conserve the heritage building in exchange for obtaining the increase in Dwelling Units needed to get that improved development potential will be appropriately secured as legal obligations contained in a covenant to be registered on title to the site pursuant to Section 219 of the Land Title Act 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 covenant, 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 sought, Council compensate an owner for any reduction in the market value caused by a heritage designation. The owner has signed the agreement noted above and in doing so has explicitly accepted the increase in Dwelling Units to be provided, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of the heritage building's exterior and the obligations to rehabilitate and conserve the heritage building. The agreement will be executed by the City and registered on title following Council's enactment of the Designation By-law and before a development permit for the project may be issued.

CONCLUSION

The addition of the approval of the Morrison Residence at 1749 Waterloo Street to the Vancouver Heritage Register and the heritage designation of its exterior will ensure that the heritage building is rehabilitated, conserved, and protected from demolition and from exterior alterations which might affect its heritage value. The owner has agreed to accept the proposed increase in Dwelling Units under the DP Application as compensation for the designation of the exterior of the heritage building as protected heritage property, and for the Morrison Residence's rehabilitation and conservation. The General Manager of Planning and Development Services is prepared to approve the DP Application for the project should Council approve the recommendations of this report. Therefore, it is recommended that Council approve the addition of the Morrison Residence to the Vancouver Heritage Register in the 'C' evaluation category and the proposed heritage designation.

* * * *

1749 Waterloo Street
PHOTOS



Photo 1: 1749 Waterloo Street circa 1912



Photo 2: 1749 Waterloo Street circa 2014



Photo 3: The Site at 1749 Waterloo Street pre-1910



Photo 4: Vacant Site for 1749 Waterloo Street (Behind Pole) circa 1911

The two houses visible in Photo 4 still exist. The largest trees in the area had mostly removed by this time by loggers in the previous decades.



Photo 5: 1749 Waterloo Street circa 1912



Photo 6: 1749 Waterloo Street Visible on the Far Left circa 1912 (note boardwalk)

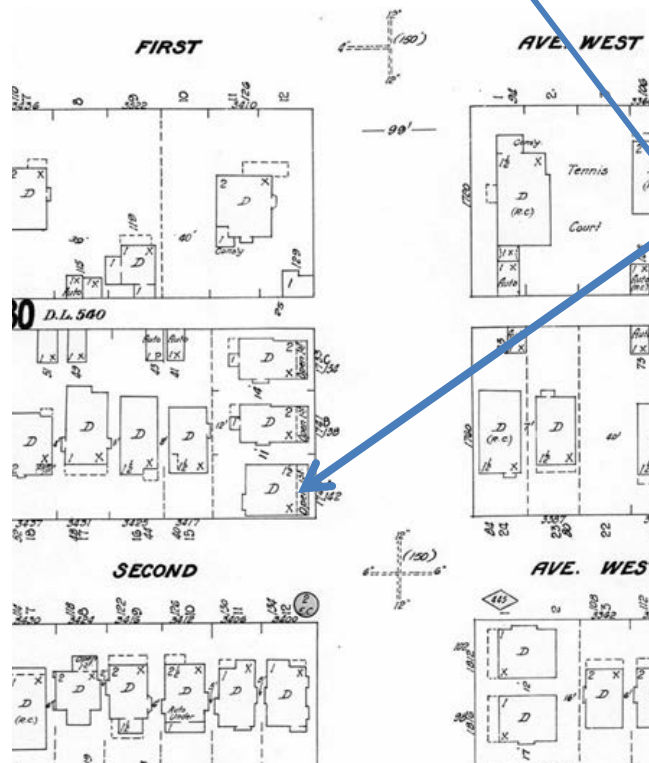


Photo Collage 1

The immediate area around Waterloo Street and West 2nd Avenue was a wooded, rural area circa 1910 - 1912. Clockwise from the top left; dumpster divers (bears) across the street from 1749 Waterloo Street circa 1912; house crushed by fallen tree across the street to the south circa 1912; bush fire at 1812 Waterloo Street, across the street to the east, circa 1912 (note men spraying the house with water- this house was demolished a few years ago); James Quiney House at 1820 Waterloo Street pre-1911, taken from the vacant site for 1749 Waterloo Street (Mr. Quiney, a local realtor and photographer, took all these photos).

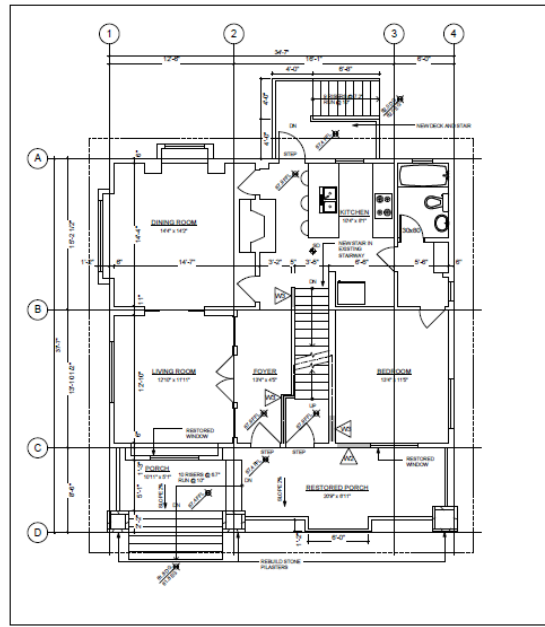
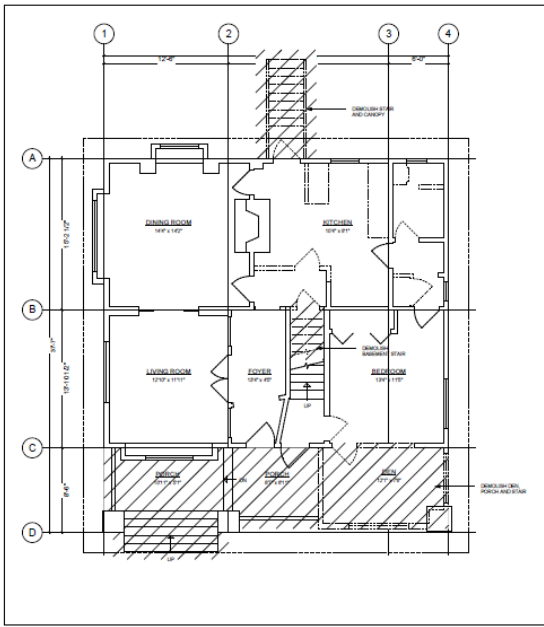
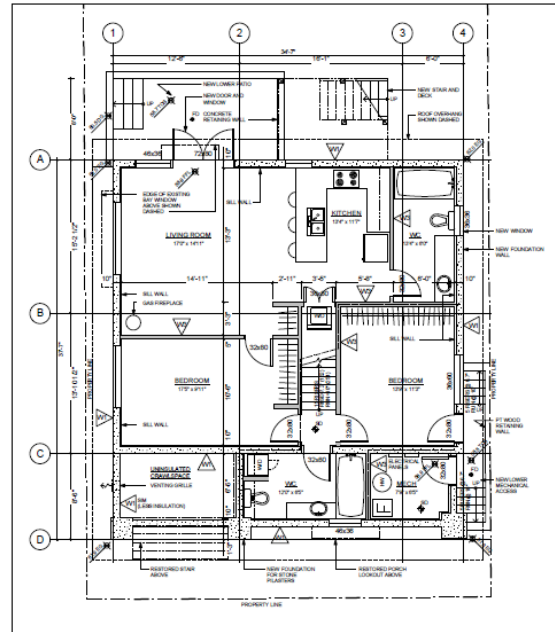
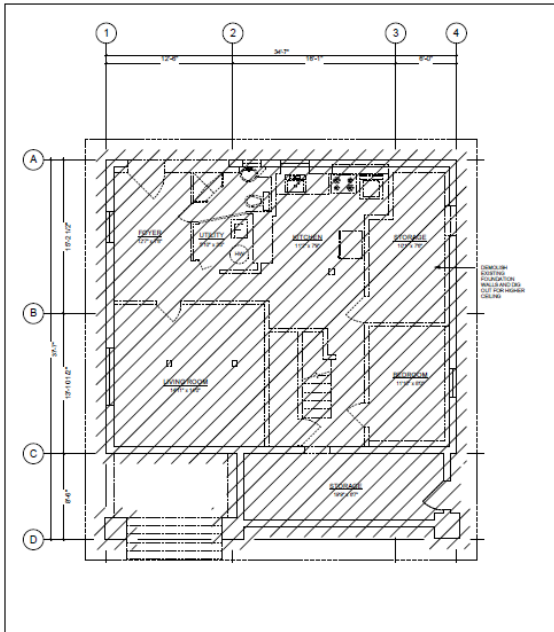


North

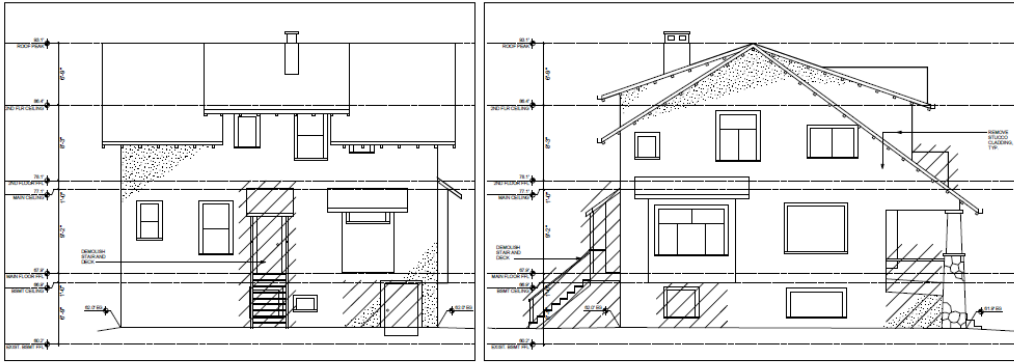


1749 Waterloo Street

Map 1 (top, circa 1912) and Map 2 (bottom, circa 1920)

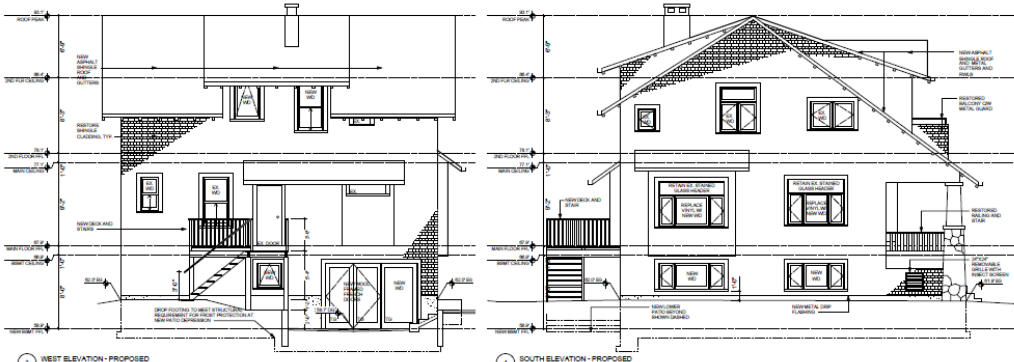


Basement and Main Floor Plans



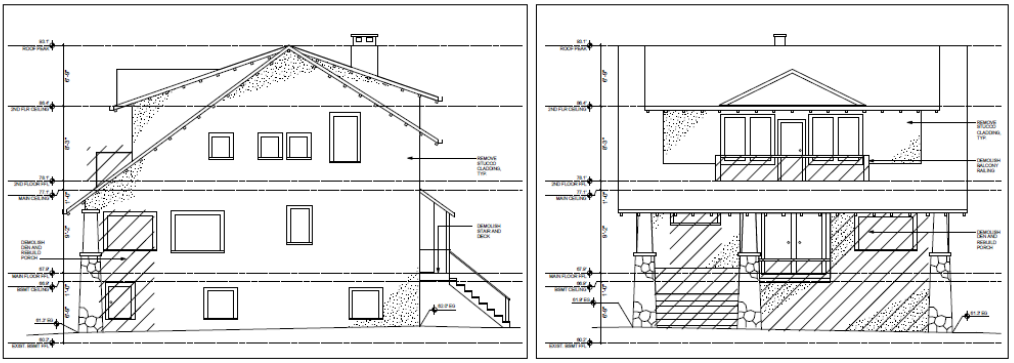
1 WEST ELEVATION - EXISTING
Scale: 1/8" = 1'-0"

2 SOUTH ELEVATION - EXISTING
Scale: 1/8" = 1'-0"



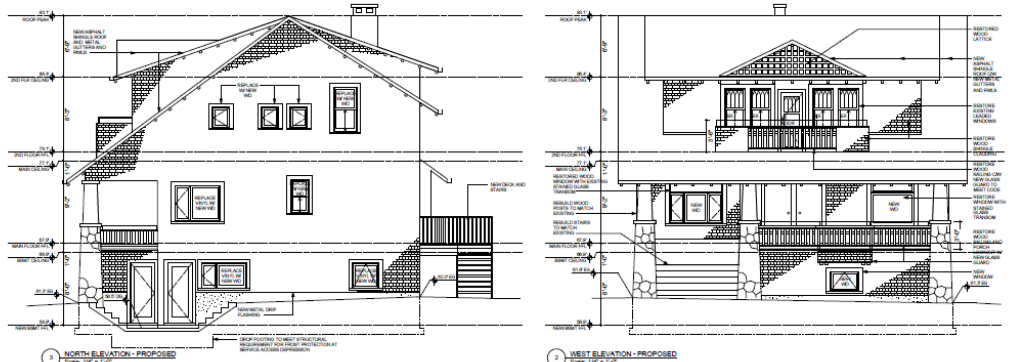
3 WEST ELEVATION - PROPOSED
Scale: 1/8" = 1'-0"

4 SOUTH ELEVATION - PROPOSED
Scale: 1/8" = 1'-0"



5 NORTH ELEVATION - EXISTING
Scale: 1/8" = 1'-0"

6 WEST ELEVATION - EXISTING
Scale: 1/8" = 1'-0"



7 NORTH ELEVATION - PROPOSED
Scale: 1/8" = 1'-0"

8 WEST ELEVATION - PROPOSED
Scale: 1/8" = 1'-0"

Elevations

1749 Waterloo Street
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION

On April 13, 2015, the Vancouver Heritage Commission reviewed the proposal and resolved the following:

THAT the Vancouver Heritage Commission generally supports the addition of 1749 Waterloo Street (Morrison Residence), to the Vancouver Heritage Register, and further supports the rehabilitation and designation of the home as proposed in the plans by Urban Arts Architecture, as presented at the Vancouver Heritage Commission meeting on April 13, 2015.

CARRIED UNANIMOUSLY

1749 Waterloo Street
TECHNICAL ZONING AND PARKING SUMMARY

Table 1: Zoning Density Summary

Item	Existing	Permitted or Required	Proposed
FSR	313 m ² (3,372 sq. ft.) 1.27 FSR	313 m ² (3,372 sq. ft.) 1.27 FSR*	304 m ² (3,272 sq. ft.) 1.26 FSR
Site Coverage	62%	45%	62%
Building Depth	11.4 metres (37.5 feet)	7.0 metres (23.1 feet)	11.4 metres (37.5 feet)
Number of Dwelling units	2	2 maximum	3
Off-street Parking Spaces	0	3 minimum	0

* As per Section 4.7.1(a) of the RT-8 Zoning District Schedule which allows the existing density to be treated as the permitted density subject to certain provisions.

1749 Waterloo Street
PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation, conservation, and designation of a heritage 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-8	HRA
FSR (site area =241 M ² /2,593 sq. ft.)	1.27	6
Buildable Floor Space	313 m ² (3,372 sq. ft.)	304 m ² (3,272 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)	\$0	\$0
	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		\$0	\$170,000

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. It is assumed that the existing building is retained in any event for purposes of prescribing DCLs.