



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: April 27, 2015
Contact: Anita Molaro
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RTS No.: 10962
VanRIMS No.: 08-2000-20
Meeting Date: May 26, 2015

TO: Vancouver City Council

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

SUBJECT: 325 West 11th Avenue - Wakefield Residence - Heritage Revitalization Agreement and Heritage Designation

RECOMMENDATION

- 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 the exterior of the heritage building at 325 West 11th Avenue (PID: 012-563-455, Lot 11, Block K, District Lot 526, Plan 1530 (the "site")), known as the Wakefield Residence (the "heritage building").
- 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:
 - (i) to secure the rehabilitation and preservation of the heritage building; and
 - (ii) to vary the *Zoning and Development By-law* to permit construction of a new infill building, as proposed under Development Permit Application No. DE418458 (the "DP Application").
- 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 General Manager of Planning and Development Services.
- D. THAT Recommendations A to 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, 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 designate the exterior of the Wakefield Residence at 325 West 11th Avenue as protected heritage property, and to approve a Heritage Revitalization Agreement (HRA) for the site. As incentive and compensation to the owner for the heritage designation, rehabilitation, and conservation of the heritage building, an increase in permitted density, and other variances, as set forth in 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 592 of the *Vancouver Charter*, Council, by by-law, may enter into HRAs with the owners of heritage properties which may vary or supplement certain by-laws and permits, including the *Zoning and Development By-law*.

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, along with additional compensation to offset rehabilitation costs incurred under an HRA, is achieved by way of by-law variations contained in the HRA so as to permit an otherwise impermissible development.

The proposed heritage designation and HRA for the heritage building require Council approval at public hearing and by-law enactment pursuant to Sections 592, 593, and 594 of the *Vancouver Charter*.

The following Council policies are relevant for this application:

- *Heritage Policies and Guidelines (April, 1991)*
- *Green Buildings Policy for Rezoning (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 the use of available tools to conserve the City's heritage resources.

GENERAL MANAGER'S COMMENTS

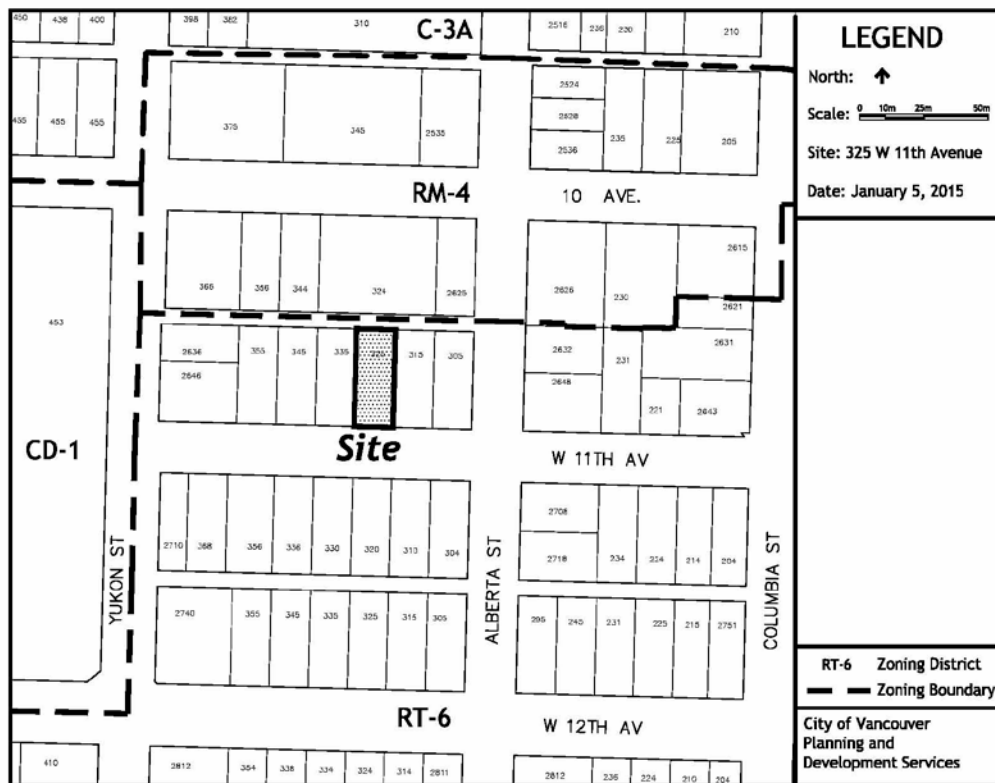
The General Manager of Planning and Development Services RECOMMENDS approval of A, B, C, and D.

STRATEGIC ANALYSIS

Site and Context

The Wakefield Residence is located in the Mount Pleasant neighbourhood in an area zoned RT-6 (see Figure 1 below and the map in Appendix 'B'). The *RT-6 District Schedule* of the *Zoning & 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 development. The total area of the site is 585 square metres (6,294 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

Constructed in 1911, the Wakefield Residence is an excellent example of the Edwardian Foursquare architectural style, which originated as a reaction to the more elaborate Victorian styles. The interior layout of a Foursquare home was typically oriented to ensure the maximum amount of interior room space, often dividing the house into four main rooms on both the main and upper floors, separated by a central staircase. Large windows maximized light and views.

The Wakefield Residence was built by Vancouver homebuilder, James B. Arthur, who was responsible for the design and construction of numerous houses in the city between 1909 and 1911. Features of the heritage building include its flared hipped-roof and small hipped-roof dormers on each elevation, as well as cedar shingle cladding and carved rafter tails, as well as numerous stained glass windows, several depicting elaborately colourful natural and domestic scenes (see Appendix A and Appendix B). The large landing window, featuring a central pane with castle and surrounding forest, was a direct copy of a design featured in the 1909 "International Art Glass Catalogue", which was produced by the National Ornamental Glass Manufacturers Association of the United States and Canada.

Joshua Wakefield, a contractor, first owned the house upon its completion. William Davis Kennedy, a physician, and his wife, Julia, moved into the house in 1921. The Kennedy family, including children and grandchildren, remained in the house for over four decades, moving out in 1964. The house has since served as the Elizabeth Fry Group Home and more recently as the Windsor Guest House.

The Wakefield Residence is listed on the Vancouver Heritage Register in the 'B' evaluation category.

Development Application and Proposed Incentives

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 variances to the *Zoning and Development By-law* as set forth in the DP Application and as described below.

The zoning applicable to the site is RT-6. The application proposes to restore the heritage building as a One-Family Dwelling in conjunction with a Bed and Breakfast use, 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-6 zoning for the site is a Floor Space Ratio (FSR) of 0.75 and the total density for the proposed development is 0.83 FSR which is 10% over the maximum permitted density in the zoning (see Table 1 and the Technical Zoning Summary in Appendix D).

Table 1: Technical Summary

	Existing	Required or Permitted	Proposed, with Variances by HRA
Section 4.3.1 Height	12.2 metres (40 feet)	10.70 metres (35.10 feet) maximum	12.2 metres (40 feet) for the heritage building
Section 4.7.1 - Overall FSR	0.65 FSR 377 m ² (4,059 sq. ft.)	0.75 FSR 435 m ² (4,685 sq. ft.) maximum	0.83 FSR 486 m ² (5,224 sq. ft.)
Number of Dwelling Units	1*	4 maximum (74 units per hectare)	2*
Off-Street Parking	2	2 minimum	4

* see Table 2 below

The Wakefield Residence currently operates as a Bed and Breakfast facility (Windsor Guest House). Part of the incentive to the owner to agree to conserve the heritage building is to expand the *Zoning and Development By-law* provisions for the Bed and Breakfast use for the site as outlined in Table 2:

Table 2: Bed and Breakfast Summary

Regulation	Permitted For the site	Proposed with Variances by HRA
Bedrooms for Bed and Breakfast Guests	Up to 8 possible (2 per Dwelling Unit) maximum (4 off-street parking spaces minimum required)	Up to 10 for the site maximum (five off-street parking spaces proposed)
Number of Guests	Up to 16 possible maximum (2 per room)	Up to 20 for the site maximum (2 per room maximum)

A Bed and Breakfast use requires that an owner resides in the Dwelling Unit (i.e. the heritage building). This is not to be varied under the HRA so that the owner of the site must continue to live in a Dwelling Unit on the site (here, in the heritage building) heritage building for the Bed and Breakfast use to be continued. The heritage building may simply “revert” to a non-Bed and Breakfast Dwelling Unit in the future if an owner wishes (and could become Bed and Breakfast in the future at some point under the HRA).

As part of the 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 as an HRA.

Compatibility with Existing Zoning and Land Use Regulations

The Intent of the *RT-6 Zoning District Schedule* is to:

"... encourage the retention, renovation and restoration of existing residential buildings which maintain an architectural style and building form consistent with the area. Redevelopment will be encouraged on sites with smaller buildings or buildings of architectural style and form which are inconsistent with the area. Emphasis is placed on requiring the external design of buildings and additions to buildings to follow the proportions, rhythm and details of architectural features of the area."

The rehabilitation of the heritage building is consistent with the zoning. The proposed new building responds well to neighbouring properties in terms of scale and design. The design of the infill building is consistent with the proportions, rhythm, and details of architectural features of the area.

Condition of the Heritage Building and Conservation Approach

The heritage building is in very good condition. Most of the rehabilitation work will involve minor repairs and painting. The rear of the buildings is to be modified slightly and later small additions at the rear removed. Staff have concluded 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

One hundred and one surrounding properties were notified of the DP Application. No responses were received.

Comments from the Vancouver Heritage Commission

On December 8, 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 which is currently \$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. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of 12-months from the date of DCL bylaw rate amendment provided that it has been submitted prior to the adoption of annual DCL By-law rate adjustments.

If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply.

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

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 secured with a Heritage Designation By-law and the owner will enter into a legal agreement to secure the conservation and rehabilitation of the property as further set out in Appendix F. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$30,000. The conservation measures include repairs and painting of existing features.

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 Wakefield Residence valued at \$30,000. 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

Staff concluded that the application is consistent with the *Heritage Proforma Review - Interim Policy* and that a proforma analysis is not required.

Environmental

The City's Green Buildings Policy for Rezoning applies to the application. 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 by-law variations proposed 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 by-law variations needed to get that improved development potential will be appropriately secured as legal obligations contained in the HRA to be registered on title 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 sought, Council must compensate an owner for any reduction in the 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. The HRA will be executed by the City and registered on title 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 heritage designation of the Wakefield Residence at 325 West 11th Avenue, and the proposed HRA, will ensure that the heritage building's exterior is rehabilitated, conserved, and 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 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 of the exterior of the Wakefield Residence at 325 West 11th Avenue and the proposed HRA.

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325 West 11th Avenue
PHOTOGRAPHS



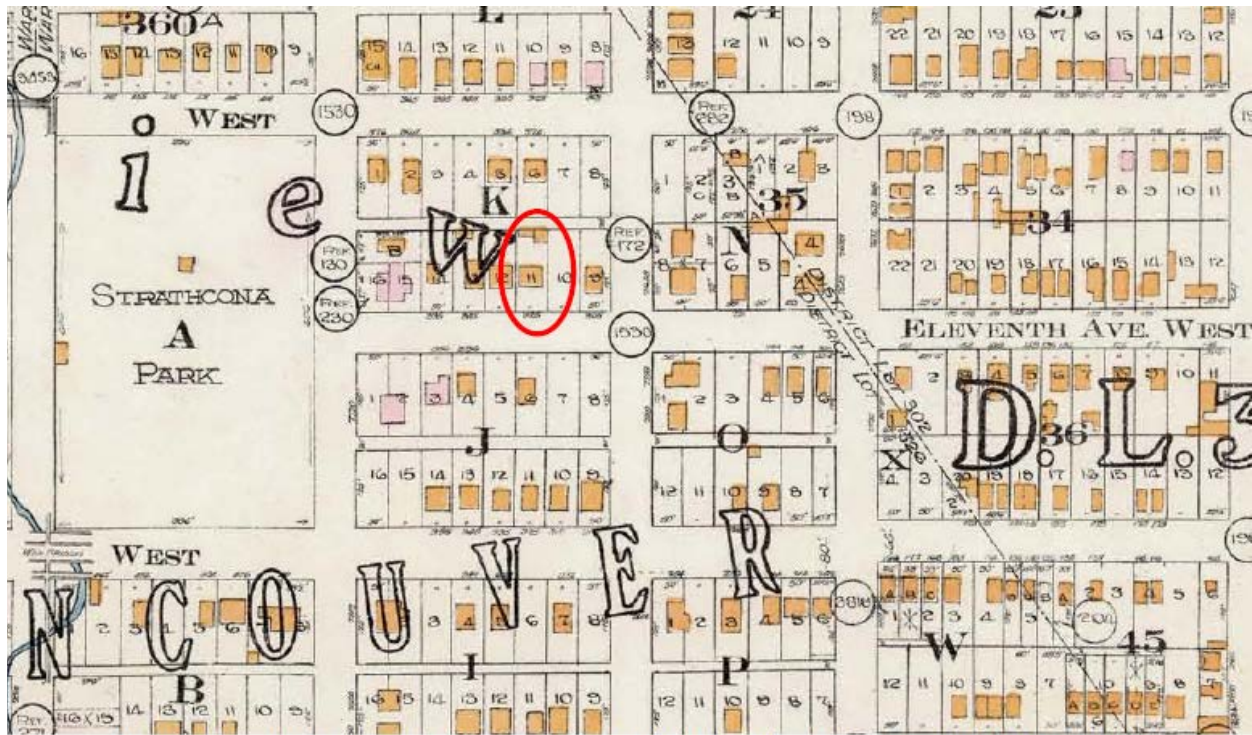
Photo 1: the Wakefield Residence at 325 West 11th Avenue circa 2014



Photo 2: Aerial View of the 300 Block West 11th Avenue, circa 1940s

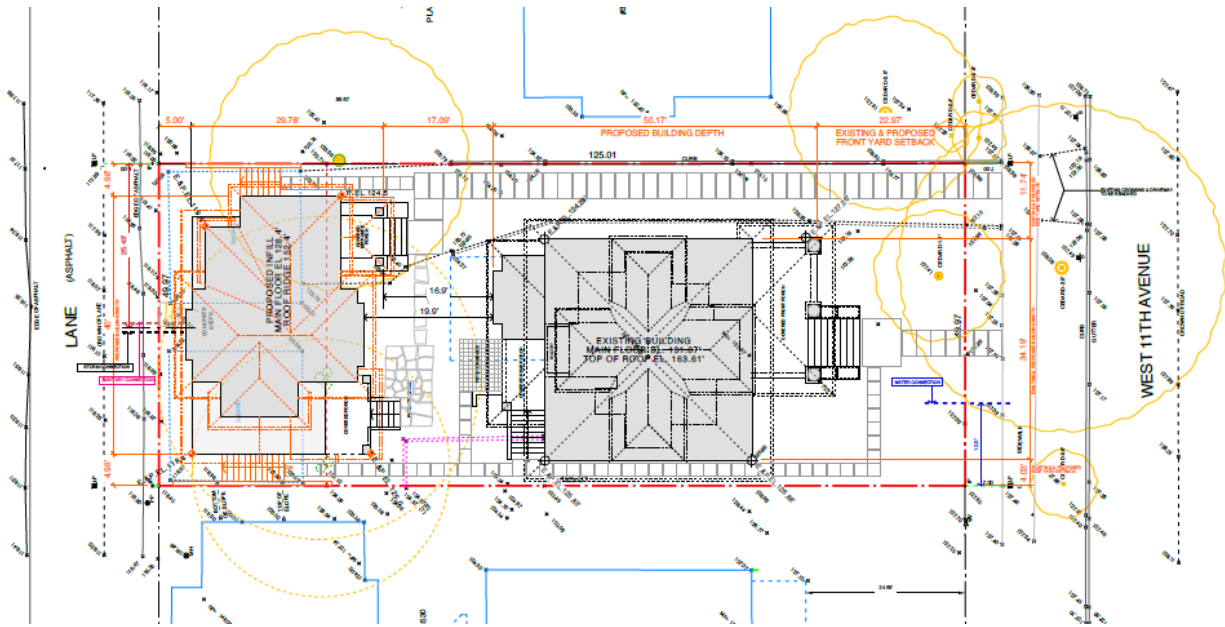
325 West 11th Avenue is indicated on the far right and appears much as it does today (see Photo 1). The majority of houses in this view still exist and several are now protected heritage properties. This photograph was taken around the time City Hall was constructed (Yukon Street is on the far left).

325 West 11th Avenue
MAPS

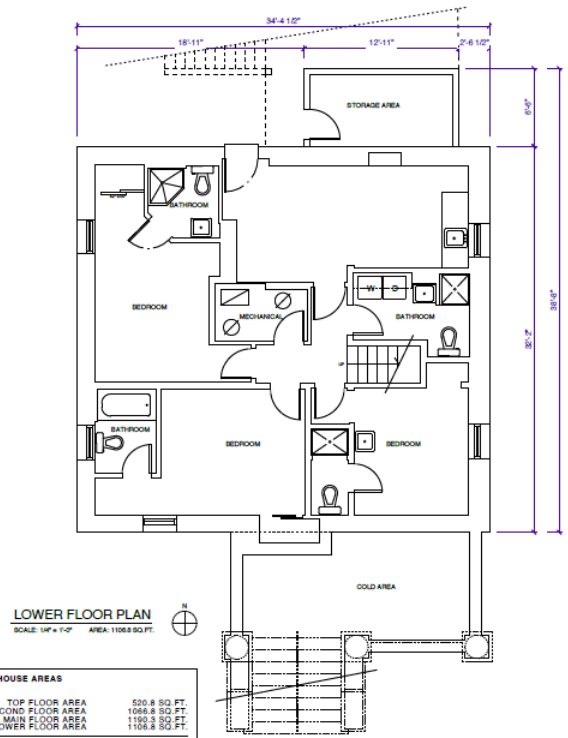
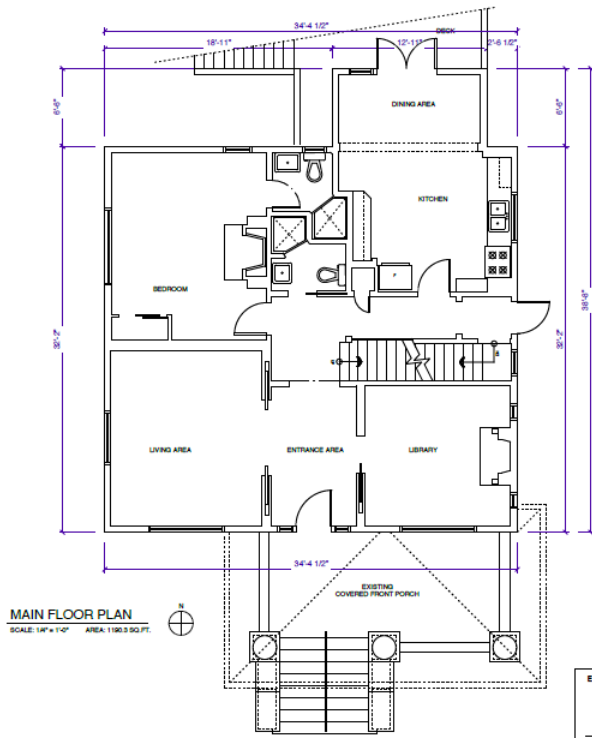


Vancouver 1912 Fire Insurance Map: 325 West 11th Avenue shown circled in red

325 West 11th Avenue
DRAWINGS

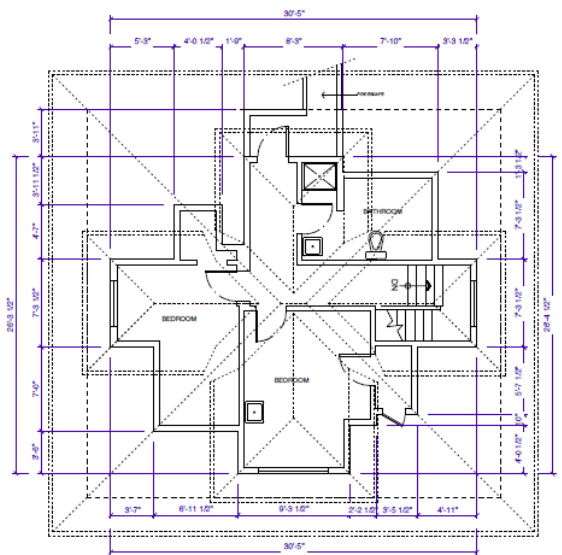
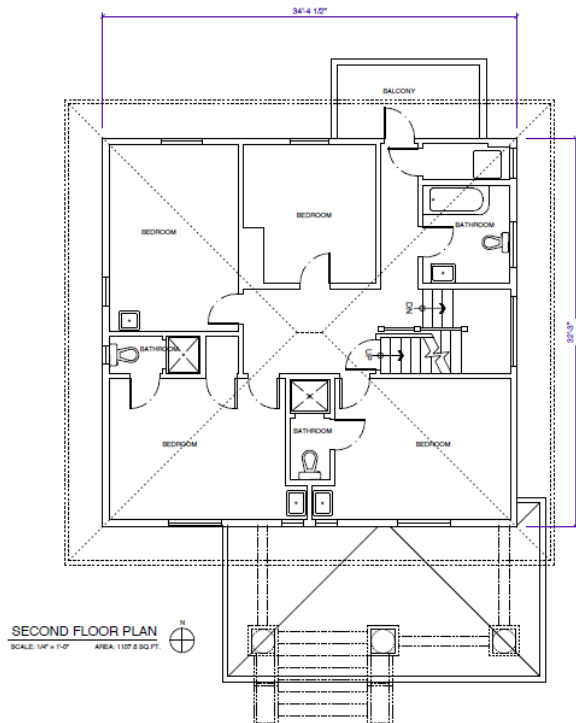


Site Plan

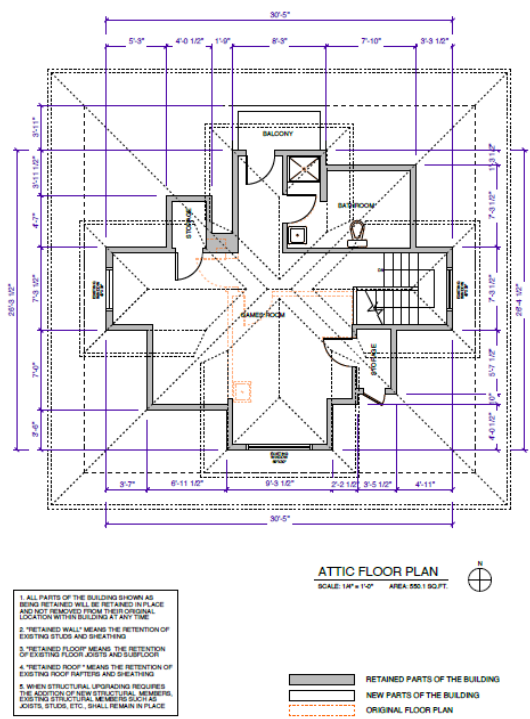
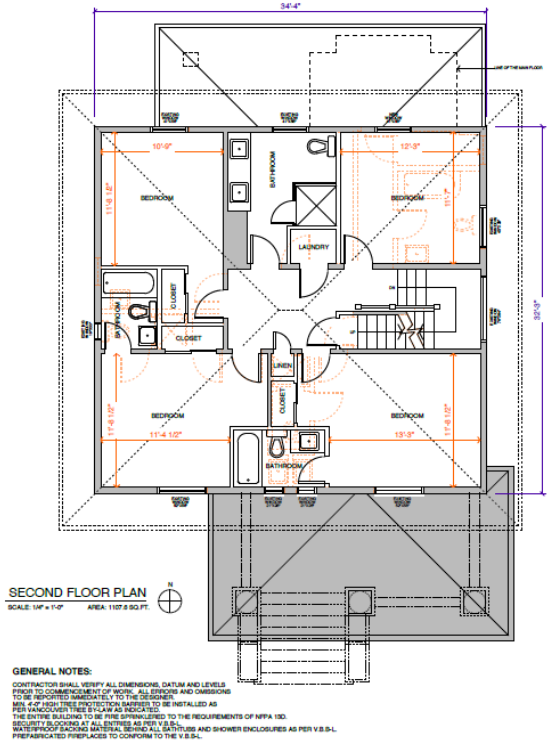
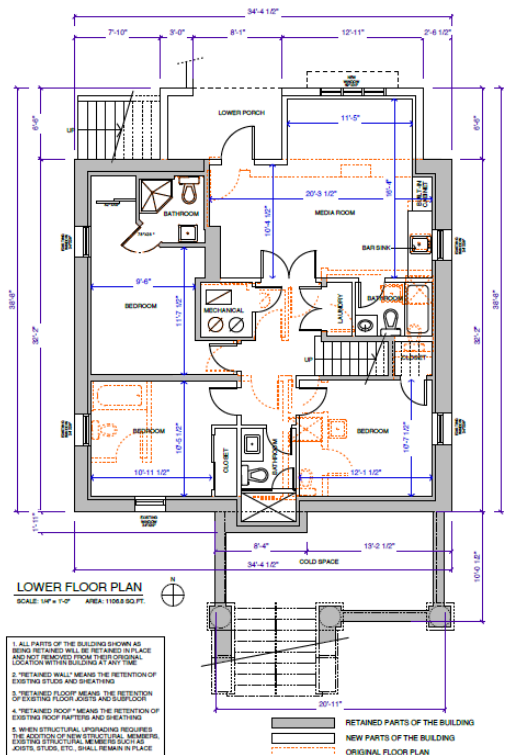
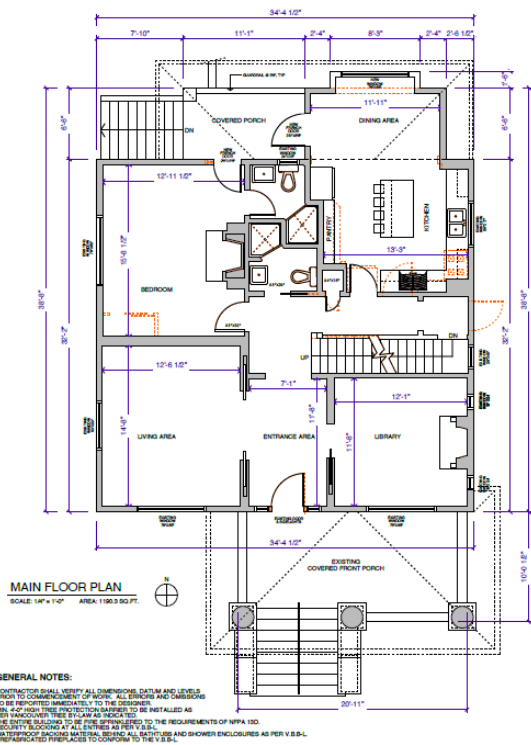


EXISTING HOUSE AREAS

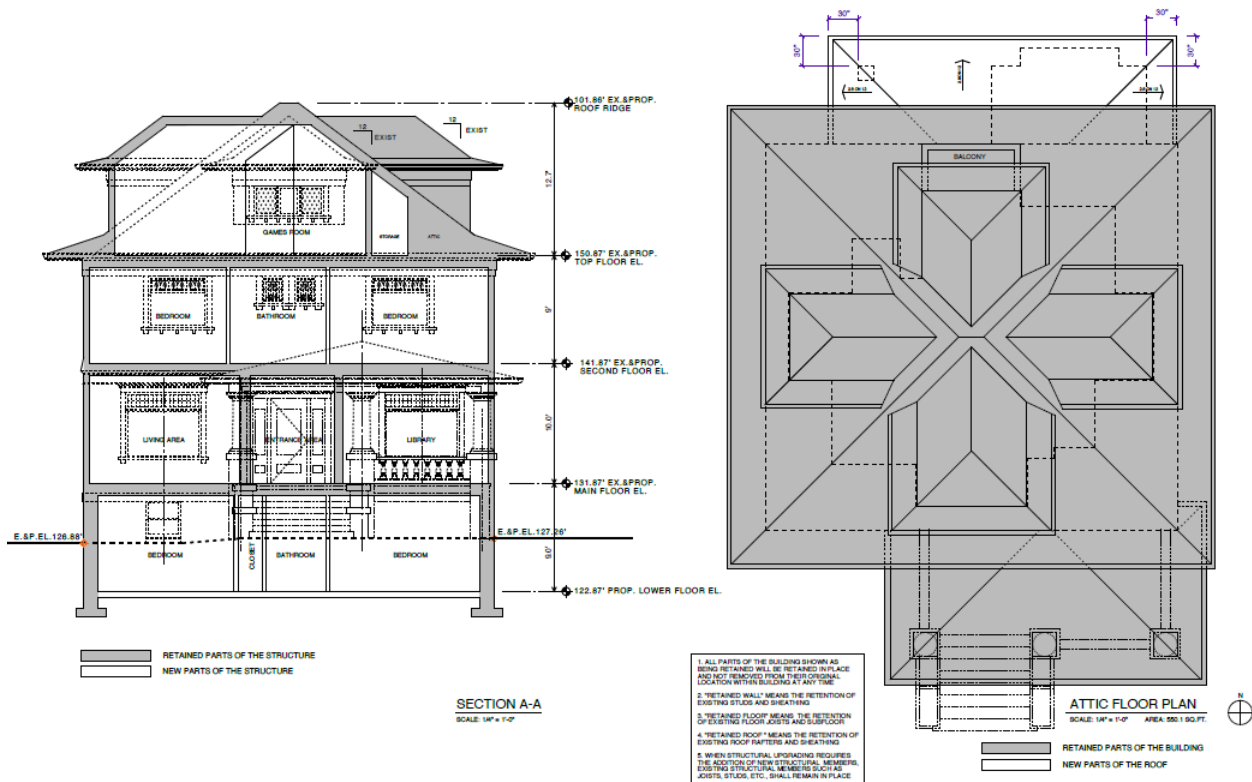
TOP FLOOR AREA	520.8 SQ. FT.
SECOND FLOOR AREA	1066.8 SQ. FT.
MAIN FLOOR AREA	1193.3 SQ. FT.
LOWER FLOOR AREA	1108.8 SQ. FT.
TOTAL EXISTING FLOOR AREA	4033.2 SQ. FT.



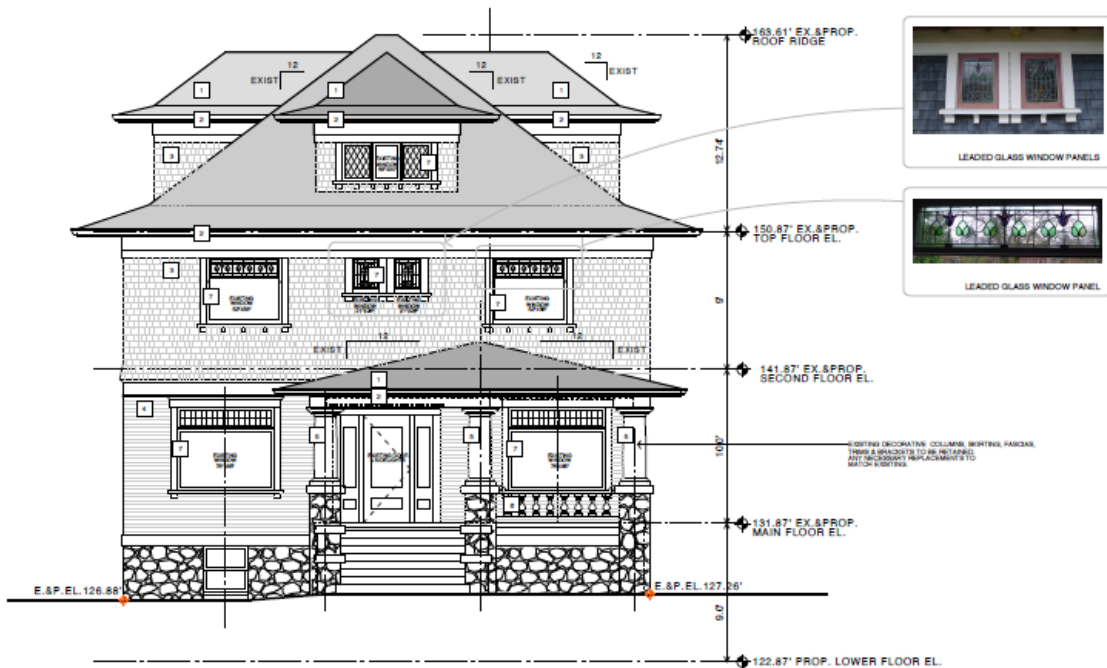
Heritage Building - Existing Plans

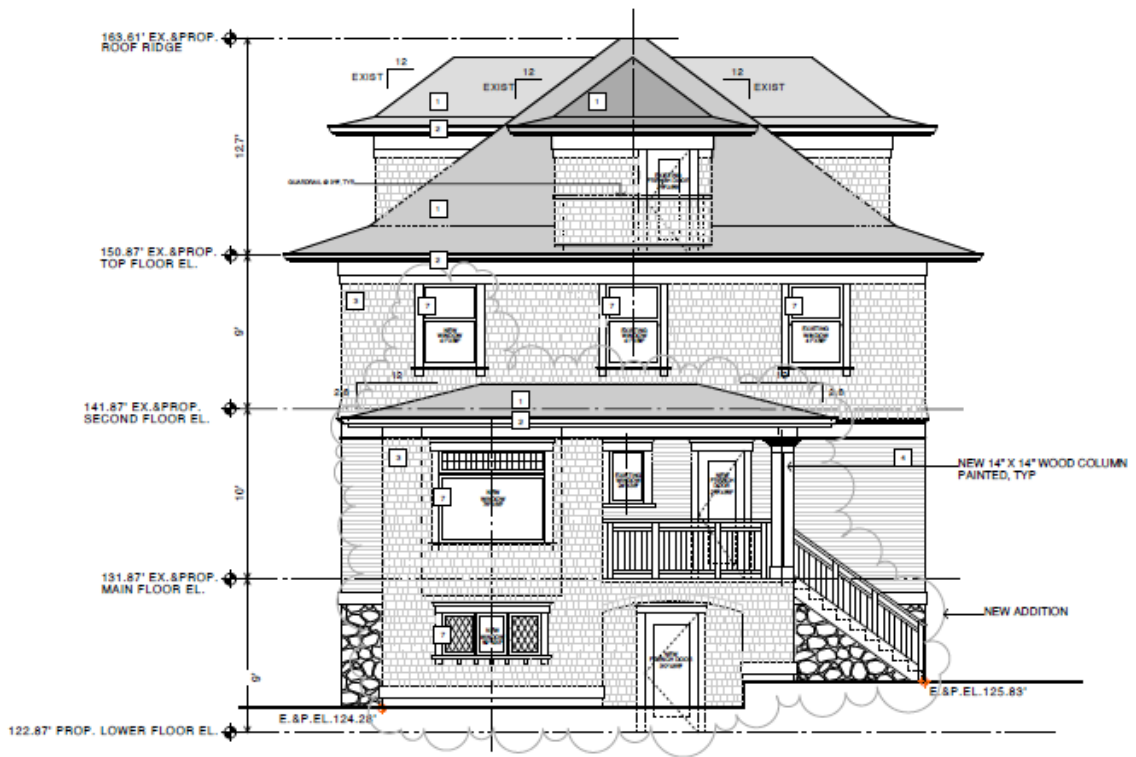


Heritage Building - Proposed Plans

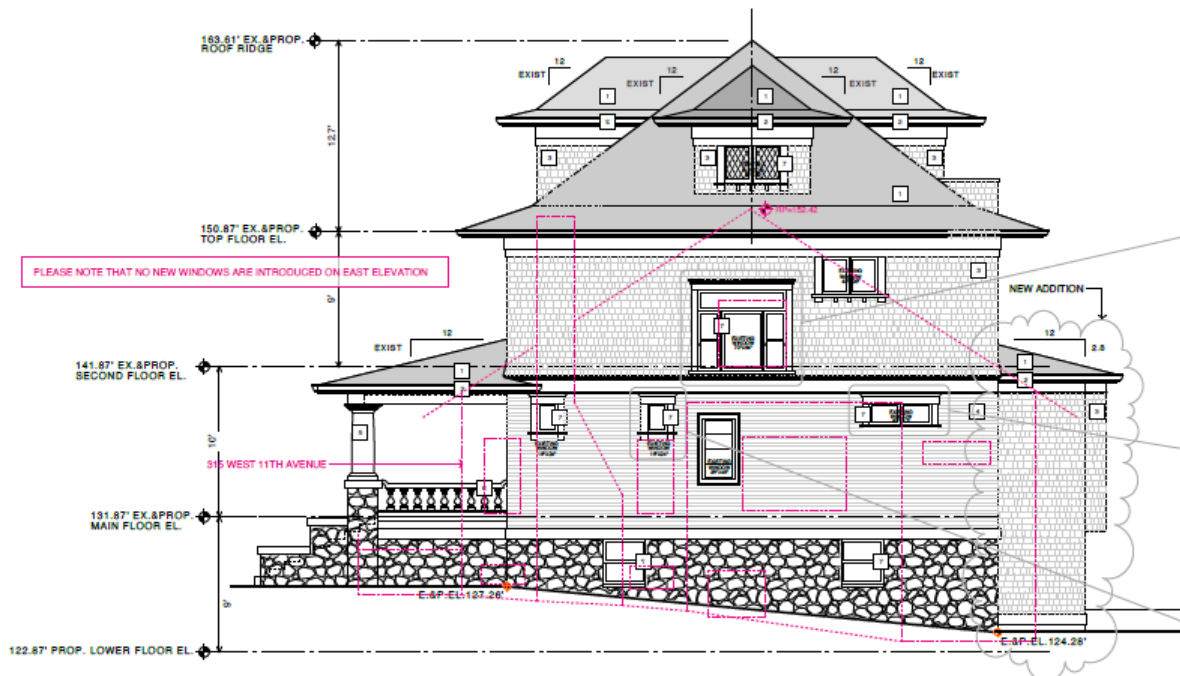


Heritage Building - Section and Roof Plan

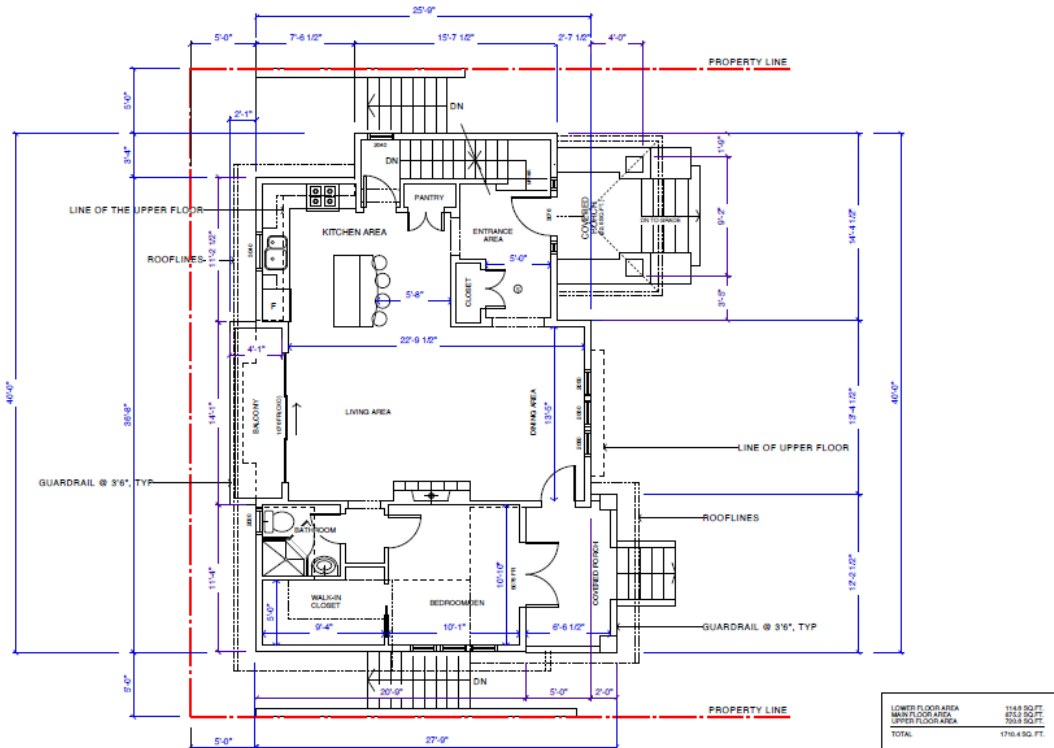
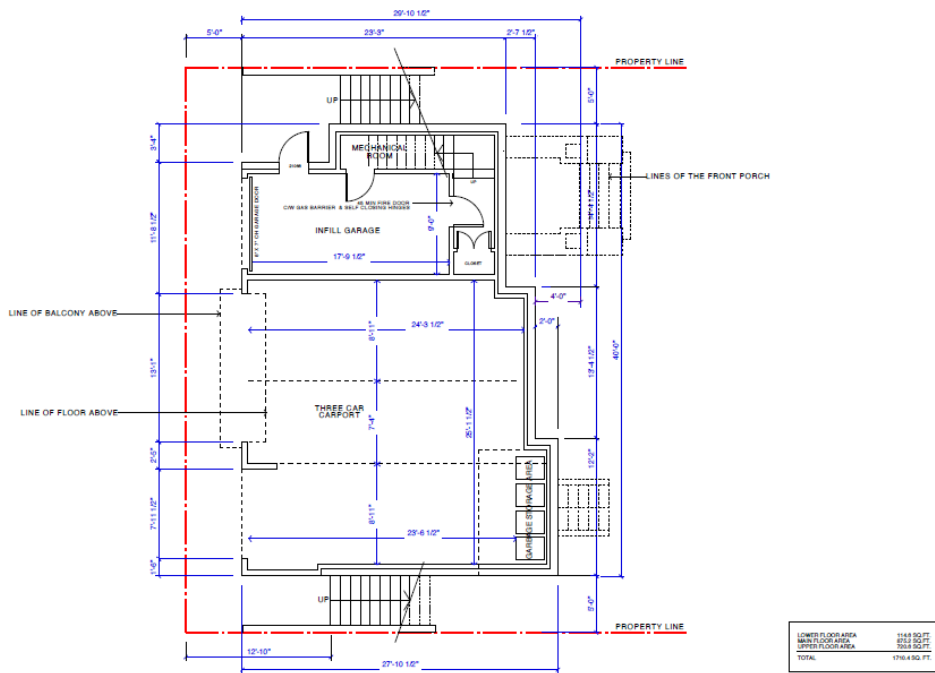




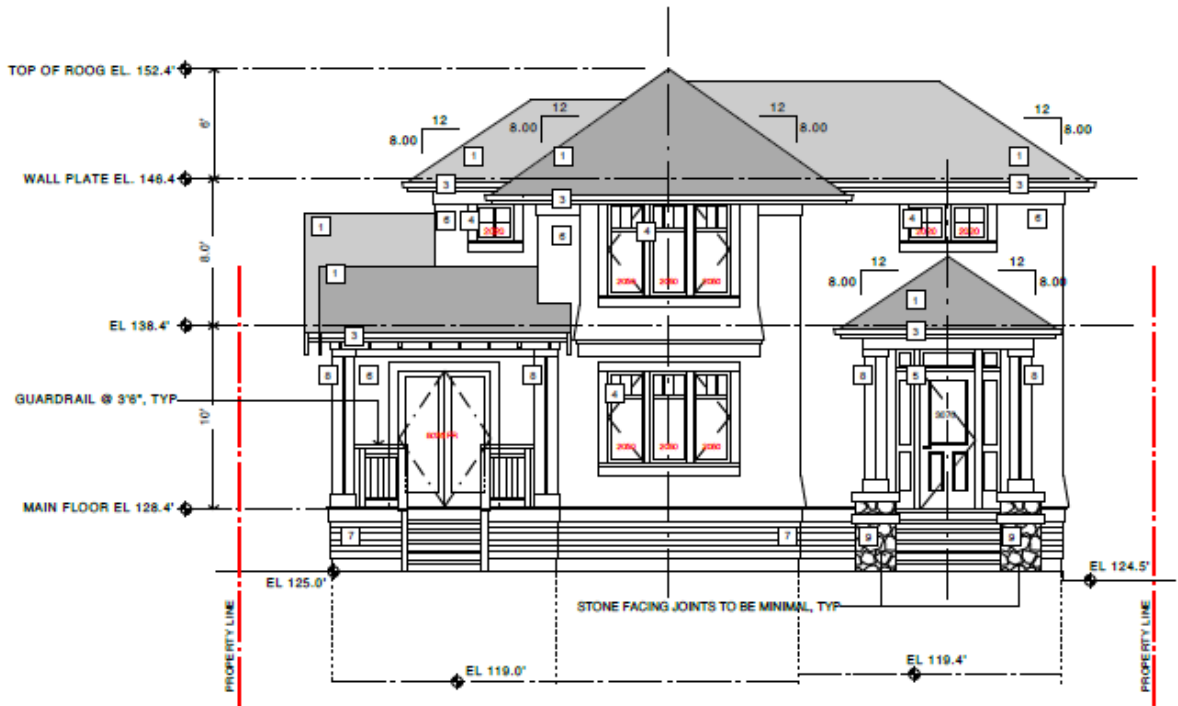
Rear (North) Elevation - Heritage Building



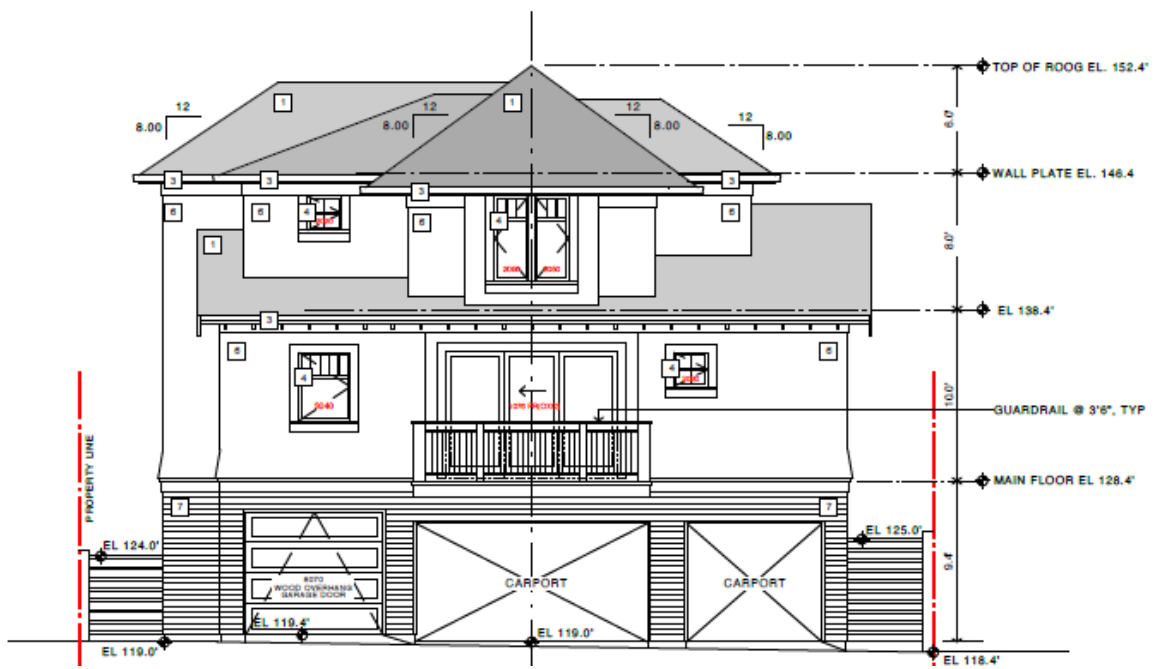
East Elevations- Heritage Building



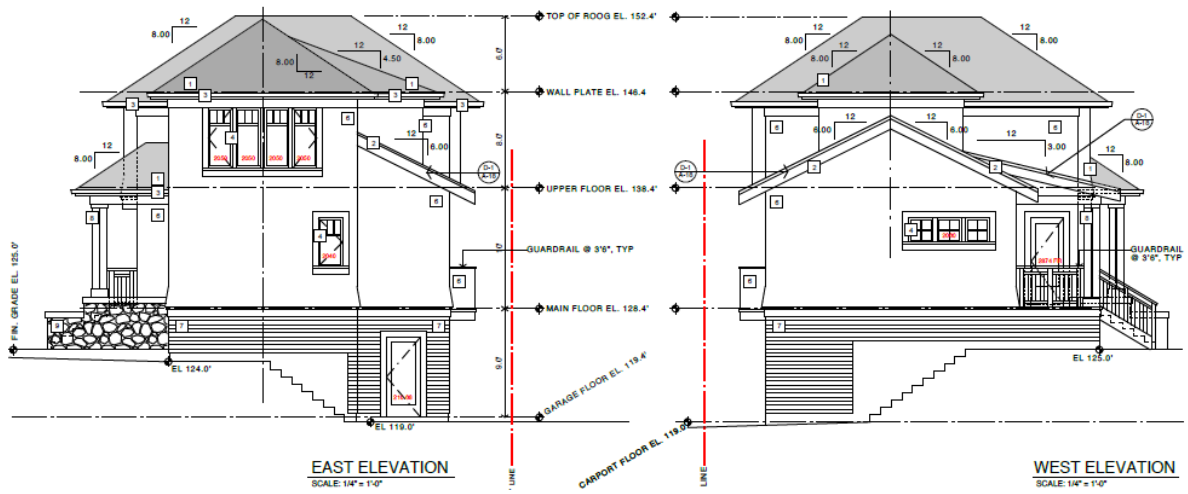
Infill Building - Floor Plans



South Elevation - New Infill Building



North Elevation - New Infill Building



Side Elevations - New Infill Building

325 West 11th Avenue
TECHNICAL ZONING SUMMARY

Table A: Zoning Summary

Regulations of the RT-6 district schedule	Existing	Required or Permitted	Proposed, with Variances
Section 4.3.1 - Height	12.2 metres (40 feet)	A maximum building height of 10.70 metres (35.10 feet) and 2 storeys is permitted	A maximum height of 12.2 metres (40 feet) and 3 storeys is permitted which is the existing height of the heritage building
Section 4.4.1 - Front Yard		A front yard with a minimum depth equal to the average of the minimum front yard depths on the two adjacent sites shall be provided, which is 7.28 metres (23.89 feet) in this case.	A minimum front yard of 7.00 metres (22.97) feet is permitted, which is the existing.
Section 4.5.1 - Side Yard		A minimum width of 1.5 metres (4.94 feet) is permitted	A minimum width of 1.2 metres (4.00 feet) is permitted for the West Side Yard which is the existing
Section 4.16.1 - Building Depth		35% maximum which is 43.7 feet	47.8 feet is permitted maximum
Section 4.7.1 - Overall FSR	0.65 FSR 377 m ² (4,059 sq. ft.)	0.75 FSR 435 m ² (4,685 sq. ft.) maximum	0.83 FSR 486 m ² (5,224 sq. ft.) maximum
Number of Dwelling Units	1	4 maximum (74 units per hectare)	2
Off-Street Parking	2	2 minimum	4

Table b: Bed and Breakfast Summary

Regulation	Permitted For the site	Proposed
Dwelling Units	4 maximum (74 units per hectare)	2
Bedrooms for Bed and Breakfast Guests	Up to 8 possible (2 per Dwelling Unit) maximum	Up to 10 maximum
Bed and Breakfast Guests	Up to 16 possible maximum (2 per room)	Up to 20 maximum

325 West 11th Avenue
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION

On December 8, 2014 the Vancouver Heritage Commission reviewed the application for 325 West 11th Avenue and resolved the following:

THAT the Vancouver Heritage Commission enthusiastically supports the Development Permit and infill application and rehabilitation proposal for 325 West 11th Avenue, the Wakefield Residence, as presented at its meeting on December 8, 2014, including the request to accommodate ten bed and breakfast rooms in the heritage building.

CARRIED UNANIMOUSLY

325 West 11th 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-6	HRA
FSR (site area = 585 m ² (6,294 sq. ft.))	0.75	0.83
Buildable Floor Area	435 m ² (4,685 sq. ft.)	486 m ² (5,224 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)	1,900	3,500
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		30,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$1,900	\$33,500

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 435 m² (4,059 sq. ft.). Since retention is generally required in the RT-6 zoning to achieve the full 0.75 FSR density provision, the DCL value in the first column assumed the existing building is retained.