



ADMINISTRATIVE REPORT

Report Date: June 14, 2016
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Meeting Date: July 26, 2016

TO: Vancouver City Council
FROM: Acting General Manager of Planning and Development Services
SUBJECT: 525 Carrall Street - Heritage Façade Grant - DE420155

RECOMMENDATION

- A. THAT Council approve a façade grant of up to \$100,000 to the Lim Sai Hor Kow Mock Benevolent Association (the "Applicant") for the rehabilitation of the principal facades of a building (the "Building") on lands having a civic address of 525 Carrall Street (PID: 015-092-542; Amended Lot 3 (Explanatory Plan 4617) Block 17, District Lot 541, Plan 854)(the "Property") as contemplated by Development Application Number DE420155 (the "Application"); source of funds is the 2016 Capital Budget for the Heritage Façade Rehabilitation Program.
- B. THAT as a condition of approval of the façade grant, the Applicant be required to enter into an agreement with the City, to be registered against title to the Property as a covenant under Section 219 of the Land Title Act, which agreement will require the rehabilitation to be overseen by a qualified Heritage Consultant and will require the owner of the Property to maintain the principal facades of the Building in good appearance and good repair for a minimum of fifteen years.
- C. THAT agreement described above shall be prepared, registered and given priority to the satisfaction of the Director of Legal Services in consultation with the General Manager of Planning and Development Services.

Approval of the grant in Recommendation A requires an affirmative vote of at least two thirds of the votes cast.

REPORT SUMMARY

The purpose of this report is to seek Council's approval for a façade grant for the Vancouver Heritage Register "C" listed and municipally designated Property at 525 Carrall Street (Lim Sai Hor Association Building) in Chinatown. The Application proposes to preserve, restore and rehabilitate the exterior of the building, including the two principal facades fronting onto Carrall Street and Shanghai Alley. Although Shanghai Alley has been transformed from a primary street to an alley in recent past, for the purpose of this heritage grant application, staff have considered the building's Shanghai Alley frontage as an eligible principal façade. In addition, it is evident that the Shanghai Alley façade possesses architectural definition and other physical attributes of a typical principal façade. The applicant has requested a façade grant of \$100,000 (\$50,000 per facade) through the Heritage Façade Rehabilitation Program. The proposal is consistent with applicable City policy, HA-1 Design Guidelines for Chinatown, Standards and Guidelines for the Conservation of Historic Places in Canada. The purpose of this report is to seek Council's approval for a facade grant.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council policies for this matter include:

- Heritage Façade Rehabilitation Program, Policies and Procedures for Gastown, Chinatown, Hastings Street Corridor and Victory Square (2003)
- The Heritage Action Plan approved by Council on December 4, 2013 included an extension of the existing heritage incentive programs in the DTES to the end of 2015. While the development of the new heritage incentive program is still in progress, Council approved the 2016 Capital Budget for the DTES with its funding for the Heritage Façade Rehabilitation Program
- The Downtown Eastside (DTES) Plan (2014)

Section 206(2) of the Vancouver Charter provides that Council may, by vote of at least two thirds of the votes cast, and subject to any terms and conditions it considers appropriate, provide financial assistance for the conservation of protected heritage property or property subject to a covenant under Section 219 of the Land Title Act that relates to the conservation of heritage property.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Planning and Development Services RECOMMENDS approval of the foregoing.

REPORT

Background

In July 2003, City Council approved both the Heritage Building Rehabilitation Program (HBRP) and the Heritage Façade Rehabilitation Program (HFRP) to facilitate

conservation and economic revitalization of heritage buildings in Gastown, Chinatown, Hastings Street corridor and Victory Square. The HFRP is available to assist owners and tenants with 50% of the cost to rehabilitate heritage building façades up to a maximum of \$50,000 per principal façade. In 2013, the Heritage Action Plan (HAP) included its extension to the end of 2015. The Downtown Eastside (DTES) Plan which was adopted in 2014 reconfirmed the program's importance for both, heritage conservation as well as economic revitalization of DTES. While the HAP is still being developed, including the new heritage incentive program, Council approved the 2016 Capital Budget for the DTES with its funding for heritage façade grants.

Strategic Analysis

Site and Context

The Lim Sai Hor Association Building is a three-storey (plus a mezzanine storey above the ground floor) brick and timber frame building located mid-block on Carrall Street, between Pender Street and Keefer Place in Chinatown (HA-1) (see Figure 1). Erected in 1903, it is the oldest of 12 Society owned heritage buildings in Vancouver Chinatown. The original building constructed by the Chinese Empire Reform Society of Canada, only fronted on Carrall Street. The rear, fronting on Shanghai Alley, was considered to be a separate building that was acquired sometime between 1908 and 1912. The Lim Sai Hor Kow Mock Benevolent Association purchased the consolidated building in 1944 and soon after, in 1945, pursued its renovation. The Building is one of the only original structures still remaining in Shanghai Alley and it is home to an ancestral altar, built in 1993 which is used for commemorative ceremonies by society members.

The Lim Sai Hor Association Building is located in the heart of Vancouver's Chinatown National Historic Site of Canada. It is listed in the Vancouver Heritage Register under category "C" and it is protected from demolition or unsympathetic alteration by the municipal heritage designation. The Building is characterized by a distinctive hybrid architectural style, also known as a "balcony" style that blends aspects of Chinese regional architecture with western styles and construction methods.

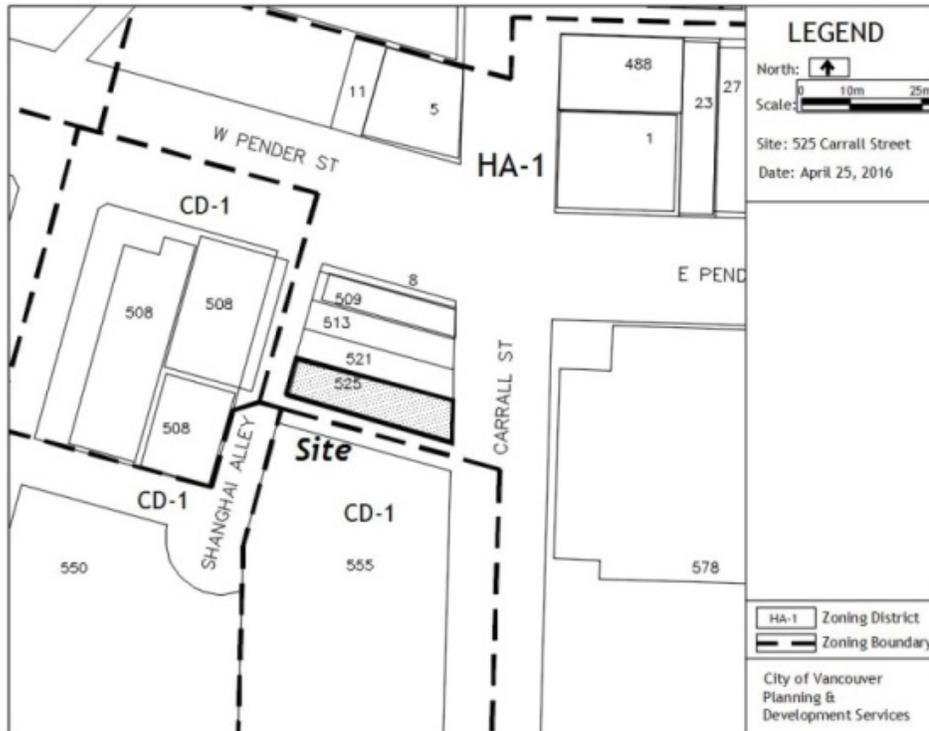


Figure 1. 525 Carrall Street - Lim Sai Hor Association Building Site Plan showing location and surrounding zoning

Heritage Value



Figure 2. Lim Sai Hor Association Building - Carrall Street and Shanghai Alley facades - current condition

The Heritage value of the Building lies in its association with an early Chinese Benevolent Association, the leading Chinese scholar Kang You-Wei and Chang Toy, the owner of the Sam Kee Company, who were instrumental in establishing the Vancouver branch of the Chinese Empire Reform Association. In 1923, the Lam Sai Hor Kow Mock Benevolent Association incorporated of Lim Sai Hor Tong and the Kow Mock Association. The Association provided practical services to the local community such as meeting place, a Chinese library and accommodation for single males (Appendix A).

Constructed in 1903, the Building is an excellent example of a common building type in Chinatown, the original storefront with transom windows, recessed balconies, the important remnant of the original three-storey building facing Shanghai Alley, are of value for reminding us that the alley was a primary thoroughfare and Carrall the back street in 1903. The bay windows on the third and the added fourth floors are of heritage value for reflecting the alterations made to the entire northern section of this block between 1903 and 1914, perhaps by the architect Samuel Buttery Birds. The alteration of the Carrall Street frontage in 1914 which reduced earlier grandiose colonial style edifice is representative of changes made to many Chinatown buildings at that time, reflecting the effects of the revolutionary changes in China on all aspects of daily life including architecture, here in Canada (see Figure 2).

Conservation Approach

The proposed conservation approach for the exterior of the Building includes aspects of preservation, restoration and rehabilitation, as defined by the Standards and Guidelines for the Conservation of the Historic Places in Canada. Although the scope of conservation work involves the whole exterior of the building, the majority of work is planned for the two principal facades (Appendix B). Major components of the proposed conservation work are:

1. Carrall Street Façade:
 - Rehabilitation of the storefront
 - Preservation of the intermediate cornice
 - Restoration of the balconies and windows on second and third floors
 - Restoration of the pediment, cornice, flagpole and signage
 - Masonry piers repaired and repointed
2. Shanghai Alley Façade:
 - Preservation of the storefront
 - Restoration of the intermediate cornice
 - Preservation of the sheet metal window bays
 - Masonry repaired and repainted
 - Preservation of the upper cornice
 - Rehabilitation of the fire escape
3. South Elevation:
 - Stucco repairs and wall flashing replacement
 - Repaint the sheet metal in the light well

4. North Elevation:
 - Remove biological growth and debris
 - Stucco repairs and wall flashing replacement
5. Roof
 - Recaulk the skylights
 - Replace the roofing, perimeter and cap flashings at parapet

Proposed conservation procedures are consistent with the Chinatown Design Guidelines and Standards and Guidelines for the Conservation of Historic Places in Canada (for more information on the conservation plan see Appendix B).

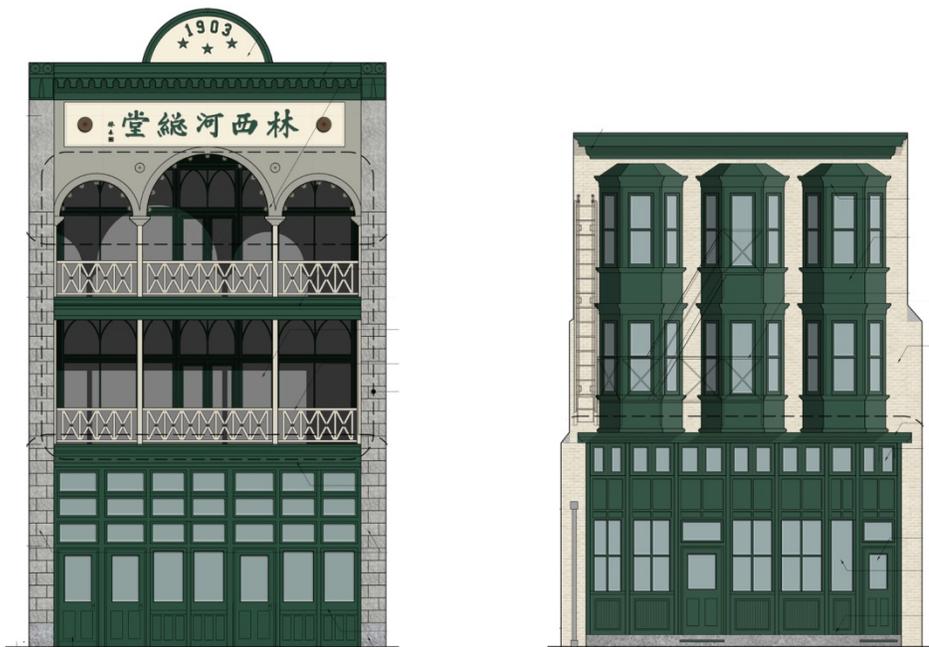


Figure 3. Lim Sai Hor Association Building - Carrall Street and Shanghai Alley facades after rehabilitation

Estimates for Proposed Conservation Work

The applicant has submitted three competitive cost estimates for the eligible conservation work ranging from \$388,800 to \$416,950 for both facades. Only the cost related to the heritage conservation of the two principal facades (Carrall Street and Shanghai Alley) is considered eligible for the façade grant.

Proposed Incentives

A heritage façade grant of up to \$50,000 per principal façade is proposed to financially assist the owner in conducting the conservation work. Since this building has two principal facades, two façade grants, totalling \$100,000 have been requested.

Comments of Advisory Bodies

The application was reviewed and supported by the Chinatown Historic Area Planning Committee (CHAPC) on April 14, 2016 (see Appendix C). The CHAPC has also recommended that bilingual (Chinese and English) identifying historic signs be reinstated on the Carrall Street façade and suggested minor adjustments to the glazing detailing of the Carrall Street storefront. The application has been updated to address recommendations.

Financial

Staff recommended an allocation of up to \$100,000 from 2016 Capital Budget for the Heritage Façade Rehabilitation Program for the rehabilitation of the principal façades at 525 Carrall Street. The grant funds will be available to the applicant in accordance with the HFRP Policies and Procedures.

Legal

Should Council approve Recommendation A, the Applicant will be required to enter into an agreement with the City to ensure the continued maintenance of the restored/rehabilitated façades. This agreement will be prepared by Legal Services and once finalized with the Applicant, will be registered against title to the Property as a covenant under Section 219 of the Land Title Act. The agreement will require that the rehabilitation work be supervised by a qualified Heritage Consultant, will contain the terms and conditions upon which the façade grant is to be paid to the Applicant once the rehabilitation work is complete and will require the owner of the Property to keep the heritage façades in good appearance and good repair for a minimum of fifteen years after completion of the rehabilitation.

The façade grant will be issued only after the agreement is registered on title to the Property, the rehabilitation of the façades has been satisfactorily completed and the conservation plan satisfactorily implemented and the owner has delivered to the City satisfactory proof of payment of the costs incurred in carrying out the façade rehabilitation work.

CONCLUSION

The Building at 525 Carrall Street is listed in the "C" evaluation category on the Vancouver Heritage Register and has been designated as a protected heritage property. The proposed heritage façade rehabilitation will improve the overall condition of the Building, preserve its character-defining elements, contribute to the economic revitalization of Chinatown and support the continuing functioning of the Chinatown's benevolent association owned property. The General Manager of Planning and Development Services recommends approval of up to \$100,000 for the rehabilitation of the two principal façades at 525 Carrall Street.

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STATEMENT OF SIGNIFICANCE

Lim Sai Hor Association Building

525 Carrall Street, Vancouver, British Columbia, V6B, Canada

Formally Recognized: 2003/01/14



Rear facade and side

Front facade and side

LISTED ON THE CANADIAN REGISTER: 2005/04/04

STATEMENT OF SIGNIFICANCE

DESCRIPTION OF HISTORIC PLACE

This four-storey (including 'cheater' storey), brick and timber frame building, located at 525 Carrall Street at the southwestern edge of Vancouver's historic Chinatown district, consists of former mixed-use Chinese Association meeting rooms, retail stores and a rooming house.

HERITAGE VALUE

The value of the Lim Sai Hor Association Building lies in its association with an early Chinese association, and for the way that changes to the building reflect the evolution of Chinatown and the Chinese-Canadian community. The survival of parts of an early mixed-use Chinese-Canadian organization headquarters in the present structure add to its heritage value.

The building at 525 Carrall Street is of value for its association with leading Chinese scholar Kang You-wei. With the assistance of leading local merchants (including Chang Toy, owner of the Sam Kee Company, who probably donated the land) Kang You-wei set up the Vancouver branch (the other was in Victoria) of the Chinese Empire Reform Association here. The Association itself is important in Chinese-Canadian pre-Revolutionary history for strengthening the connection of Chinese immigrants with their homeland. By the time of its dissolution in the late 1910s, membership had grown to over six thousand in ten branches across Canada.

Constructed in 1903, the building is an excellent example of a once common building type in this part of Chinatown. The original storefront and 'cheater' storey, an important remnant of the original three-storey building facing Shanghai Alley, remind us that the alley was the principal thoroughfare and that Carrall Street was the back street in 1903.

Like many of its neighbours, a succession of Chinese businesses occupied the stores facing Shanghai Alley, including Quan Yee Gee Co. Tailors, Wing Lee, merchant, Joe Ning General Store, and the Yen Hong Low Restaurant.

The move in 1923 of the Lim Sai Hor Kow Mock Benevolent Association (an incorporation of the Lim Sai Hor Tong and the Kow Mock Association), to the upper floors reflects a common pattern of building usage by surname associations. It provided practical services to the local community, such as a meeting place, a Chinese library, rooms for single males, a bath house, and administrative services, such as sending money back to China.

The tall aperture in the north party wall of the building, which admits light to the central rooms on the upper storeys, is of value as a reminder that this part of the building once faced onto a narrow mid-lot alley, a characteristic of the ad-hoc development of early Chinatown, and of the intensity of land usage. The blocked doorway below is a former back entrance to the Association headquarters from the alley.

The bay windows on the third and the added fourth floors are of interest for reflecting alterations made to the entire northern section of this block between 1903 and 1914, perhaps by the architect Samuel Buttrey Birds. Almost identical alterations can be seen in the building at 509 Carrall Street, another formally recognized heritage building.

The alteration of the Carrall Street frontage in 1914 to the designs of prolific Chinese Canadian architect W. H. Chow, from a grandiose colonial style edifice to a stylistically ambiguous, unimposing facade, is representative of changes made to many Chinatown buildings at that time, reflecting the effects of the Revolution on all aspects of daily life, including architecture. The alterations are an important example of Chow's work, which remains largely undocumented and unrecognized.

Source: City of Vancouver Heritage Conservation Program

CHARACTER-DEFINING ELEMENTS

The character-defining elements of the Lim Sai Hor Association Building include:

- Location in the heart of Vancouver's historic Chinatown district

- Frontages to both Carrall Street and Shanghai Alley
- Use of architectural styles from two different eras on the front and rear elevations
- Storefront and 'cheater' storey surmounted by three double-height bay windows facing onto Shanghai Alley
- Plain stucco front elevation with recessed balconies to Carrall Street
- The materials of construction, including the brick party walls and the stuccoed brick elsewhere
- The layers of paint on the finished woodwork and the glass in the windows
- The finished woodwork including the shop front and cheater storey windows and cornice, and the bay windows and cornice above
- The articulation of the party walls, in particular that of the narrow slot on the north wall and the opening below
- The locations of chimney stacks and the roofscape of stepped party wall parapet and chimney stack terminations
- The iron external fire-escape stair

Excerpt from the Lim Sai Hor Association Building conservation plan prepared by McGinn Engineering & Preservation Ltd. dated March 2016

1.1 Proposed Conservation Strategies

The Parks Canada Standards & Guidelines for the Conservation of Historic Places in Canada (2010) has been adopted by the City of Vancouver, the Government of B.C. and most Federal agencies, for the assessment of the treatment of historic places. Under the Standards and Guidelines, the conservation strategies proposed for the proposed rehabilitation of The Lim Sai Hor Benevolent Association Building may include aspects of preservation, restoration and rehabilitation, as defined below:

Preservation

The action or process of protecting, maintaining and/or stabilizing the existing materials, form and integrity of an historic place or of an individual component, while protecting its heritage value.

Restoration

The action or process of accurately revealing, recovering, or representing the state of a historic place, or of an individual component, as it appeared in a particular period in its history, while protecting its heritage value.

Rehabilitation

The action or process of making possible a continuing or compatible contemporary use of an historic place or an individual component, through repair, alterations, and/or additions, while protecting its heritage value.

In reality, all three of these conservation approaches will come into play in the rehabilitation of The Lim Sai Hor Benevolent Association Building. While no change of use is being considered, façade restorations are proposed, to return the building and Chinatown district to its original heritage character.

1.1.1 Form, Scale & Massing There are no changes in use or occupancy contemplated and there are no additions being considered. Thus, the building's form, scale and massing will be preserved.

1.1.2 Carrall Street Storefront

The existing storefront is to be removed to the original rough opening, and a new heritage storefront in the original configuration will be constructed out of wood. The storefront will consist of three entrances (one for the upper floors, and two for the ground floor live/work units). Each bay will have a paneled lower portion, with storefront windows above, and then a set of three stacked clearstory windows above. The existing, original storefront cornice will be refurbished.

1.1.3 Carrall Street Balconies

The existing monolithic balcony guards are to be removed and the original second & third floor balcony railings and posts will be reinstated. The sheet metal ornamental bandcourse between the 2nd & 3rd floors, and the original tripartite grand arch with stud lights at the third floor will be reinstated. The original, existing glazed wall at the second floor balcony will be refurbished. The glazed wall at the third floor balcony will be reinstated to the original configuration, using the second floor as a template.

1.1.4 Carrall Street Upper Facade

The original bracketed sheet metal cornice with large ornamental end brackets will be reinstated based on historic photography. The upper sheet metal pediment with ornamental lettering will be reinstated with the same wording and design. The existing upper signage will be replaced with a sheet metal sign with reference to the current use (Lim Sai Hor Kow Mock Benevolent Association, same as existing signage), with original 'button' ornaments reinstated. The original wood flagpole will be reinstated.

1.1.5 Carrall Street Masonry Piers

The masonry piers will be paint stripped and repaired/repointed as required.

1.1.6 Shanghai Alley Storefront

The existing original storefront elements (posts, beams, sash & paneling) are to be refurbished and repainted. Select windows that have been clad over will be reinstated, while others will remain a solid panel and painted out in the storefront trim colour, to reflect the historic addition of the 'cheater' storey that meets the façade. New wood paneled doors with 1/2 lites will be installed in the existing door locations. The electrical conduit will be relocated to have less visual impact on the façade. The storefront sheet metal cornice will be reinstated.

1.1.7 Shanghai Alley Sheet Metal Window Bays

The sheet metal window bays are to be pop-rivet patch repaired in several locations (as indicated on drawings). All three bays, including window frames and sash, are to be scraped, primed and repainted in heritage colour selected by restoration architect.

1.1.8 Shanghai Alley Masonry

The brick masonry at the Shanghai Alley façade is to be repointed and repainted.

1.1.9 Shanghai Alley Upper Cornice

Sectionally replace the deteriorated North end of the cornice, install pop-rivet patch repairs in locations indicated in the drawings, in the exact profiles of the original cornice. Scrape, spot prime and repaint the entire cornice.

1.1.10 Shanghai Alley Fire Escape

The existing fire escape is to be scraped and repainted. The existing ladder is to be removed and replaced with a counter-weighted drop ladder for improved building security, the 2nd floor platform is to be amended to allow access to new ladder location, as indicated on the drawings.

1.1.11 South Elevation Masonry

Replace deteriorated regletted wall flashing at the West side of the façade. Minor patching and repair to stucco as required.

1.1.12 South Elevation Sheet Metal Lightcourt

Scrape, spot prime and repaint the sheet metal light court.

1.1.13 South Elevation Windows

No work required at the South Elevation Windows at this time.

1.1.14 North Elevation Masonry

Patch missing stucco at upper wall as required. Removed biological growth and debris from brick masonry ledges at West side, and install sloping sheet metal caps to shed water and prevent further growth. 100% repointing at exposed (unpainted) upper wall brick masonry.

Further investigation is required at the lower wall. It is recommended that the neighbouring property's unbraced 2-storey brick masonry wall be removed for safety reasons and to allow access to The Lim Sai Hor Association Building wall for inspection and maintenance.

1.1.15 North Elevation Windows

No work required at the North Elevation Windows at this time.

1.1.16 Roof Skylights

Rake out existing caulking and recaulk all joints at the skylights. Clean the glass for improved light transmission.

1.1.17 Roof Surface

Remove existing roofing to expose substrate, replace roof boards as required and install new rigid insulation, protection board and 2-ply SBS roofing to manufacturer's specification. Provide improved slope in the North-South direction to prevent future ponding of water around the scupper and drain. Replace all flashings at perimeter and penetrations, and replace cap flashings at parapet.

Chinatown Historic Area Planning Committee - Minutes Excerpt

At its meeting on April 14, 2016 the Chinatown Historic Area Planning Committee approved the following:

“THAT the Chinatown Historic Area Planning Committee (CHAPC) supports the proposal to conserve the exterior of the Lim Sai Hor Association Building located at 525 Carrall Street, with consideration to the following:

- Support for the grant applications to conserve the two principal facades
- Further design detailing of the glazing on the Carrall Street façade to be more consistent with the historic conditions
- Recommendation to incorporate identifying signage on the Carrall Street façade in both Chinese and English
- Restoration of the historical signage identifying the Society entrance.”