



**POLICY REPORT
DEVELOPMENT AND BUILDING**

Report Date: November 23, 2016
Contact: Anita Molaro
Contact No.: 604.871.6479
RTS No.: 011692
VanRIMS No.: 08-2000-20
Meeting Date: December 13, 2016

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability in
consultation with the Director of Legal Services

SUBJECT: Heritage Designation - 315 West 11th Avenue (Doerffler House)

RECOMMENDATION

- A. THAT Council add the Doerffler House (the “heritage building”) at 315 West 11th Avenue (PID: 005-615-852; Lot 10, Block K, District Lot 526, Plan 1530 (the “site”)) to the Vancouver Heritage Register in the ‘B’ evaluation category.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Sections 593 and 594 of the *Vancouver Charter*, a by-law to designate as protected heritage property 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 Doerffler House at 315 West 11th Avenue to the Vancouver Heritage Register in the ‘B’ evaluation category and to designate the exterior of the heritage building as protected heritage property. Under the current RT-6 zoning applicable to the subject site, the existing building could be demolished or significantly altered and the site developed with a density of up to 0.75 floor space ratio (FSR) without Council approval. As incentive and compensation to the owner for the heritage designation, rehabilitation, and conservation of the heritage building, a discretionary

relaxation of the *Zoning and Development By-law* to increase in floor area to 0.79 FSR, as set forth in Development Permit Application Number DE419411 (the “DP Application”), and as described in this report, is proposed. The General Manager of Planning, Urban Design, and Sustainability 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 and 594 of the *Vancouver Charter*, Council may, by by-law, designate real property, in whole or in part, within the City of Vancouver as protected heritage property.

Pursuant to section 595 of the *Vancouver Charter*, if sought, Council must compensate an owner of real property being designated as protected heritage property for any reduction in market value caused by the designation. Often this is achieved by way of discretionary relaxations of by-law requirements so as to permit an otherwise impermissible development.

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

The following Council policies are relevant for this application:

- *Heritage Policies and Guidelines (April, 1991)*
- *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

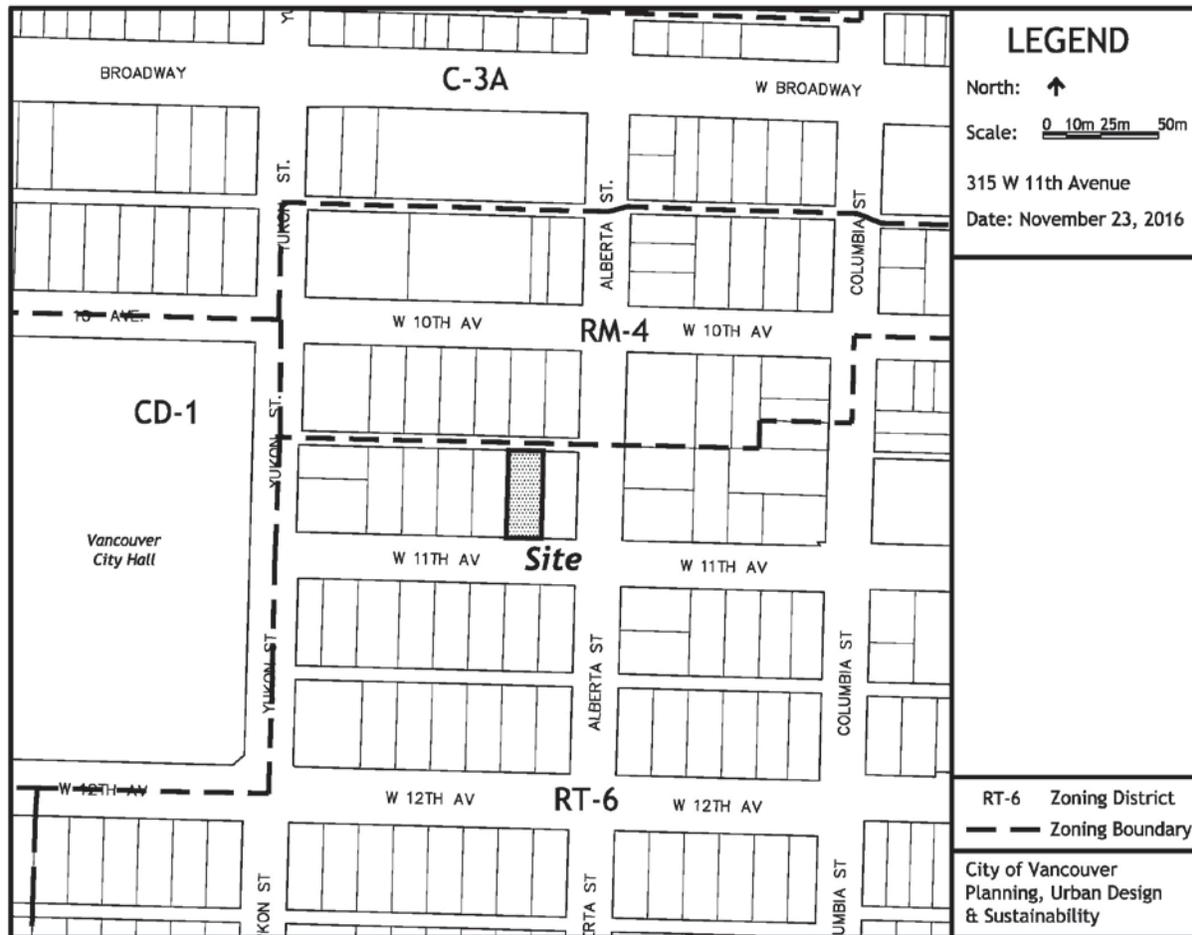
The General Manager of Planning, Urban Design and Sustainability RECOMMENDS approval of A, B, and C.

STRATEGIC ANALYSIS

Site and Context

The site is located in the Mount Pleasant neighbourhood in an area zoned RT-6 (see Figure 1). The *RT-6 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 construction of new apartment buildings, townhouses, and infill development. The total area of the site is 581 square metres (6,247 square feet). A three metre (ten-foot) wide paved lane exists at the rear of the site.

Figure 1: The site and the surrounding zoning



Heritage Value

Constructed in 1921 by Carl Doerffler of the Pacific Coast Pipe Company, the Doerffler House at 315 West 11th Avenue illustrates the later development of Mount Pleasant after the Edwardian building boom which lasted from 1910 to 1913. The Doerffler House, while maintaining many craftsman details, is more modest in scale compared to the surrounding Edwardian houses, which is a reflection of the economically lean years right after the First World War (see Appendix A and B).

The heritage house retains a significant amount of craftsman details and elements including a large, wrapped verandah, ornamental eave brackets and scroll cut rafter tails, an original wood front door with period hardware, as well as an assortment of single and multi-paned wood sash windows, some with leaded glass. The building also features details such as shingle cladding, trim boards, and stucco with half-timbering in the gable ends. The shed dormer at the front of the building was originally thought to be an addition but photographs confirm that the dormer is likely original, as shown in Appendix A.

It is proposed to add the heritage building to the Vancouver Heritage Register in the 'B' evaluation category.

Development Application and Proposed Incentives

If approved, the incentives and compensation to be provided to the owner for the heritage designation, rehabilitation, and conservation of the heritage building will be in the form of relaxations of the requirements of the the *Zoning and Development By-law*, including a relaxation of the FSR for the site, as set forth in the DP Application and as described below. The application proposes to restore the heritage building, convert it to contain three Dwelling Units, and to construct a new Infill One-Family Dwelling building at the rear of the site (see Appendix C). Infill use is permitted in the zoning, and the maximum permitted density which may be granted without Council approval is 0.75 FSR (see Table 1). The proposed density is 0.79 FSR which exceeds the permitted density by 5%. In accordance with heritage policies and guidelines adopted by Council, the Director of Planning may approve an increase in density up to 10% beyond that which is permitted in the zoning without Council approval. A Heritage Revitalization Agreement is not required (see Appendix D for a more detailed technical summary).

Table 1: Density Summary

Item	Existing	Permitted or Required	Proposed
FSR	317 m ² (3,410 sq. ft.) 0.54 FSR	435 m ² (4,685 sq. ft.) 0.75 FSR Max.	456 m ² (4,910 sq. ft.) 0.79 FSR 5% over permitted
Number of Dwelling Units	2	4 maximum	4

The application as originally submitted was revised to address comments from the Vancouver Heritage Commission (see Appendix E). The drawings in Appendix C reflect these revisions.

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 Compatibility with Existing Zoning and Land Use Regulations section), and conclude that the development proposed in the DP Application is supportable. The General Manager of Planning, Urban Design, and Sustainability 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-6 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 proposed rehabilitation of the heritage building is consistent with the zoning. The proposed new infill building responds well to neighboring properties in terms of scale, design and character.

Condition of the Heritage Building and Conservation Approach

The heritage building is in good condition. The front of the house will remain unaltered to a large degree. Additions at the rear and east side will allow for the conversion of the building into the proposed Dwelling Units. The rehabilitation approach is consistent with best practices in conservation methods.

Results of Neighbourhood Notification

A total of 170 surrounding properties were notified of the DP Application. No responses were received.

Comments from the Vancouver Heritage Commission

On November 16, 2015, the Vancouver Heritage Commission reviewed the DP Application and did not support it due to concerns over details and materials proposed in the project (see Appendix E). These items have been addressed in the revised application (see Development Application and Proposed Incentives).

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 City-wide DCL rate of 34.77/m² (\$3.23/square foot) is applicable to the project. On this basis, a DCL of approximately \$4,900 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.

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. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$100,000.

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

Proforma Evaluation

The *Heritage Proforma Review - Interim Policy* approved in June, 2014, allows an application to be exempt from a proforma review subject to certain conditions, including that any bonus density granted to the site for heritage conservation does not exceed 10% beyond the

maximum permitted density in the zoning. The DP Application complies with the policy and therefore a proforma analysis of the project is not required.

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation and rehabilitation of the Doerffler House valued at \$100,000.

The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$4,900 in DCLs should the DP Application be approved and the project proceed.

Environmental

The City's *Green Buildings Policy for Rezonings* does not apply to the project as an HRA is not proposed. However, the application will comply with all the environmental provisions embodied in the current Vancouver Building By-law.

Legal

The discretionary relaxations of the *Zoning and Development By-law* proposed will provide an improved development potential on the site. The owner's proposal to rehabilitate and conserve the heritage building's exterior in exchange for obtaining the relaxations needed to get that improved development potential will be appropriately secured as legal obligations in an agreement to be registered on title to the site 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 an 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, if sought, Council must compensate an owner for any reduction in the market value of property caused by a heritage designation. The owner has signed the agreement noted above and in doing so has explicitly accepted the discretionary zoning relaxations 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 to the site before a development permit for the project may be issued.

CONCLUSION

Approval of the recommendations of this report will ensure that the Doerffler House at 315 West 11th Avenue 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 discretionary zoning relaxations as compensation for the designation of the heritage building's exterior as protected heritage property and for its rehabilitation and conservation. The General Manager of Planning, Urban Design, and Sustainability 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 Doerffler House at 315 West 15th Avenue to the Vancouver Heritage Register and the proposed heritage designation.

315 West 11th
PHOTOGRAPHS



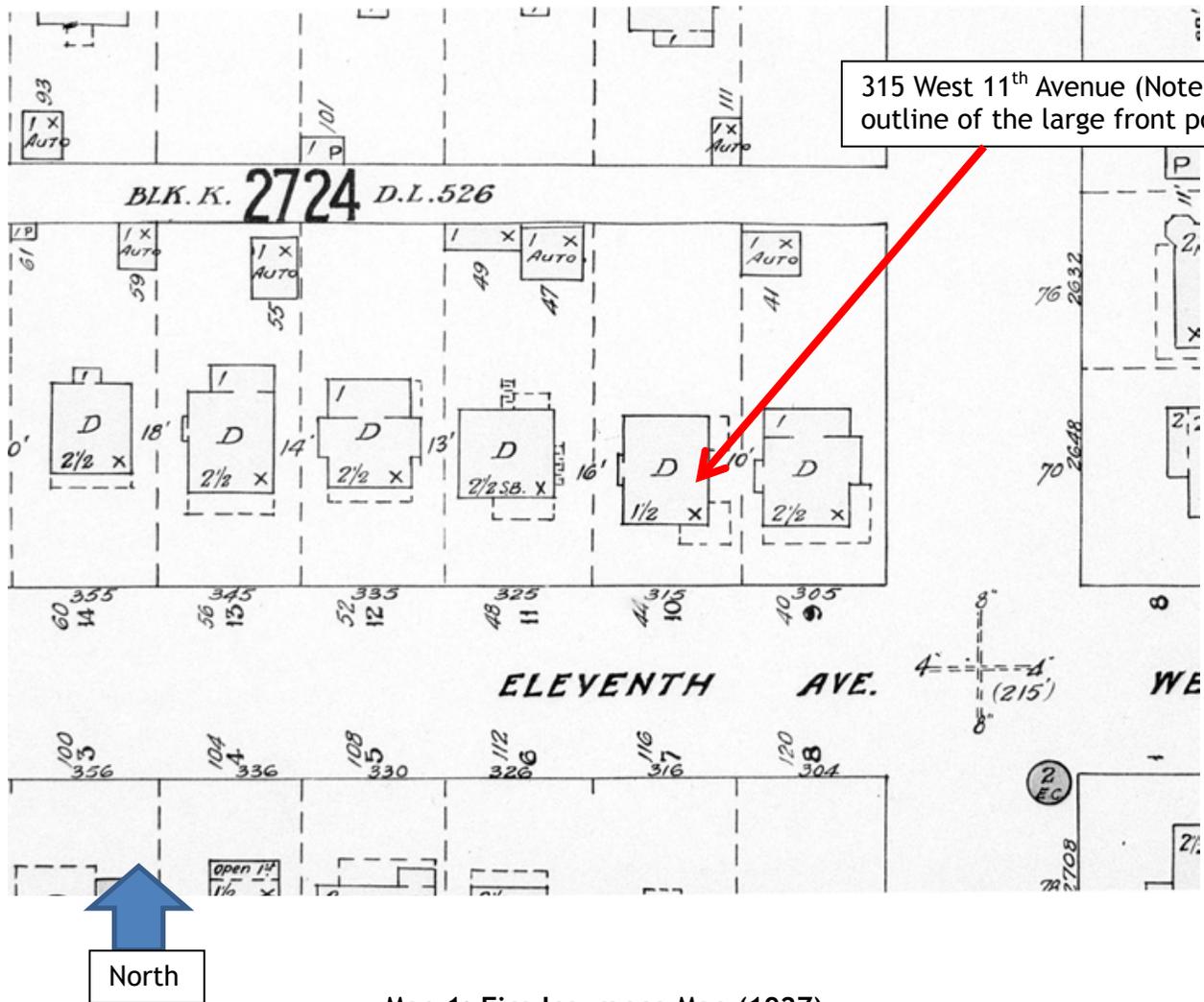
Photos 1 and 2: The Doerffler House circa 2015, Looking North



Photo 3: The Mount Pleasant Neighbourhood circa 1939, Looking North-East

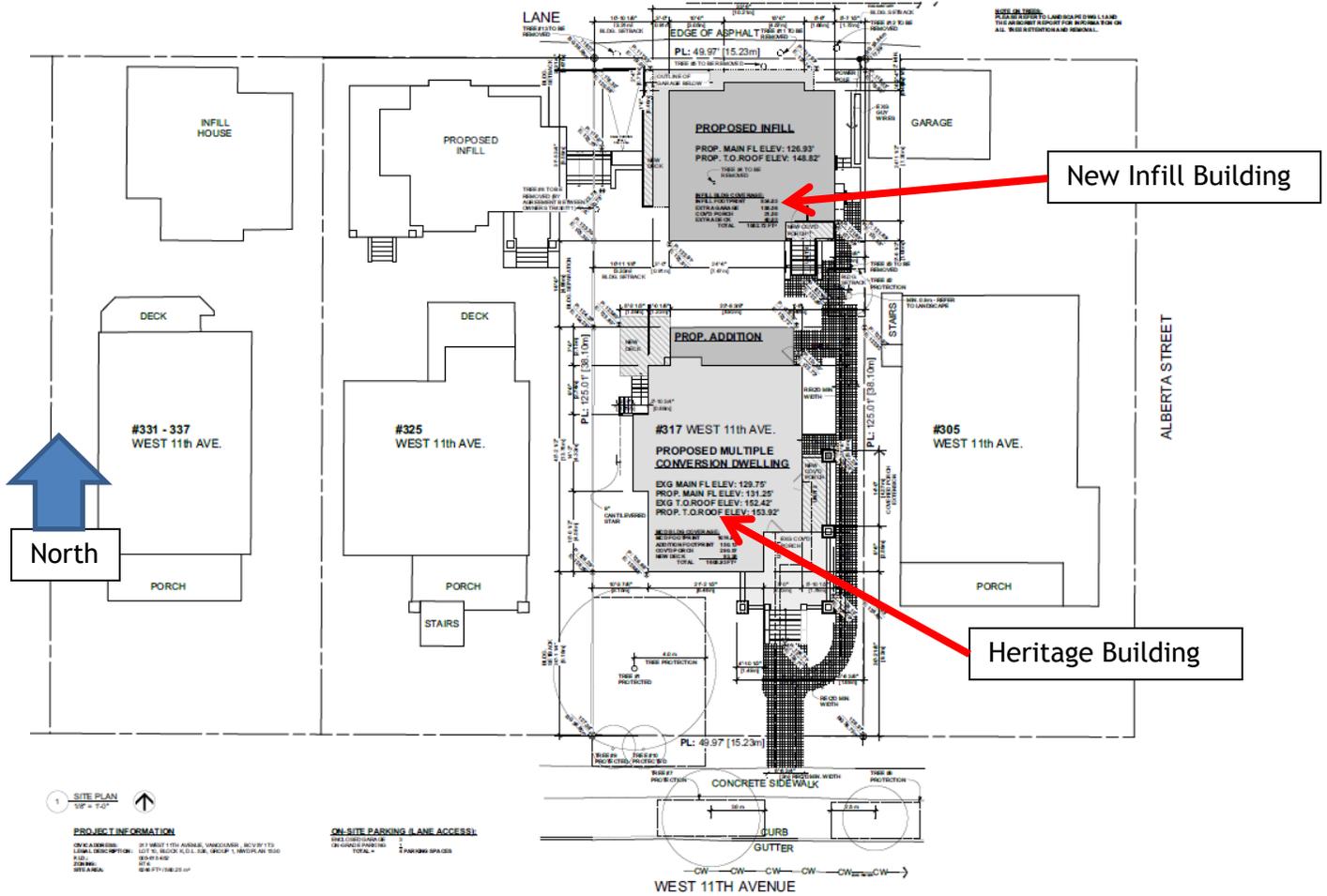
The photograph was taken from the roof of City Hall, which had recently been constructed. The Doerffler House is shown with the arrow. Although most of the house is hidden, the roof is visible and shows the distinctive large shed dormer which was once thought to have been an addition. Many of the houses visible in this photograph still exist and several are protected heritage buildings, including the two directly to the left (west) of the Doerffler House.

315 West 11th Avenue
MAPS

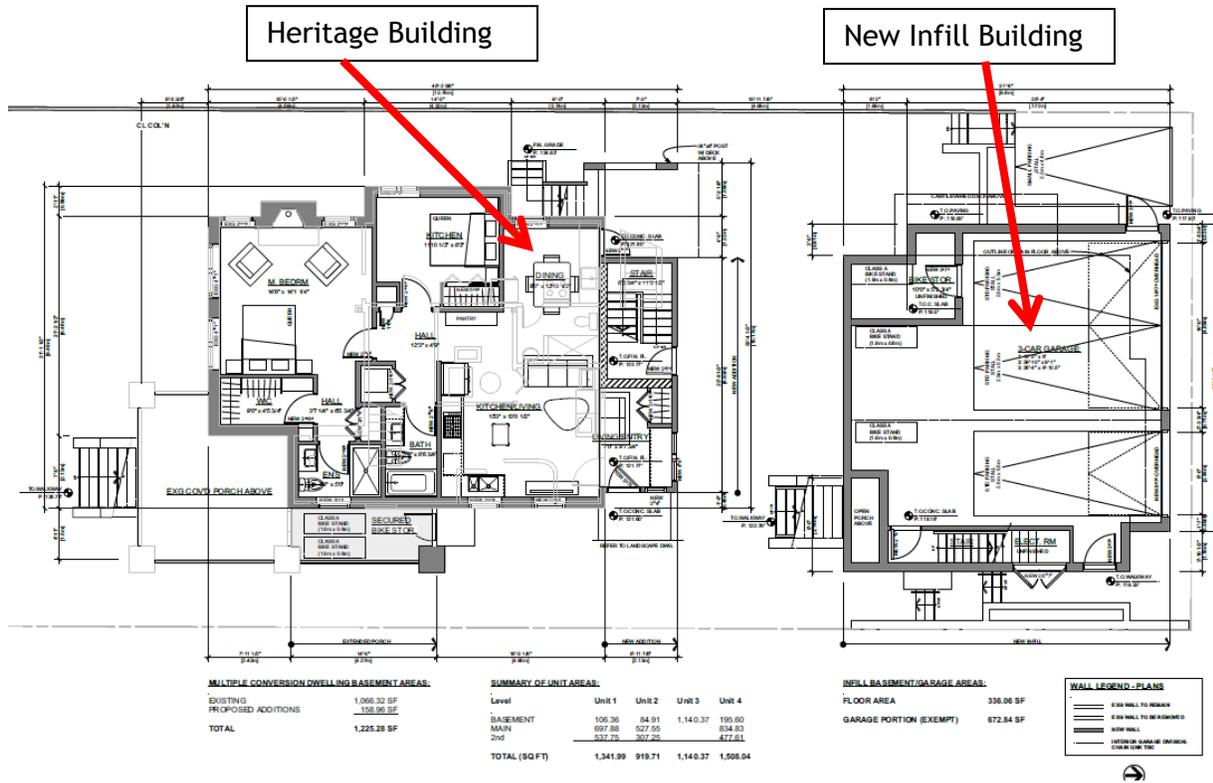


Map 1: Fire Insurance Map (1927)

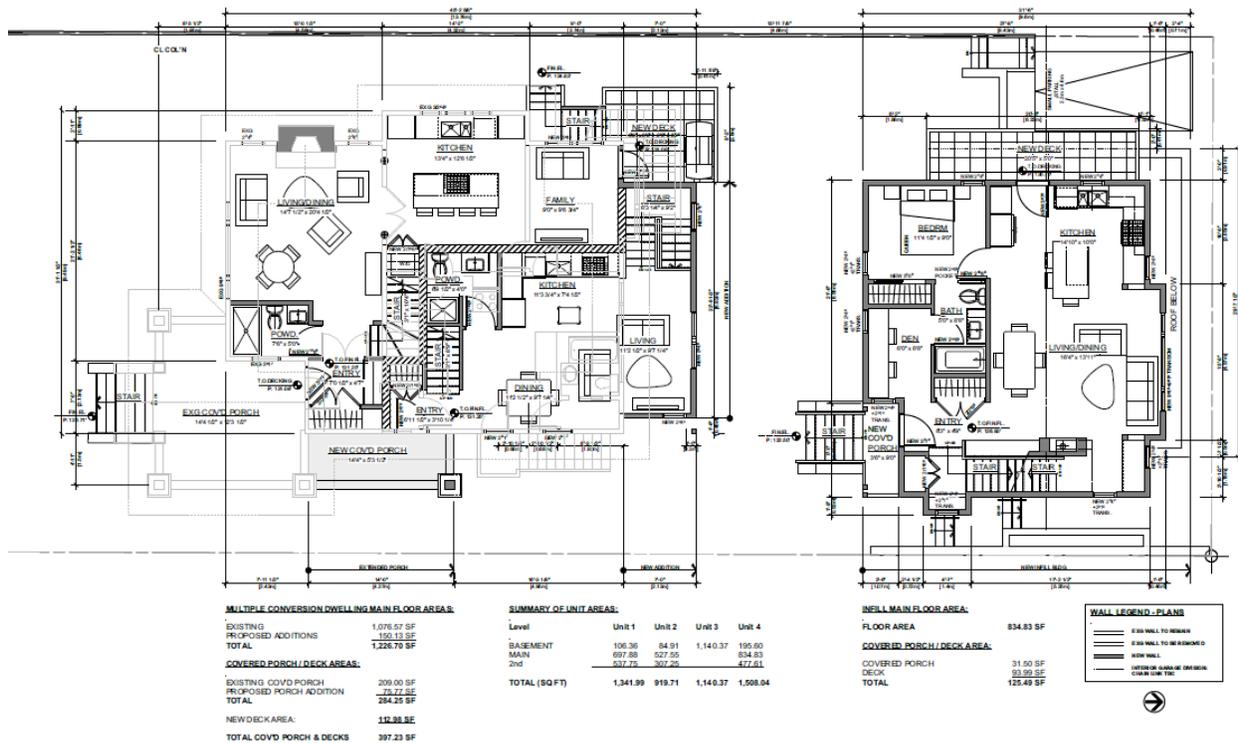
315 West 11th Avenue
DRAWINGS



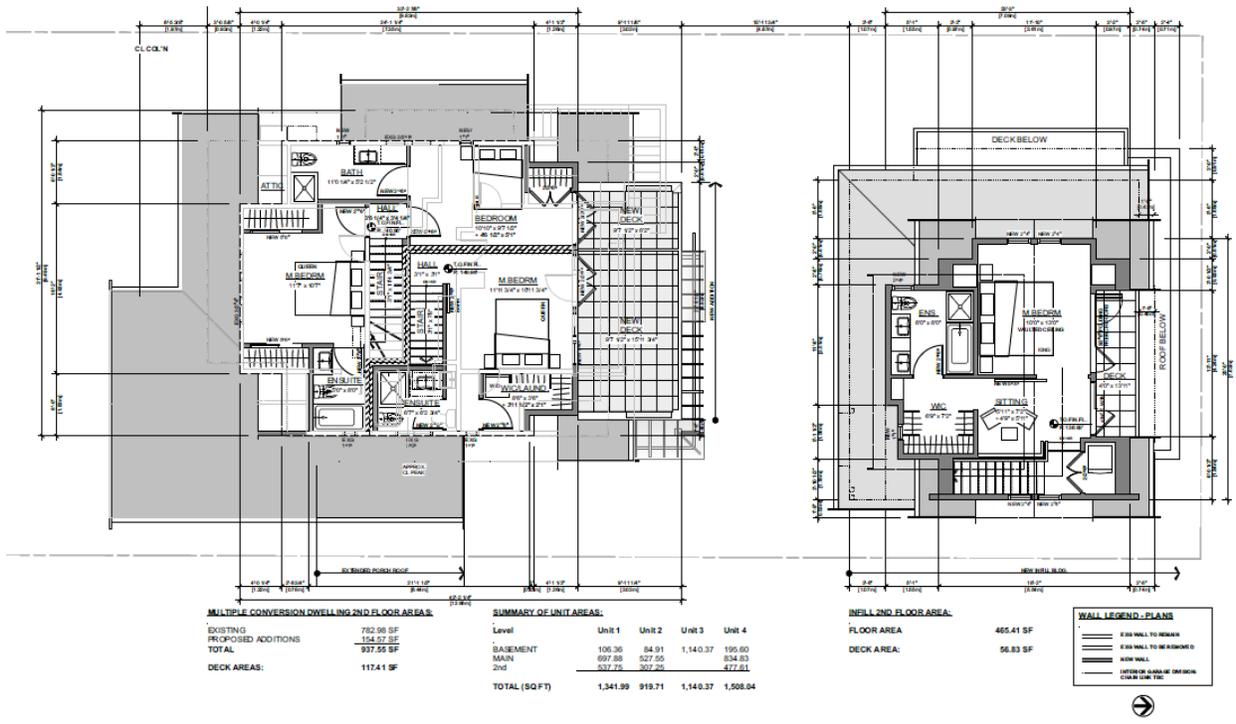
Site Plan



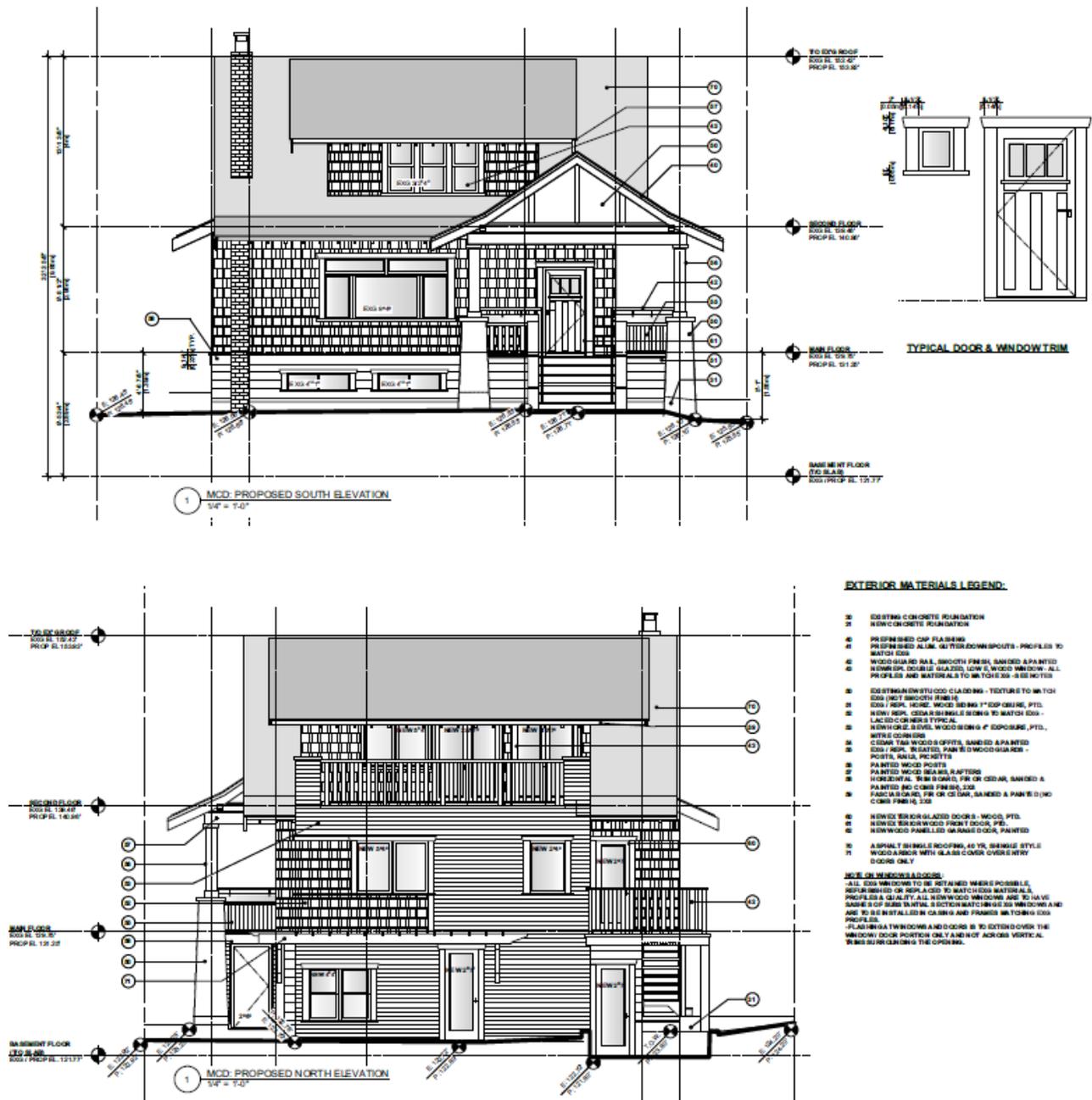
Basement Floor Plans



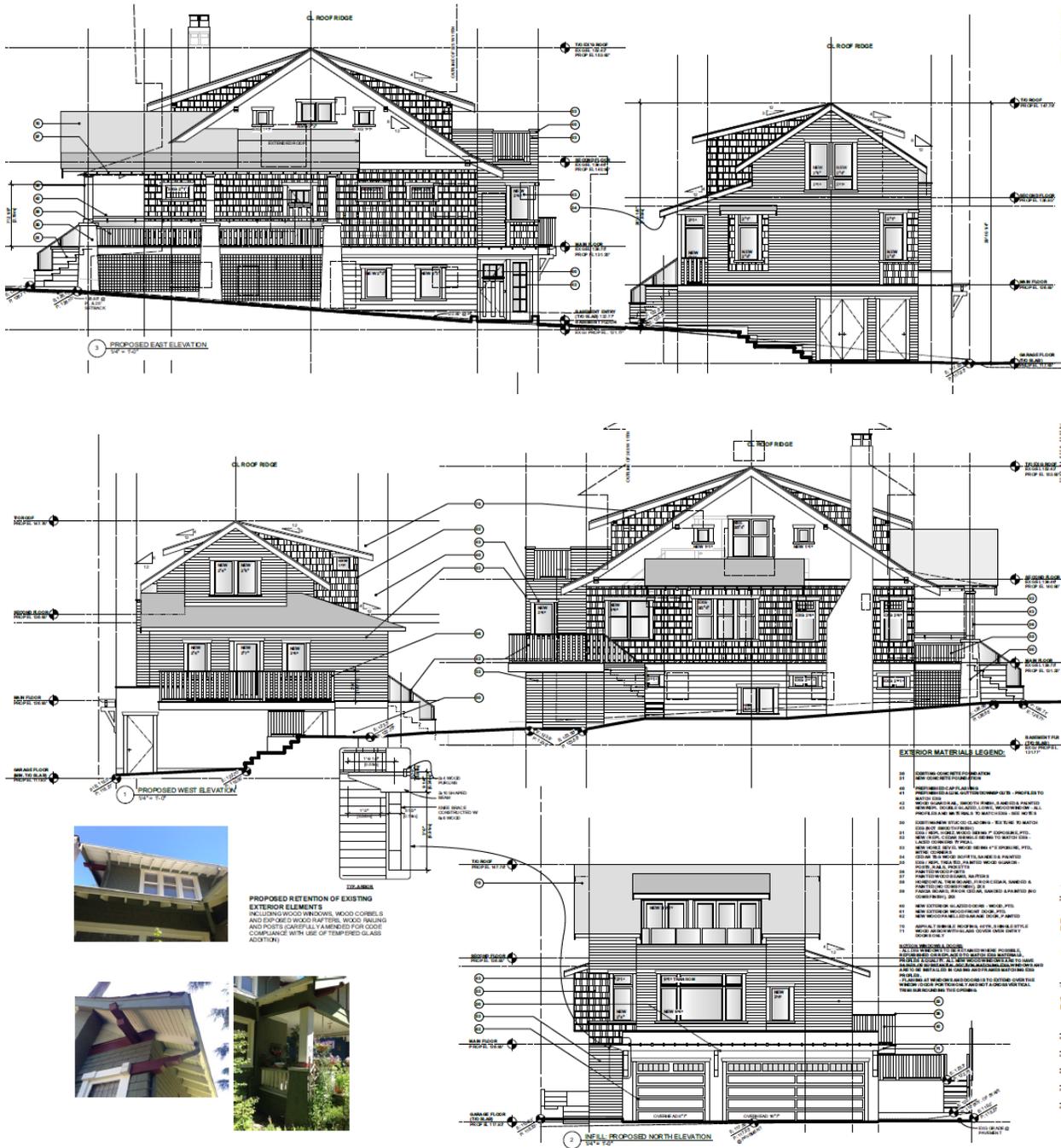
Main Floor Plans



Upper Floor Plans



South Elevation (Top) and North Elevation (Bottom) of the Heritage Building



East Elevation (Top), West Elevation (Middle) and Rear Elevation of Infill Building (Bottom)

315 West 11th Avenue
TECHNICAL ZONING AND PARKING SUMMARY

Item	Existing	Permitted or Required	Proposed
Side Yard for Infill Development	1.67 metres (5.5 feet) To existing porch and 3.2 metres (10.5 feet) to the house	5.5 metres (16.0 feet) minimum	1.67 metres (5.5 feet) To existing porch and 3.2 metres (10.5 feet) to the house
Height Heritage Building	8.4 metres (27.5 feet) Heritage Building	10.7 metres (35.17 feet) maximum	8.8 metres (28.9 feet) Heritage Building; and 10.6 metres (35.0 feet) New Infill Building
Height New Infill Building	Not Applicable	7.7 metres (25.26 feet) and 1.5 storeys (RT-6 Guidelines)	8.8 metres (28.9 feet) and 2.5 storeys
FSR	317 m ² (3,410 sq. ft.) 0.54 FSR	435 m ² (4,685 sq. ft.) 0.75 FSR Max.	456 m ² (4,910 sq. ft.) 0.79 FSR* 5% over permitted
Number of Dwelling Units	2	4 maximum	4
Off-Street Parking	2	4 minimum	4

* 3,410 sq. ft. for the Heritage Building and 1,500 sq. ft. for the New Infill Building

**315 West 16th Avenue
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION**

On November 16, 2015, the Vancouver Heritage Commission reviewed the DP Application and resolved the following:

THAT the Vancouver Heritage Commission does not support the application to rehabilitate 315 West 11th Avenue, "The Doerffler House" as presented at its meeting on November 16, 2015, noting the number of reconfigured windows, the extensive use of HardiePanel and that the proposed addition is designed to use material not in keeping with the original building.

CARRIED UNANIMOUSLY.

Staff Comments:

The application was revised to address the comments of the Commission. Staff conclude that the revised proposal, which is reflected in the drawings in Appendix C, is supportable in this respect. The comments are of a detailed nature and staff concluded that the application does not need to be re-reviewed by the Commission.

1610 Stephens Street
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	RT-6
FSR (581 m ² (6,247 sq. ft.)).	0.75	0.79
Buildable Floor Area	435 m ² (4,685 sq. ft.)	456 m ² (4,910 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)	4,100	4,900
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		100,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
Other			
TOTAL VALUE OF PUBLIC BENEFITS		\$4,100	\$104,900

Other Benefits: None

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.