



POLICY REPORT

Report Date: June 22, 2018
Contact: Anita Molaro
Contact No.: 604.871.6479
RTS No.: 12298
VanRIMS No.: 08-2000-20
Meeting Date: July 10, 2018

TO: Vancouver City Council

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

SUBJECT: 3655 West 3rd Avenue (Fraser-Strauss House) - Heritage Designation

RECOMMENDATION

- A. 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 the exterior of the existing building at 3655 West 3rd Avenue (PID: 015-433-579; Lot21, Block 15, District Lot 540, Plan 229 (the "site")), known as the Fraser-Strauss House (the "heritage building"), which is listed on the Vancouver Heritage Register in the 'C' evaluation category, as protected heritage property.
- B. THAT Recommendation A be adopted on the following conditions:
 - i. THAT the passage of the above resolution 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 heritage building at 3655 West 3rd Avenue as protected heritage property. As incentive and compensation to the owner for the heritage designation, rehabilitation, and conservation of the heritage building, a 10% increase in permitted density and other relaxations are proposed

to permit the development as set forth in Development Permit Application Number DP-2016-00663 (the “DP Application”) and as described in this report. 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 Sections 593 and 594 of the *Vancouver Charter*, Council, by by-law, may 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 is required to compensate an owner of property being designated as a protected heritage property for any reduction in the market value of the property caused by the designation. Often this, along with additional compensation to offset rehabilitation costs incurred, is achieved by way of by-law variations or relaxations so as to permit an otherwise impermissible development.

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

The following Council policies are applicable to the project:

- *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 maximizing the use of available tools to conserve the city’s heritage resources.

GENERAL MANAGER'S COMMENTS

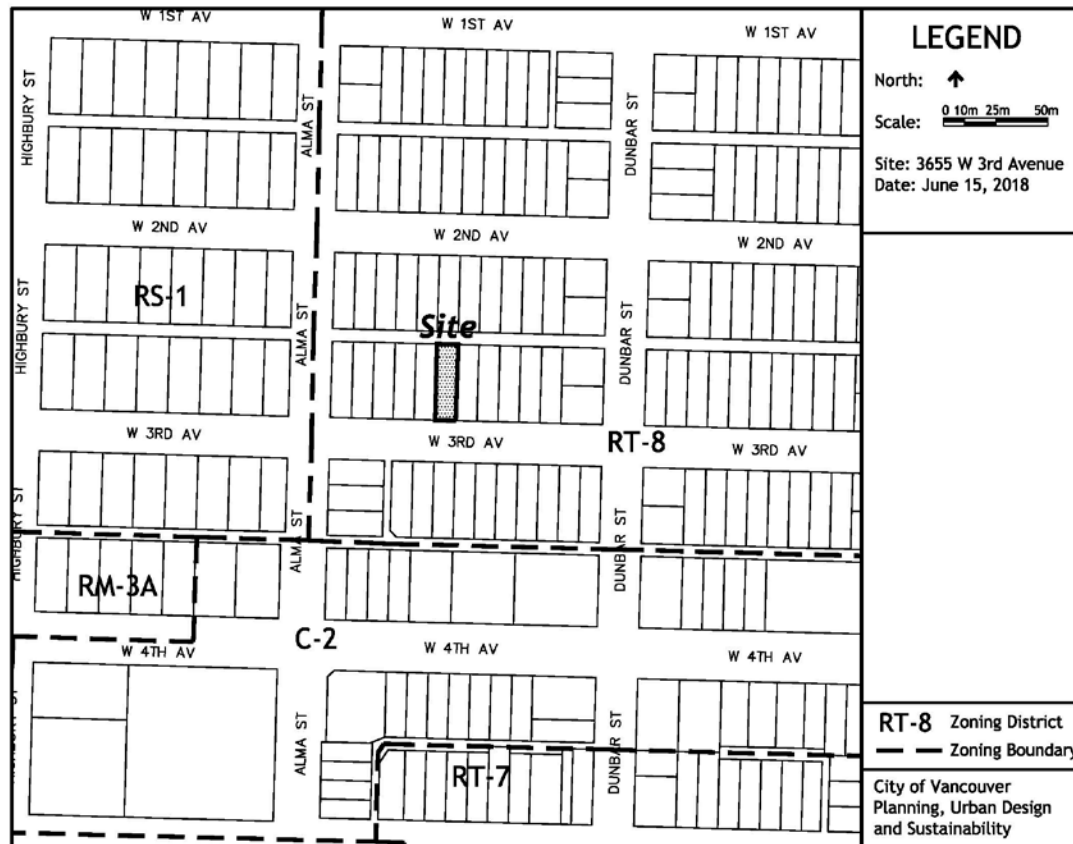
The General Manager of Planning, Urban Design, and Sustainability RECOMMENDS approval of A and B.

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, Secondary Suites, and infill development, as well as townhouses and row houses in some cases. The total area of the site is 374 square metres (4,026 square feet). A six metre (twenty-foot) wide paved lane exists at the rear of the site.

Figure 1: The site and the surrounding zoning



Heritage Value

The heritage building was constructed by Leon Fraser and Amber Strauss, who were siblings, in 1910. They appear to have built the heritage building as an investment while living elsewhere in the city. The Fraser-Strauss family also built two other residences in Kitsilano/Point Grey and at least six others east of Main Street.

The Fraser-Strauss House is a side-gabled Craftsman style residence with a full-width front floor porch, prominent front gable, and a smaller second story verandah. Variations of this style were popular throughout North America, including Vancouver. The Fraser-Strauss House serves as a good example of this style in Vancouver.

The heritage building is listed on the 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 and rehabilitation and conservation obligations will be in the form of discretionary relaxations of the requirements of the *Zoning and Development By-law*, including an increase in the permitted density, as set forth in the DP Application and as

described below. The application proposes to rehabilitate the heritage and to construct an addition at the rear of the building.

The heritage building is to be maintained as a single family dwelling. The proposed density is 0.825 FSR (see Table 1), which exceeds the maximum permitted density by 10%. The DP Application is consistent with the *Heritage Proforma Review – Interim Policy Planning By-law Administration Bulletin* and therefore a proforma review and a Heritage Revitalization Agreement (HRA) are not required for the proposed increase in permitted density.

Table 1: Zoning Density Summary

Item	Existing	Permitted or Required	Proposed
Overall Floor Space Ratio (FSR)	0.73 FSR 274 m ² (2,948 sq. ft.)	0.75 FSR maximum 280 m ² (3,012 sq. ft.)	0.825 FSR 311 m ² (3,322 sq. ft.)
Number of Dwelling Units	1	3 maximum	2

Staff have considered the potential impact of the proposed development with the variances as proposed, 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 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-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 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 and the additions are compatible with the existing architectural character of the heritage building. 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 heritage building is in very good condition. The exterior will be retained and repaired as necessary. A small addition is proposed for the rear which will be integrated into the overall

structure. Staff support the rehabilitation scheme which was also supported by the Vancouver Heritage Commission (see Appendix E).

Results of Neighbourhood Notification

Sixty-six surrounding property owners were notified of the DP Application. A total of thirteen responses were received. Eleven responses expressed support for the project. Two responses were neutral but expressed concerns over lane traffic and parking impacts created by new laneway houses and infill development in the neighbourhood.

While the proposal will create some increased lane vehicular activity, this impact is commensurate with development which will likely occur over time in the area under the current zoning which allows for infill development. Staff considered the results of neighbourhood notification and concluded that the application is supportable.

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 \$39.07/m² (\$3.63 sq. ft.). On this basis, a DCL of approximately \$1,359 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 the *DCL By-law* 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 its designation as a 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 execute a Heritage Restoration Covenant to secure the conservation and rehabilitation of the property. The cost to the owner of the proposed on-site heritage rehabilitation and conservation work is estimated to be approximately \$80,000.

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

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation and rehabilitation of the heritage building is valued at \$80,000. The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$1,359 in DCLs should the applications be approved and the project proceed.

Proforma Evaluation

The *Heritage Proforma Review – Interim Policy Planning By-law Administration Bulletin* allows for an exemption of a financial proforma review for projects which propose no more than 10% bonus density beyond the maximum permitted density in the zoning applicable to a site. The proposal complies with the provisions of the bulletin and a proforma review is not required.

Environmental

The City's Green Buildings Policy for Rezoning does not apply to the application as an HRA is not required. However, the project will comply with the *Vancouver Building By-law* with respect to energy and environmental provisions contained therein.

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

The approval of heritage designation of the exterior of the Fraser-Strauss House at 3655 West 3rd Avenue, which is listed on the Vancouver Heritage Register in the 'C' evaluation category, 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 relaxations as compensation for the designation of the heritage building's exterior as protected heritage property and for the heritage building's rehabilitation and conservation. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application for the project. Therefore, it is recommended that Council approve the recommendations of this report.

* * * * *

3655 West 3rd Avenue
PHOTOGRAPHS



Photo 1: 3655 West 3rd Avenue (Looking North) circa 2016

3655 W 3rd Av

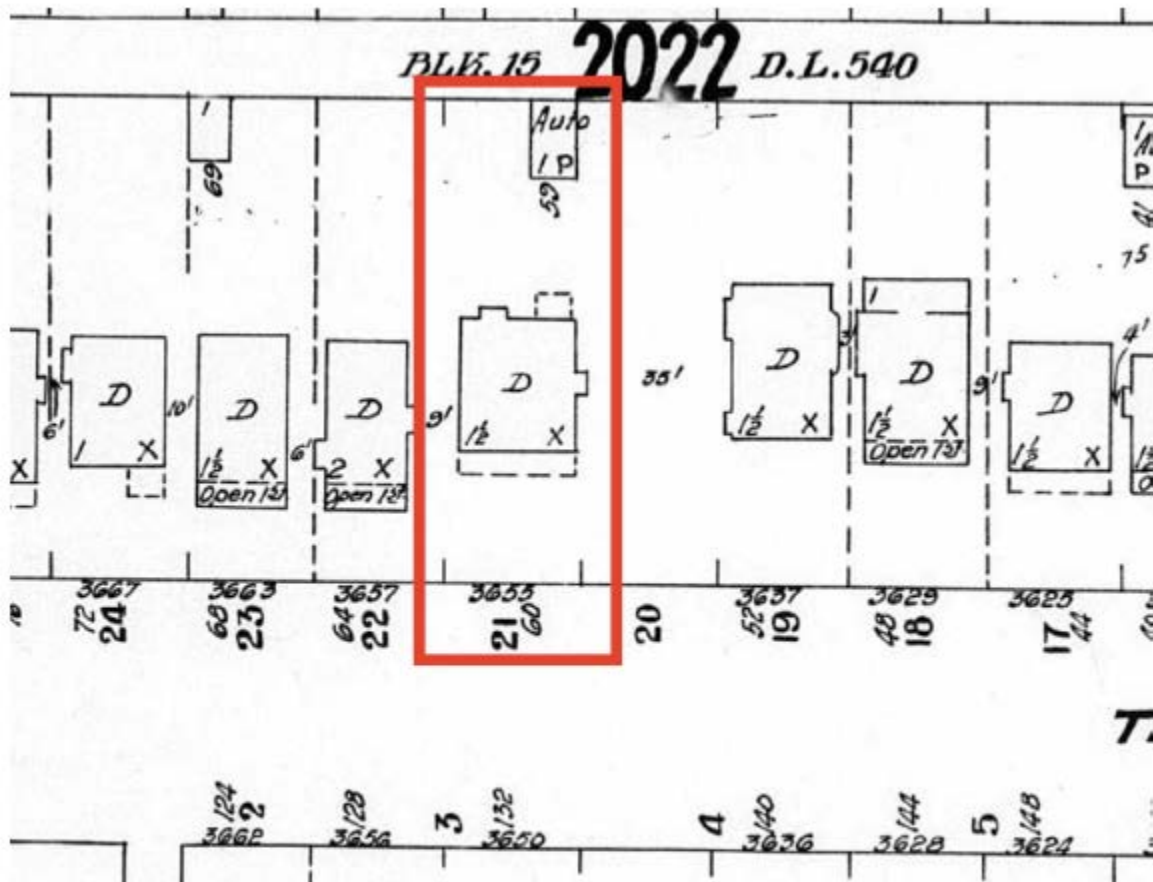


Photo 2: 3655 West 3rd Avenue (Looking North-West) circa 1927



Details of the Fraser-Strauss House

3655 West 3rd Avenue
MAPS AND ADDITIONAL INFORMATION



Blowup of Vancouver Fire Insurance Map, 1928
British Columbia Underwriters Association
Source: City of Vancouver Archives

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CHIMNEYS AND FLUES. REPAIRING BELTWAYS AND BRICKER PLANS.
LIVING OLD WORN-OUT GUTTERS. CALLING ROOF BOTTOMS.
JOINING BROKEN SLATS. SIDEWALK LIGHTS, ETC.

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**SOLE AGENTS
FOR BRITISH
COLUMBIA**

**RITCHIE CONTRACTING
& SUPPLY COMPANY
LIMITED**

Number	Description	Cost	Street Address	Lot and Block	Subdivision	Architect	Contractor	Address	Notes	Amount
7294	2-sty. frame residence	\$2000	3649 W. 3rd Ave.	21-15	540	None	LB Fraser	413 56th Ave. E.		

Building Material PHONE 2988

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BOARD OF PUBLIC WORKS
HOLD REGULAR MEETINGS

City Works, Vancouver—At a meeting of the Board of Public Works, held at the City Hall, on Wednesday, December 23, 1914, the following matters were considered:

1. To receive a report from the City Engineer on the work done during the month of December.

2. To receive a report from the City Engineer on the work done during the month of December.

3. To receive a report from the City Engineer on the work done during the month of December.

4. To receive a report from the City Engineer on the work done during the month of December.

5. To receive a report from the City Engineer on the work done during the month of December.

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7. To receive a report from the City Engineer on the work done during the month of December.

8. To receive a report from the City Engineer on the work done during the month of December.

9. To receive a report from the City Engineer on the work done during the month of December.

10. To receive a report from the City Engineer on the work done during the month of December.

**KEEP POSTED
Read the Record**

HARDWOOD FLOORS

Now is the Time to put in Hardwood Floors

BC Building Record, Wednesday, Dec. 23, 1914

Building permit # 7294

Description: 2 story frame residence

Cost: \$2000

Street Address: 3649 W. 3rd Ave

Lot and Block: 21 - 15

Subdivision: 540

Architect: Contractor

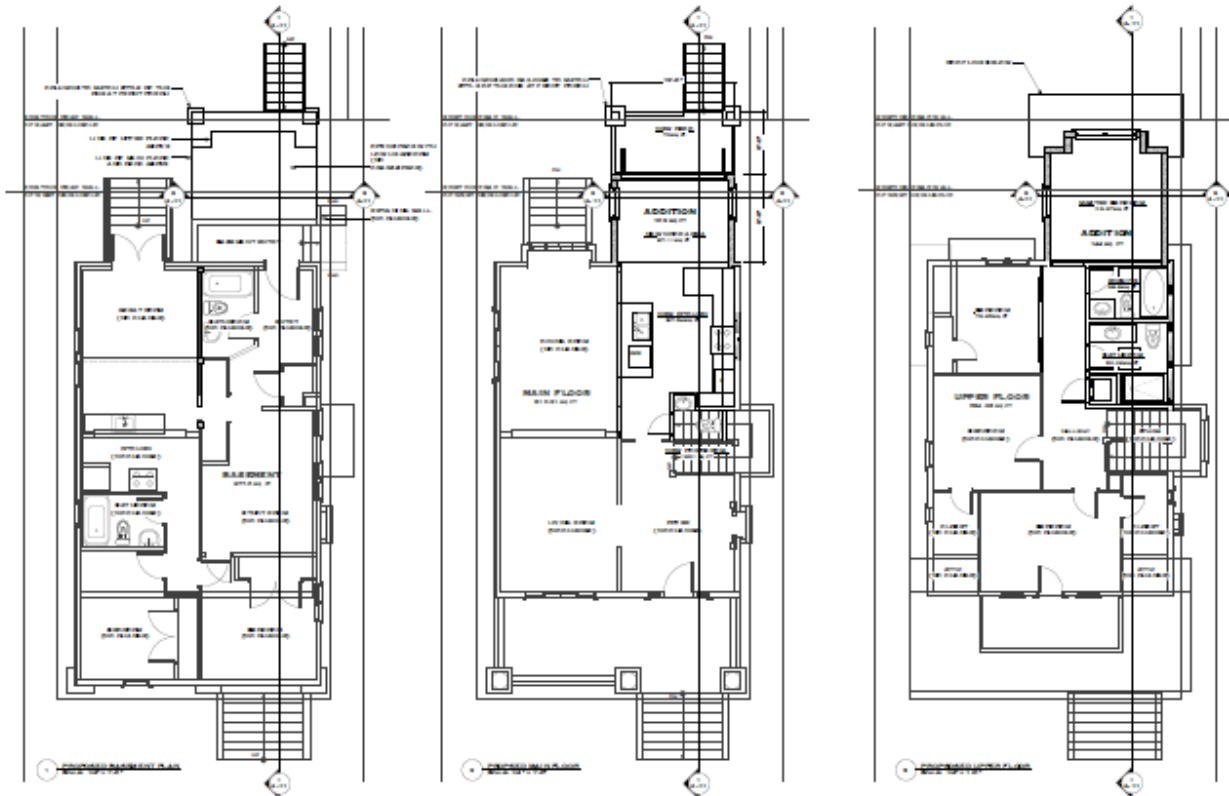
Contractor: LB Fraser, 413 56th Ave. East

Owner: Mrs. A Strauss, 431 56th Ave. East

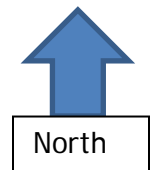
Materials to be used: 1500 bricks, 600 yards plaster, 6 bbls cement

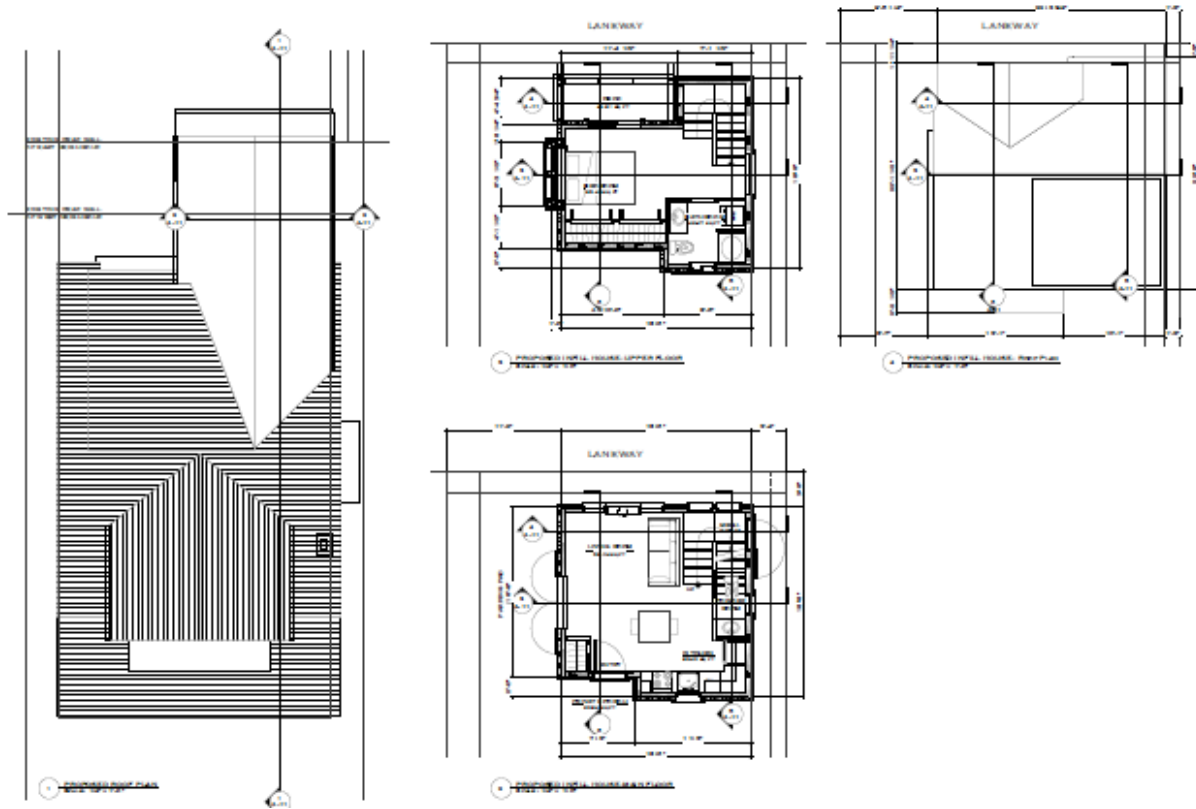
Source: City of Vancouver Archives

DRAWINGS
3655 West 3rd Avenue

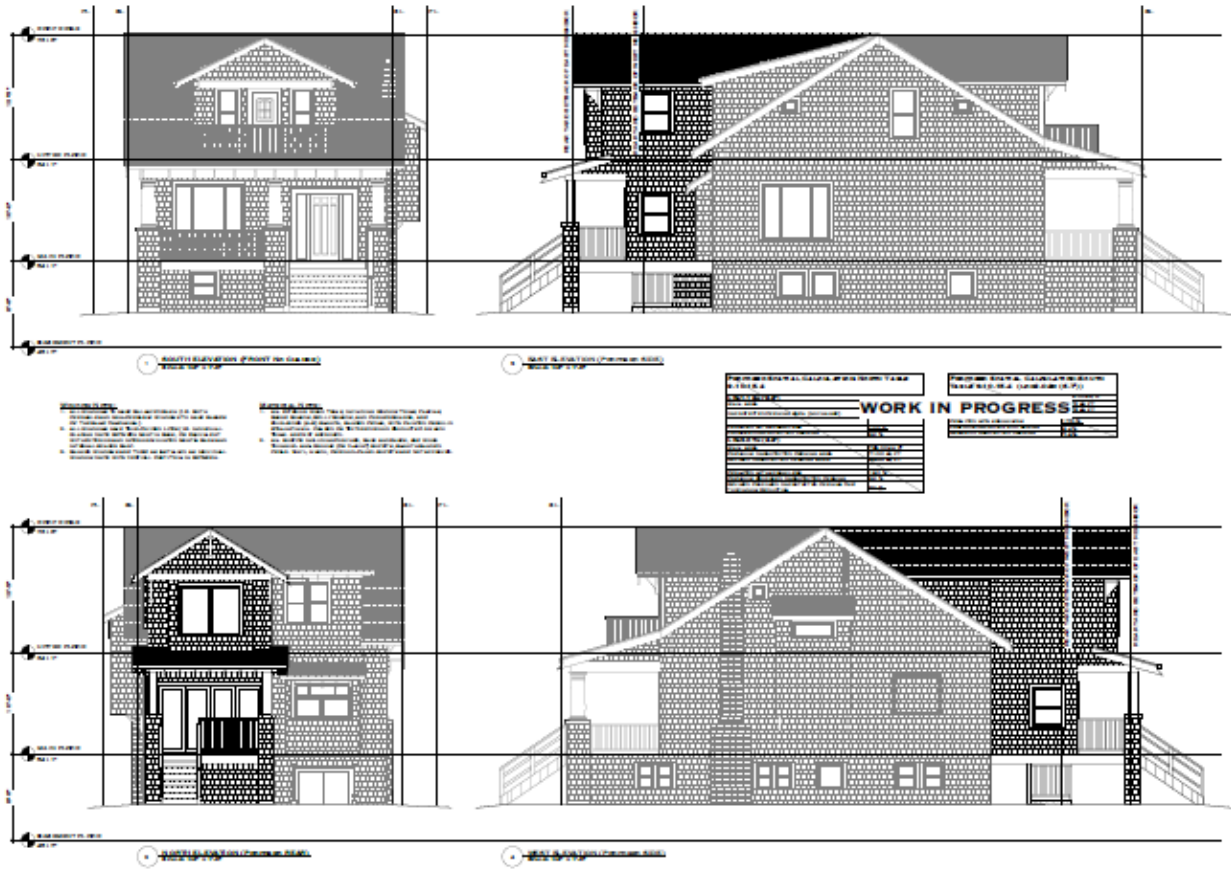


Plans of the Heritage Building

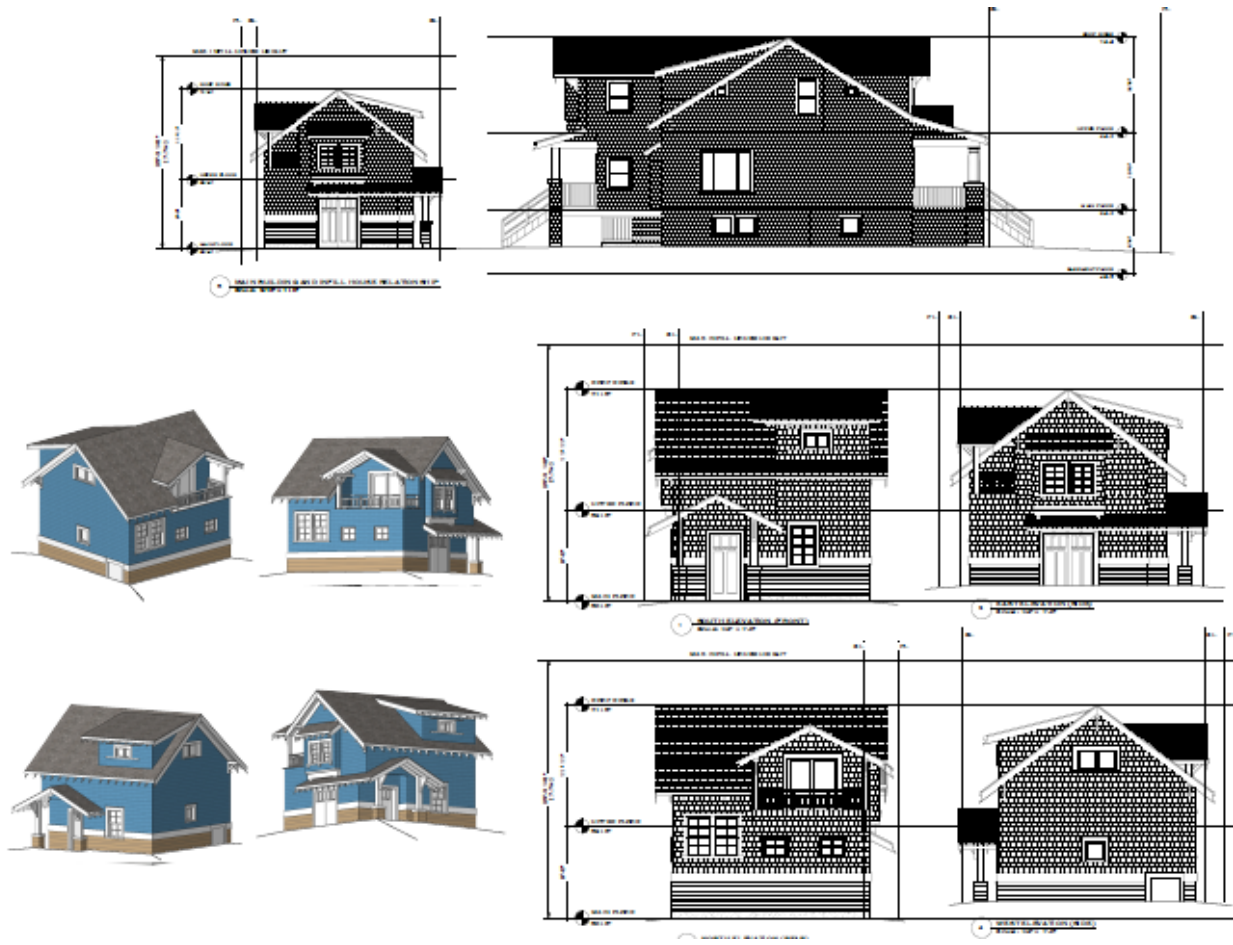




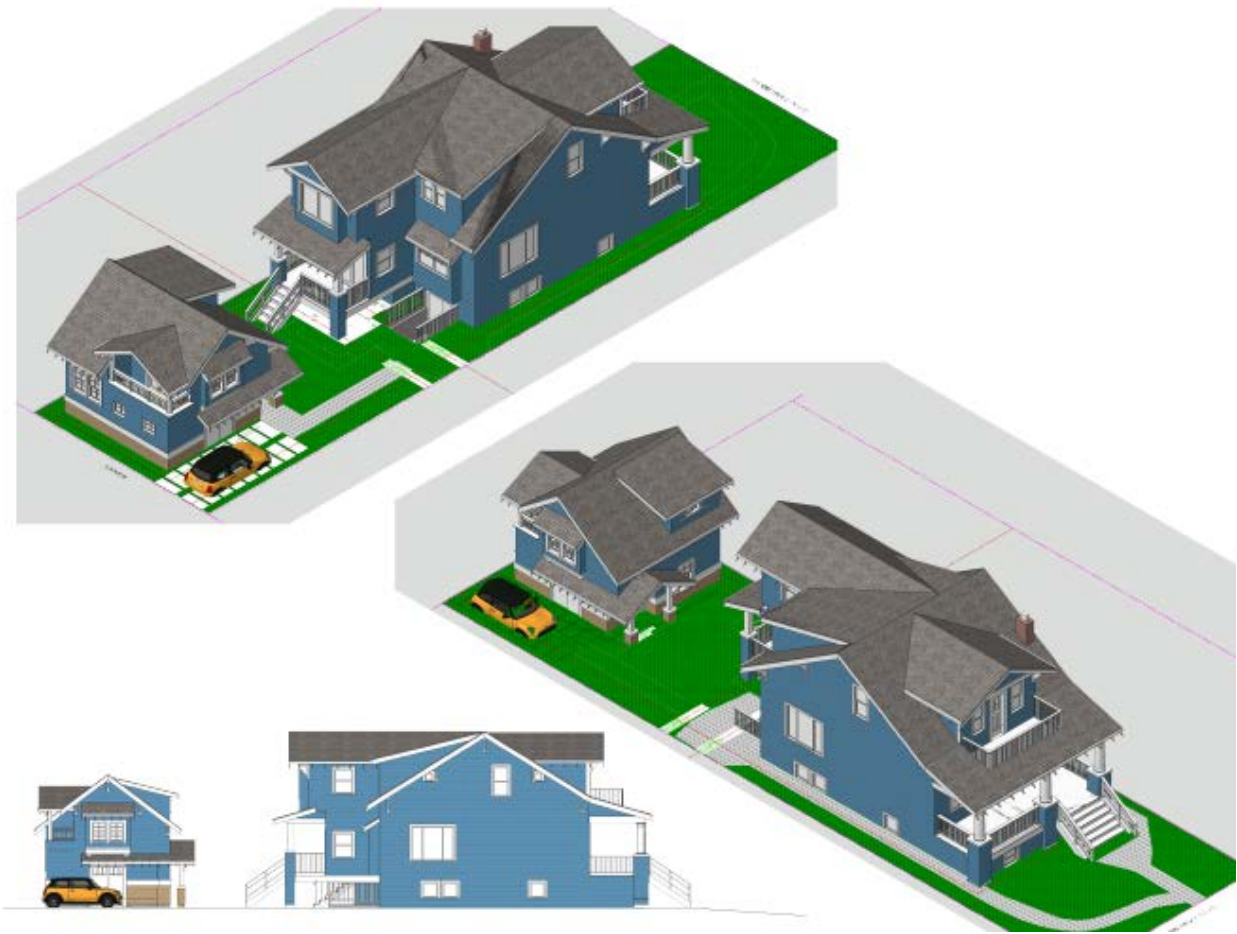
Plans of the New Infill Building



Proposed Elevations of the Heritage Building



Elevations and 3D Model of the New Infill Building



Renderings of the Proposal

TECHNICAL ZONING SUMMARY
3655 West 3rd Avenue

Table A

Item	Existing	Permitted or Required	Proposed
Overall Floor Space Ratio (FSR)	0.73 FSR 274 m ² (2,948 sq. ft.)	0.75 FSR maximum 280 m ² (3,012 sq. ft.)	0.825 FSR 311 m ² (3,322 sq. ft.)
Side yard	1.32 metres (4.33 feet)	1.01 metres (3.3 feet) Minimum	1.32 metres (4.33 feet)
Site Coverage	35%	45% Maximum	37%
Number of Dwelling Units	1	3 maximum	2
Off-street Parking	2	2 minimum	1

RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION AND STAFF COMMENTS
3655 West 3rd Avenue

On December 11, 2017, the Vancouver Heritage Commission reviewed the DP Application and resolved the following:

THAT the Vancouver Heritage Commission supports the application for the conservation and dedication of the craftsman Edwardian house at 3655 West 3rd Avenue, the 'Fraser Strauss House' including the proposed additions to the heritage home and the addition of a nice quiet infill house on the property, noting the following:

THAT the applicant is committed to keeping all the character defining elements in place and, in particular, preserving the existing heritage sashed windows.

FURTHER THAT the Commission accepts and acknowledges the applicant's offer to replace the newer windows and glass door on the upper level sleeping porch of the home with new ones that reflect the original features of the heritage home.

FURTHER THAT the Commission has asked that any new railings be in keeping with the railings on the front of the heritage home.

FURTHER THAT the Commission requests that consideration be given to incorporating a dining area nook in the new kitchen addition.

CARRIED UNANIMOUSLY

Staff Comments:

The configuration of the railings will be addressed in the final design development of the project.

PUBLIC BENEFITS SUMMARY
3655 West 3rd Avenue

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-8	RT-8
FSR (Site Area = 374 m ² (4,026 sq. ft.))	0.75	0.825
Buildable Floor Area	280 m ² (3,012 sq. ft.)	311 m ² (3,322 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)	232	1,359
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		80,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
Other			
TOTAL VALUE OF PUBLIC BENEFITS		\$232	\$81,359

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.