



POLICY REPORT

Report Date: December 10, 2018
Contact: Jason Olinek
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VanRIMS No.: 08-2000-20
Meeting Date: January 15, 2018

TO: Vancouver City Council

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

SUBJECT: 1860 Barclay Street (Mason Residence) – Heritage Designation

RECOMMENDATION

- A. THAT Council add the existing building at 1860 Barclay Street (PID: 006-680-992, The West ½ of Lot 5 Block 68, District Lot 185, Plan 92 (the “site”)) known as the Mason Residence (the “heritage building”) 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 the exterior and the structure of the heritage building as protected heritage property.
- C. THAT Recommendations A and 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 heritage building at 1860 Barclay Street, known as the Mason Residence, to the Vancouver Heritage Register in the ‘B’ evaluation category and to designate its exterior and structure as protected heritage property. The proposed designation is a condition of the approval of Development Permit Number DP-2017-00816 (formerly DE415926) for the site (hereafter referred to as the “DP”). The General Manager of Planning, Urban Design, and Sustainability is prepared to issue the DP should Council approve the recommendations of this report.

COUNCIL AUTHORITY

Pursuant to Section 582 of the *Vancouver Charter*, Council, by resolution, may establish 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 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 discretionary approvals so as to permit an otherwise impermissible development.

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

The following Council policies are applicable to the project:

- *Heritage Policies and Guidelines (April, 1991, last amended September 2002)*

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, B, and C.

STRATEGIC ANALYSIS

Site and Context

The site is located in the West End neighbourhood in an area zoned RM-5B (see Figure 1). The *RM-5 District Schedule* of the *Zoning and Development By-law* permits multiple Dwelling Unit buildings and infill development on some sites. The total area of the site is 402 m² (4,324 sq. ft.) A paved lane exists at the rear of the site.

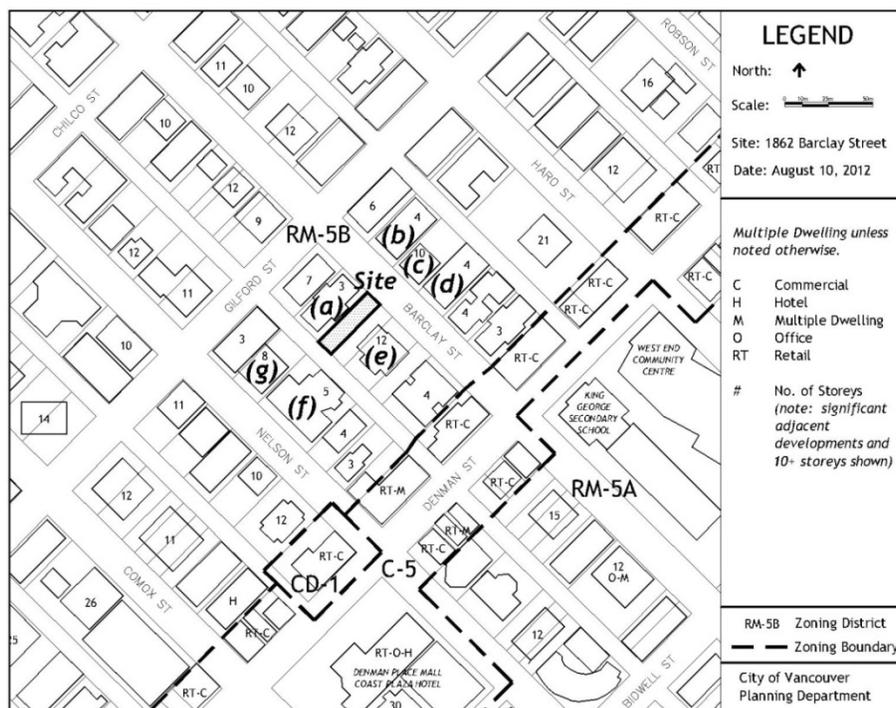


Figure 1: The site and the surrounding zoning (see Appendix C, page 1 for details)

Heritage Value

The Mason Residence was built in 1901-02 and is one of the oldest remaining original homes in the West End. It features a gambrel roof, original wood frame windows and a rectangular front bay with a multi-light wooden window assembly and leaded glass transoms. The features of the site include:

- setback from Barclay street in a garden setting;
- continuous residential use for more than a century;
- residential form, scale and massing as expressed by its one and one-half storey height with asymmetric cross-gambrel roof and shed roof dormer on the west elevation;
- wood frame construction, with original wooden lapped siding on the first floor and cedar shingle siding on the second floor;
- unique design features influenced by the Shingle Style and British Arts and Crafts movements, including the gambrel roof structure, a variety of siding types, and decorative wooden brackets under the rectangular front bay;
- shed roof over the front bay and front door, supported by triangular brackets and closed soffits;
- variety of original wooden windows and openings;
- original wooden front door; and
- two internal red brick chimneys and one external red brick chimney.

It is proposed to add the Mason Residence to the Vancouver Heritage Register in the 'B' evaluation category.

Development Application and Proposed Incentives

The zoning applicable to the site is RM-5B which permits, for this site, density up to 1.5 floor space ratio (FSR). The Development Permit Board may permit an increase in permitted density where a building listed on the Vancouver Heritage Register is protected. The application for the DP (the “DP Application”) indicates the addition of the Mason Residence to the Vancouver Heritage Register in the ‘B’ evaluation category and its rehabilitation and protection, and development of a six storey building at the rear of the site, for a combined total of six dwelling units (two in the heritage building) with off-street parking accessed from the lane (see Figure 2 for a density summary).

On August 15, 2012, the Urban Design Panel reviewed the DP Application and supported the project. Minutes of this meeting can be found at the following link:

<https://vancouver.ca/files/cov/pdf/committees/minutes-urban-design-panel-20120815.pdf>

The application was also reviewed by the Vancouver Heritage Commission (see Vancouver Heritage Commission). On December 17, 2012, The Development Permit Board approved the DP subject to a number of conditions, including Council’s designation of the Mason Residence as protected heritage property. A link to the report is provided here for reference:

<https://vancouver.ca/files/cov/committees/minutes-development-permit-board-20121217.pdf>

The decision noted above occurred prior to Council’s approval of the West End Community Plan, which also included changes to the RM-5 zoning. The project was put on hold, and the original development permit (DE415926) was kept open, after the original owner was unable to continue with the project. A new owner has now taken over the project and the current DP Application number was assigned. The new owner is prepared to complete the conditions required for the issuance of the DP. Issuance of the DP is permissible under the current RM-5B zoning notwithstanding the changes to the zoning and policy approved under the West End Community Plan.

The incentives and compensation to be provided to the owner for the heritage designation and the rehabilitation and conservation of the heritage building is in the form of an increase in permitted density as shown in Figure 2 (see Appendix D for a full technical summary). The original density proposed was 1,006 m² (10,825 sq. ft.) which is 2.50 FSR. Staff concluded that a maximum density of 9,816 sq. ft. (2.27 FSR) is supportable, and this density was approved by the Development Permit Board in its decision. The DP Application is to be revised to reflect this reduction prior to DP issuance.

	Existing	Permitted	Proposed/ Supported
Floor Space Ratio	0.56	1.50	2.27
Floor Area	227m ² (2,443 sq. ft.)	603 m ² (6,486 sq. ft.)	912 m ² (9,816 sq. ft.)

Figure 2: Density Summary

The General Manager of Planning, Urban Design, and Sustainability has considered the intent of the *RM-5B District Schedule*, the results of neighbourhood notification, the condition of the heritage building, and the increase in density proposed and is prepared to issue the DP Application subject to Council approval of the recommendations of this report.

Compatibility with Existing Zoning and Land Use Regulations and Community Planning

The Intent of the *RM-5B District Schedule* is to:

“... permit a variety of residential developments and some compatible retail, office, service and institutional uses. Emphasis is placed on achieving development which is compatible with neighbouring development with respect to streetscape character, open spaces, view retention, sunlight access and privacy. The RM-5A, RM-5B, RM-5C and RM-5D Districts permit greater densities than RM-5.”

By restoring the heritage building, streetscape character is maintained, as well as the front yard open space. The *West End Community Plan* emphasizes the retention of heritage property and character sites. The proposal retains a heritage building and is consistent with the *West End Community Plan*.

Condition of the Heritage Building and Conservation Approach

The application proposes to preserve and rehabilitate the Mason Residence which is in good condition. The basement is to be excavated to create a new suite, while the remainder of the house will be converted into the second suite. Over the life of the building there have been several additions to the rear which are to be removed. The rear elevation will be restored to its original appearance (noting that the new entry lobby to the rear infill will be attached to the rear of the house). Decorative exterior elements such as the bargeboards, soffits and triangular brackets will also be preserved, repaired, or replicated as required. Many original windows remain and will be retained and rehabilitated where viable. Where windows have been replaced, new wood windows to match the original will be manufactured and installed. The proposed heritage work is consistent with best conservation practices.

Neighbourhood Notification

Applicants conducted a pre-development application Open House at the Best Western Sands Hotels on March 8, 2012. Twenty-three people signed in. Comments were mainly positive. On July 25, 2012, a site sign was posted and 1,489 notification postcards were sent to neighboring property owners, as well as a number of community organizations.

A second Open House was held at the Best Western Sands Hotels on September 6, 2012, with City staff in attendance for questions regarding process, planning and heritage. Twenty-five people signed in. A total of 11 comments sheets were received, only one of which expressed opposition.

There were 7 written responses to the mail out notification. Comments include objections to the loss of green space enjoyed by neighbours, reduction in open sky, and additional traffic impacts generated from the proposed development. These concerns were addressed by the Development Permit Board (see the link provided in Development Application and Proposed Incentives). However, no concerns regarding the proposed heritage designation or conservation were expressed.

Staff reviewed the comments received from neighbourhood feedback and concluded that the heritage designation of the Mason Residence as proposed, which is the subject of this report, is supportable.

Vancouver Heritage Commission

The Vancouver Heritage Commission reviewed the DP Application on September 10, 2012, and 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 DCLs and City-wide Utilities DCLs on the proposed 685 sq. m (7,373 sq. ft.) of additional residential floor area. Based on rates in effect as of September 30, 2018, total DCLs of approximately \$208,361 would be anticipated from this development.

DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection from DCL rate increases, provided that an application has been received prior to the rate adjustment. See the City's [DCL Bulletin](#) for details on DCL rate protection.

Heritage: The owner has offered to conserve and rehabilitate the heritage building and to accept the designation of the heritage building's exterior which is highly valued in the community. The owner is to enter into an agreement which will secure the conservation and rehabilitation of the heritage building. This agreement is to be registered in the Land Titles Office prior to issuance of the DP. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$250,000.

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 of the heritage building valued at \$250,000.

The site is within the City-wide DCL District. It is anticipated that the applicant will pay approximately \$208,361 in DCLs should the application be approved and the project proceed.

Proforma Evaluation

Real Estate Services staff reviewed the applicant's proforma evaluation in accordance with Council's approved policies. The Director of Real Estate Services advises that the supported additional density of 3,330 square feet beyond the permitted density, for a total supportable FSR of 2.27 and other relaxations proposed to offset the costs and compensate for any reduction in land value resulting from the designation, rehabilitation and conservation of the heritage building, will not result in any undue profit.

Environmental

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

Legal

Section 595 of the *Vancouver Charter* requires that Council compensate an owner for any reduction in the market value caused by a heritage designation. The owner is to sign an agreement which includes a provision by which the owner explicitly acknowledges that the owner has been fully compensated for the heritage designation and for the rehabilitation and conservation obligations contained in the DP. The agreement is to be registered on title to the site before the DP may be issued.

CONCLUSION

The approval of the addition to the Vancouver Heritage Register in the 'B' evaluation category of the Mason Residence at 1860 Barclay Street and the heritage designation of its exterior and structure will secure the building from demolition and alterations which affect its heritage value. The owner has agreed to accept the proposed relaxations as compensation for the proposed Heritage Designation By-law and the encumbrance on market value created by that by-law, and for the heritage building's rehabilitation and conservation. The General Manager of Planning, Urban Design, and Sustainability is prepared to issue the DP subject to the designation of the Mason Residence. Therefore it is recommended that Council approve the recommendations of this report.

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PHOTOGRAPHS



Photo 1: 1860 Barclay Street circa 2012



Photo 2: 1860 Barclay Street circa 1968

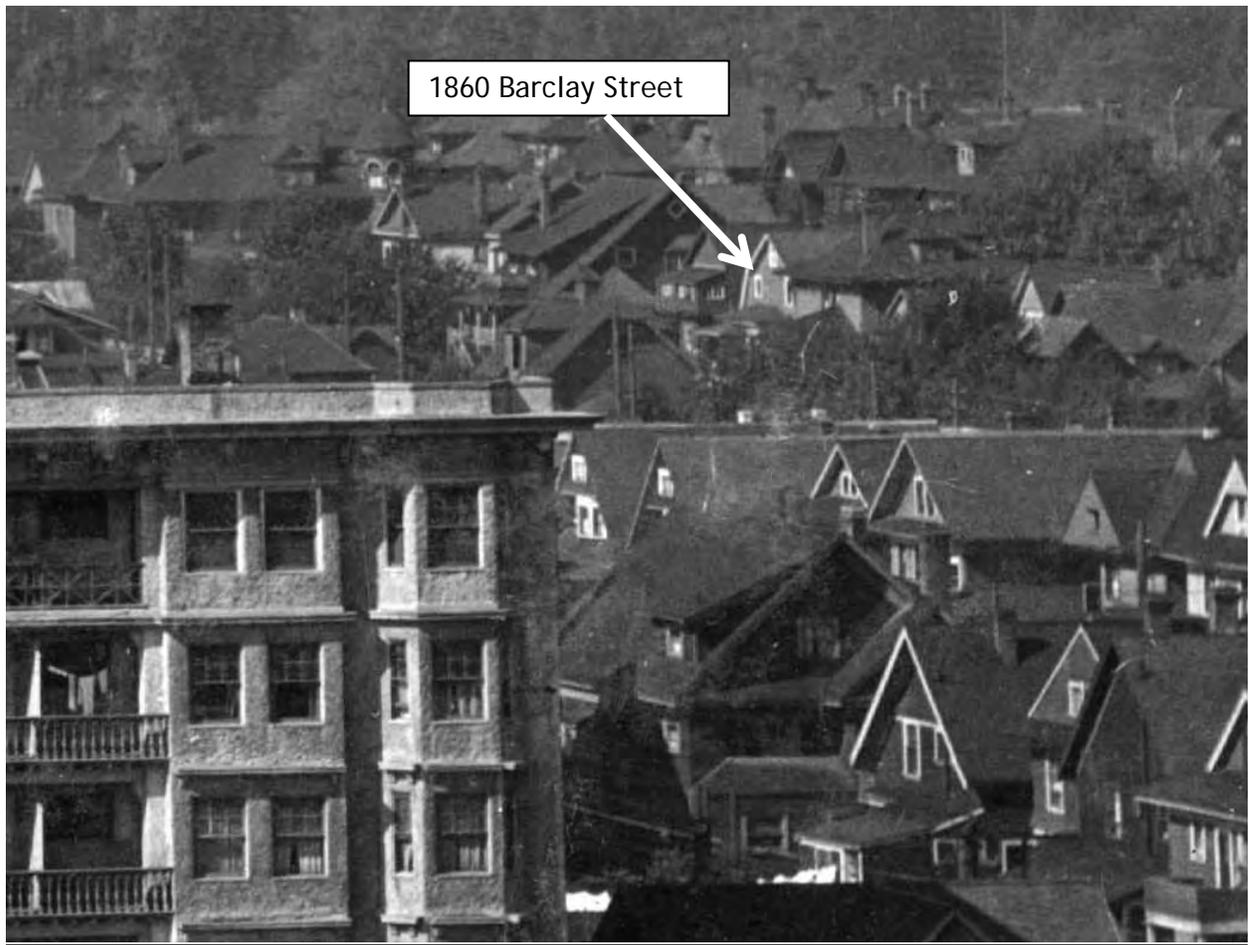
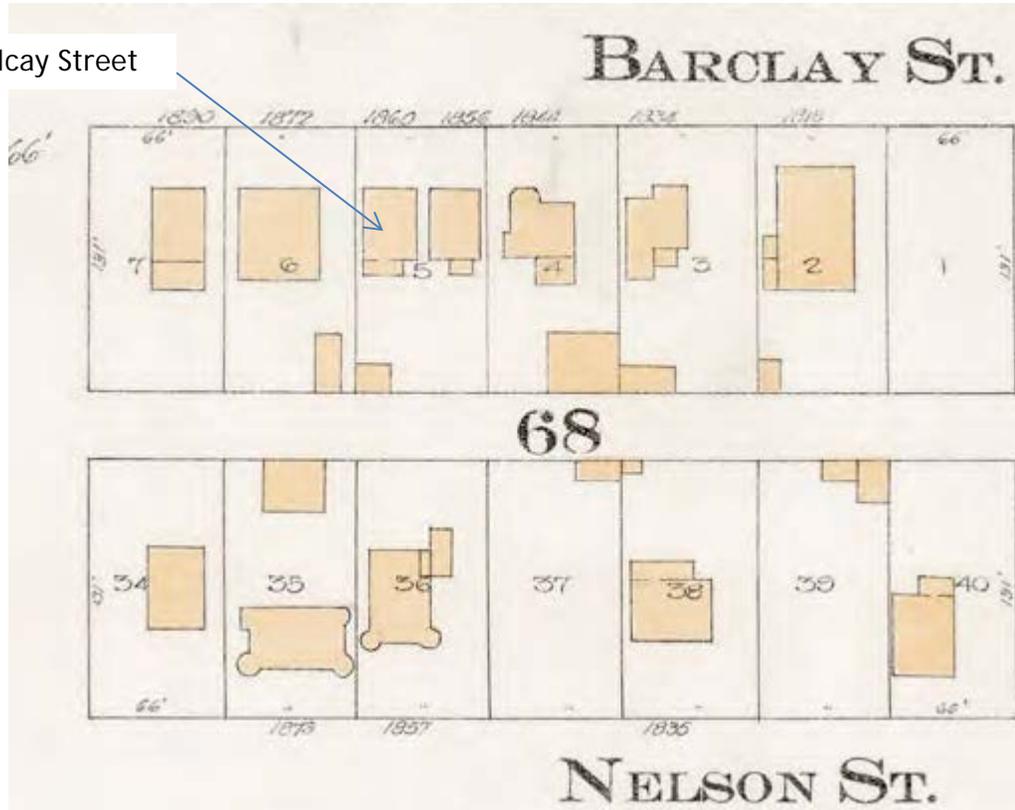


Photo3: 1860 Barclay Street circa 1914

1860 Barclay Street
MAPS AND DIAGRAMS

1860 Barclay Street



Fire Insurance Map circa 1912

1860 Barclay Street
DRAWINGS



Subject Site



NORTH



New Building

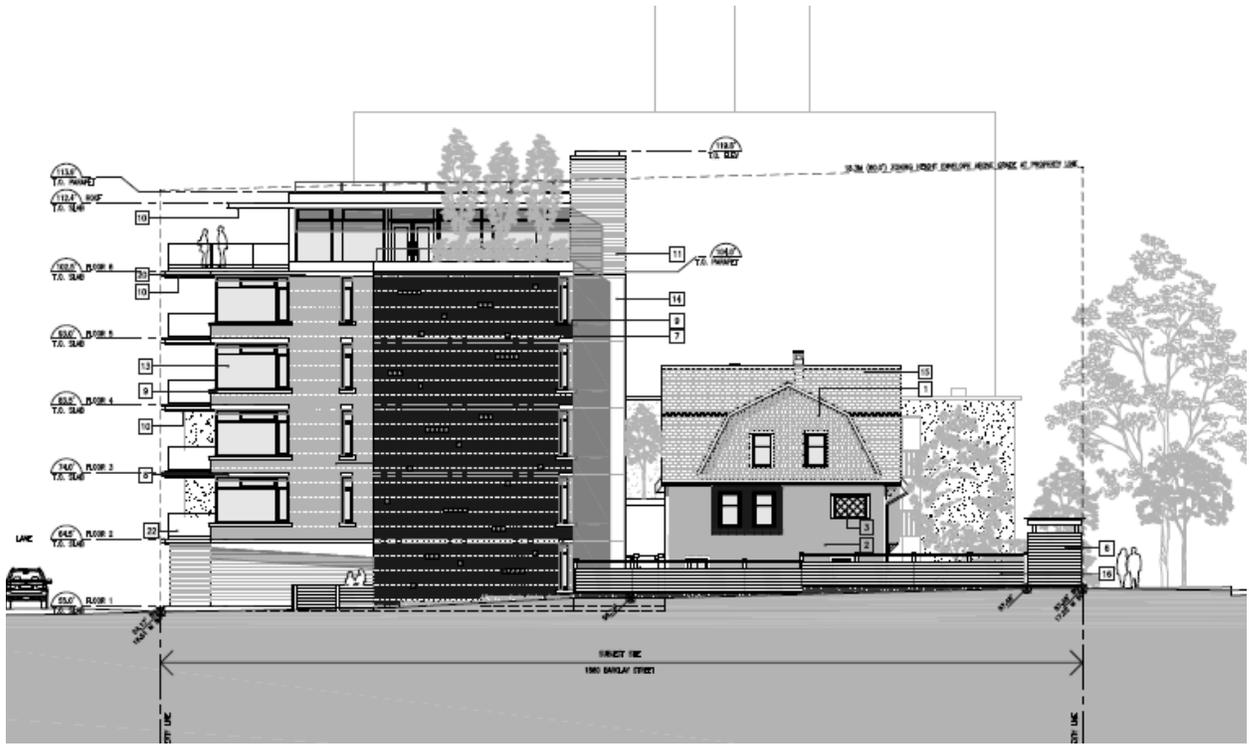
Barclay Street

Heritage Building

Site Plan



Rending – Looking South-west From Barclay Street



Side Elevation (South-west)



View From Lane



View From Barclay Street

1860 Barclay Street
TECHNICAL ZONING AND PARKING SUMMARY

Table A

Site Area: 402 m² (4,324 sq. ft.)

	Existing	Permitted	Proposed/ Supported
Floor Space Ratio	0.56	1.50	2.27
Floor Area	227m ² (2,443 sq. ft.)	603 m ² (6,486 sq. ft.) maximum	912 m ² (9,816 sq. ft.)
Height (New Building)	Not Applicable	18 metres to 58 metres conditionally (60 ft. to 190 ft.) maximum	18 metres for new building to top of rooftop railing (60 feet).
Height (Heritage Building)	10.0 metres (32.95 feet)	18 metres to 58 metres conditionally (60 ft. to 190 ft.) maximum	10.0 metres (32.95 feet)
Off- Street Parking	2	8 total minimum	4 off-street parking spaces plus one car share space

1860 Barclay Street
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION

The DP Application was reviewed on September 10th, 2012 by the Vancouver Heritage Commission and the Commission resolved the following:

THAT the Vancouver Heritage Commission supports the Statement of Significance and Conservation Plan for 1860 Barclay Street, as presented at the September 10th, 2012, meeting and approves the compatibility of the new building with the heritage building including the proposed connection between the two buildings.

FURTHER THAT the Commission commends the applicant on the retention of the heritage house.

CARRIED UNANIMOUSLY

**1860 Barclay Street
PUBLIC BENEFITS SUMMARY**

Project Summary:

Rehabilitation and conservation of a heritage building and construction of a new Multiple Dwelling at the rear of the site.

Public Benefit Summary:

The project would result in the conservation and long-term protection of a heritage building.

	Current Zoning	Proposed
Zoning District	RM-5B	RM-5B
FSR (Site Area = 402 m ² (4,324 sq. ft.))	1.5	2.27
Buildable Floor Area	603 m ² (6,486 sq. ft.)	912 m ² (9,816 sq. ft.)
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built as Proposed (\$)
Required*1	DCL (City-wide) ^{2,3}	\$117,851	\$133,967
	DCL (Utilities) ³	\$65,444	\$74,394
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		\$250,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$183,294	\$458,361

Other Benefits: None

¹ Based on rates in effect as at September 30, 2018. DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification.

² City-Wide DCL revenues are allocated as follows: Replacement Housing (36%); Transportation (25%); Parks (18%); Childcare (13%); and Utilities (8%).

³ DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection, see the City's [DCL Bulletin](#) for details.