



REPORT

Report Date: October 25, 2019
Contact: Jason Olinek
Contact No.: 604.873.7492
RTS No.: 13474
VanRIMS No.: 08-2000-20
Meeting Date: December 10, 2019
[Submit comments to Council](#)

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: Heritage Incentive Program 2019 Update and Grant Recommendations

RECOMMENDATION

- A. THAT Council receive for information the 2019 update on the implementation of the Heritage Incentive Program.
- B. THAT Council approve a Heritage Incentive Program grant of up to \$2,965,900 for the heritage rehabilitation and seismic upgrade of 1012 Nelson Street, St. Andrew's-Wesley United Church, the source of funding being the approved 2019 multi-year capital budget for Heritage Incentive Program Grants.
- C. THAT Council approve a Heritage Incentive Program grant of up to \$2,875,415 for the heritage rehabilitation and seismic upgrade of 128 West Pender Street, the Sun Tower, the source of funding being the approved multi-year capital budget for Heritage Incentive Program Grants.
- D. THAT Council authorize the City to enter into agreements with the owners of 1012 Nelson Street and 128 West Pender Street to be registered in the Land Title Office as covenants under Section 219 of the *Land Title Act*, which agreements shall require the rehabilitation to be overseen by a qualified Heritage Consultant.
- E. THAT the agreements described above shall be prepared and registered to the satisfaction of the Director of Legal Services in consultation with the General Manager of Planning, Urban Design and Sustainability.

The proposed grants in Recommendations B and C require affirmative votes of 2/3 of all Council members per section 206(1) of the *Vancouver Charter*.

REPORT SUMMARY

The purpose of this report is to update Council on the 2019 implementation of the Heritage Incentive Program (the “HIP”) and to seek Council’s approval for HIP grants for two eligible projects, St. Andrew’s-Wesley United Church and the Sun Tower. Both properties are protected with municipal heritage designation by-laws and are ‘A’ listings on the Vancouver Heritage Register. Both projects also meet the program requirements of heritage rehabilitation and seismic/structural upgrading.

Staff recommend grants totalling up to \$5,841,315 for the two eligible 2019 HIP applicants. The grant funds would contribute to heritage rehabilitation and seismic/structural upgrading costs. They would be made available to the applicants in accordance with the *Heritage Incentive Program Policies and Procedures*.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

The following Council policies are applicable to this report:

- *Heritage Incentive Program Policies and Procedures* (March 2019) (Appendix A)
- *Heritage Policies and Guidelines* (May 1986, last amended September 2002)
- *West End Community Plan* (November 2013, last amended November 2017)
- *Victory Square Policy Plan* (July 2005) and *Victory Square Guidelines* (April 2006)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Planning, Urban Design, and Sustainability recommends approval of the foregoing.

REPORT

Background/Context

In March 2019, Council approved the HIP as part of the implementation process of the Heritage Action Plan.

The HIP encourages heritage conservation and seismic/structural upgrades of buildings primarily of unreinforced masonry that are listed on the Vancouver Heritage Register (VHR) and protected by heritage designation bylaw. The program is available for privately owned commercial and non-commercial properties that meet eligibility criteria, as well as those City-owned properties operated by a non-profit organization under a long-term lease agreement. The HIP provides grants of \$100 per sq. ft. of the total floor area of the building, limited to a maximum of 50% of the eligible heritage conservation construction costs. The maximum amount of a grant is \$4 million per building/site. It also provides the transferable heritage density (THD) option as compensation for any new heritage designation of sites located in Gastown, Chinatown, Victory Square and the Hastings Street Corridor. (There were no 2019 HIP applications with a Transferable Heritage Density component.) Successful HIP applicants,

subject to Council approval of the grant, require a legal agreement to be registered on title (see *Heritage Incentive Program Policies and Procedures*, Appendix A).

The main goals of the HIP are:

- To foster the retention, stewardship, and upgrading of the City's heritage resources by providing matching grants to encourage private investment and financially assist heritage conservation and seismic upgrades.
- To support the City's other major initiatives and programs, including cultural, social, environmental and economic.
- To ensure long-term protection of heritage resources through respectful conservation and heritage designation.

Application Process

HIP applications are considered in two phases; pre-application and application phase. The pre-application evaluation process determines eligibility and prioritizes projects, particularly if the demand for incentives exceeds the annual HIP budget. Inquiries that successfully qualify through the pre-application evaluation process proceed to the application phase where a complete set of application documentation including the development permit documentation, conservation plan, and professional assessment reports (seismic/structural, fire & life safety and other as the case may be) are required. The intake of proposals occurs annually, with the application cycle starting in the third quarter of the current year. Once the development permit application documentation is received it is reviewed by staff and presented to the Vancouver Heritage Commission (VHC). Following the VHC review, an administrative report is drafted and HIP applications are presented to Council for consideration and approval of incentives. If approved, and subject to all conditions that City Council may have, processing will continue, including permits and preparation of necessary legal agreements.

Strategic Analysis

2019 Heritage Incentive Program Implementation Update

2019 Application Process

The original deadline for 2019 pre-applications was extended from June 3, 2019 to July 3, 2019, in order for applicants to have sufficient time to review the program policies and procedures and prepare their pre-applications. Pre-applications for the HIP 2019 cycle were submitted for five projects. These were reviewed by an interdepartmental team consisting of representatives of the following City departments:

1. Planning, Urban Design and Sustainability Department – conservation review
2. Development, Buildings, and Licensing Department – seismic/building systems upgrade review
3. Real Estate and Facilities Department – financial review

2019 Applications	Privately-Owned or Long-Term Lease	VHR	Municipally Designated	Unreinforced Masonry	Seismic Condition		Heritage Conservation Scope of Work	Recommendation
					Current	Proposed		
576 Seymour St	yes	B	no	reinforced concrete	S3	S4 (change of use)	window restoration	no
300 Water St	yes	B	yes	yes	unknown	unknown	unknown	no
1489 McRae Ave / Hycroft	yes	A	yes	reinforced concrete	unknown	unknown	terrace rehabilitation	no
1012 Nelson St / St. Andrew's-Wesley United Church	yes	A	yes	yes	S3	S4	masonry preservation, window conservation, structural and seismic upgrade	proceed
128 West Pender St / Sun Tower	yes	A	yes	steel frame / reinforced concrete, but seismically unstable envelope	S3 structure only	S3 for structure and envelope	window conservation and stabilization of cladding	proceed

Table 1: HIP 2019 Eligibility Evaluation

The projects were evaluated against the HIP eligibility requirements and intent, and on their scope of work. Three projects were not recommended to proceed to the application phase for the following reasons:

576 Seymour Street: The property is not municipally designated as a heritage property, project work was underway prior to pre-application, and the building was constructed of primarily reinforced concrete.

300 Water Street: The pre-application consisted only of observational surveys, there were no structural or heritage assessments completed to date (this applicant was recommended to apply in future when scope of work is known).

1489 McRae Avenue: The project consisted of structural stabilization of only one component of the building (the terrace) and there was no structural assessment of the heritage building as a whole. As the intent of the HIP is for buildings to meet or exceed VBBL S3 structural upgrade upon completion of the HIP scope of work to ensure the building's longevity, it was recommended that the applicant re-apply when there is a larger scope that demonstrates or exceeds VBBL S3 for the building's entirety.

The other two pre-applications were evaluated and qualified to proceed to the application phase. Their full applications were received by the October 1, 2019 deadline and they were presented to the Vancouver Heritage Commission on October 21, 2019. The details of their submissions are presented in the following section. The current application stage of these

projects is Council consideration and conditional approval of the HIP incentives. Should Council approve the applications, each of the applicants will be required to enter into an agreement with the City to ensure completion of the conservation work and continued maintenance of the heritage buildings. These agreements will be prepared by Legal Services and registered on title to each of the properties. All agreed upon work must be completed prior to release of grant funds.

Eligible Applications

1. St. Andrew's-Wesley United Church

Eligibility Requirements

The application for St. Andrew's-Wesley United Church at 1012 Nelson Street meets the eligibility requirements for the HIP:

1. Listed on the VHR as an 'A' property and protected by a heritage designation by-law
2. Privately-owned institution
3. Primarily constructed of unreinforced masonry

Heritage Value

Built in 1931, St. Andrew's-Wesley United Church is valued for its landmark Gothic Revival architecture and its continuous use as a place of worship as one of Vancouver's most venerable churches. It was designed in the Gothic Revival style by prominent local architects Twizell & Twizell. It is situated prominently at the intersection of the West End neighbourhood and Downtown and also contributes to the heritage character of Burrard Street.

St. Andrew's-Wesley United Church is currently listed on the Vancouver Heritage Register in the 'A' evaluation category and municipally designated as a protected heritage property. The Statement of Significance is attached as Appendix B.

Scope of Work

Heritage conservation work and seismic/structural upgrades are mandatory deliverables of the HIP. The scope of work is contained within Development Permit DP-2018-01031 which was issued on June 12, 2019, after the project's application for the HIP.

The structure of St. Andrew's-Wesley United Church is unreinforced concrete with stone cladding. The seismic/structural upgrading component involves roof structure replacement, adding concrete shear walls, removing the seismically at-risk chimney, restraining glass in windows where needed, reinforcing existing walls and columns by installing reinforced polymer wrap, and the addition of structural steel columns at each corner of the bell tower and a horizontal beam frame to attach the bell tower to the upgraded structure.

The heritage conservation component of the project involves patching and repointing of cladding, rehabilitation of the roof including installation of a copper board and batten roofing system, repairing and re-leading select stain glass windows, and rehabilitation of significant interior features. The Conservation Summary is attached as Appendix C.

Eligible Grant

This application is eligible for a HIP grant of up to \$2,965,900 based on the program allowances of \$100 per sq. ft. of the total floor area of the building, limited to a maximum of 50% of the eligible heritage conservation construction costs. The St. Andrew's-Wesley project submitted cost estimates of approximately \$8.5 million for the HIP eligible scope of work which was

reviewed by staff in the Real Estate and Facilities Management (REFM) department and the costs are deemed reasonable. St. Andrew's-Wesley United Church is 29,659 sq. ft. and the cost estimate for the HIP eligible scope of work is over \$8 million, making the limiting factor of grant qualification the floor space of the building, rather than 50% of the eligible cost estimate.

2. The Sun Tower

Eligibility Requirements

The application for the Sun Tower at 128 West Pender Street meets the eligibility requirements for the HIP:

1. Listed on the VHR as an 'A' property and protected by a heritage designation by-law
2. Privately-owned building
3. Building envelope is unreinforced and requires seismic/structural upgrading

Heritage Value

Built in 1911, the Sun Tower is valued for its landmark Edwardian Commercial architecture, its association with Louis D. Taylor and the Vancouver World and Sun newspapers, and as a landmark building which demonstrates the expansion of the business district of Vancouver in the early 20th century.

The Sun Tower is currently listed on the Vancouver Heritage Register in the 'A' evaluation category and municipally designated as a protected heritage property. The Statement of Significance is attached as Appendix D.

Scope of Work

Heritage conservation work and seismic/structural upgrades are mandatory deliverables of the HIP. The scope of work for the HIP has been added to Development Permit DP-2017-00547 which was issued on June 9, 2017, but originally only involved cladding replacement to the dome of the Sun Tower.

The structure of the Sun Tower is steel frame on reinforced concrete foundation, but it is clad in unreinforced brick and terracotta. The seismic/structural upgrading component involves the seismic anchorage of the brick and terracotta cladding below the dome on the tower and podium façades and on the dormers and collar of the cupola on the dome. The masonry veneer will be anchored back to the steel frame or fly-ash concrete/brick back-up integrally wrapping the steel frame with chemically anchored stainless steel rods or helix spiral anchors, depending on the masonry circumstances. The applicant provided an engineer's report that upon anchorage of the terracotta cladding, the Sun Tower could achieve VBBL S3 structural upgrade level in its entirety, as per the intent of the HIP.

The heritage conservation component of the project involves rehabilitation and stabilization of terracotta and brick cladding and sills and rehabilitation of all existing wood one-over-one single-glazed, double hung windows. The Conservation Outline is attached as Appendix E.

Eligible Grant

This application is eligible for a HIP grant of up to \$2,875,415 based on the program allowances of \$100 per sq. ft. of the total floor area of the building, limited to a maximum of 50% of the eligible heritage conservation construction costs. The Sun Tower project submitted cost estimates of \$5,750,830 for the HIP eligible scope of work which was reviewed by staff in the Real Estate and Facilities Management (REFM) department and the costs are deemed

reasonable. The floor area of the Sun Tower is over 80,000 sq. ft., making the limiting factor of grant qualification 50% of the cost estimate of the HIP eligible scope, rather than \$100 per sq. ft.

Comments of the Vancouver Heritage Commission

On October 21, 2019, the Vancouver Heritage Commission was presented the HIP 2019 update and the proposed projects, scope of work, and eligible grants for the two proposed eligible recipients. The Vancouver Heritage Commission unanimously supported the grant applications with comments (see Appendix F).

Heritage Conservation Reserve Update

The current balance of the Heritage Conservation Reserve is \$14.5 million. Should Council approve the recommended grants there will be \$8.7 million remaining to support future heritage conservation projects. The capacity for future grants will be based on funding available in the Heritage Conservation Reserve and will depend on citywide development activities, including rezonings.

Financial Implications

The primary funding source for the HIP are development contributions allocated to the Heritage Conservation Reserve which was established in 2016 for citywide heritage conservation purposes. These include allocations from Community Amenity Contributions (CACs) collected within the Downtown District and the West End (10% allocation), and Cambie Corridor (5% allocation) and funding received from the purchase of Heritage Amenity Shares from Zoning Districts C-3A, C-5, C-5A, C-6, RM-5, RM-5A, RM-5B, RM-5C, RM-5D, and the Downtown Official Development Plan which allow an increase to the permitted floor area up to a maximum of 10% through the purchase of amenity shares for heritage conservation. Expenditures will be managed as part of the City's budget processes.

In March 2019, as part of the launch of the 2019-2022 Heritage Incentive Program, Council approved an initial \$13,750,000 allocation from the Heritage Conservation Reserve to fund a multi-year capital project budget for Heritage Incentive Program Grants. The recommended grants would commit up to \$5,841,315 of the approved funding to support these heritage conservation projects.

Legal

Should Council approve the proposed HIP grants, each applicant will be required to enter into an agreement with the City to ensure the continued maintenance of the heritage building. This agreement will be prepared by Legal Services and, once finalized with the applicant, will be registered against title to each property as a covenant under Section 219 of the *Land Title Act*. The agreement will require that the conservation work (including seismic upgrades) be supervised by a qualified heritage consultant and will contain the terms and conditions upon which the grant is to be paid once the conservation work is complete. It will also require the owner of the property to keep the heritage building in good appearance and good repair after completion of the conservation work. Should the owner decide to further develop the property in respect of which the HIP grant was provided, and by doing so potentially adversely affect the already conserved building, or the property becomes subject to a major redevelopment proposal within the period of fifteen years after completion of the conservation work, the full refund of the grant may be required.

The HIP grant will be issued only after the agreement is registered on title to the property, the conservation work is completed in accordance with permits and associated agreements, the conservation plan is satisfactorily implemented, the Occupancy Permit is issued, and the owner has delivered to the City satisfactory proof of payment of the costs incurred in carrying out the conservation work.

CONCLUSION

The HIP was approved by Council in March 2019. For its first year of implementation there were five pre-applications for HIP grants and two of those are recommended for Council consideration of HIP grants. Both projects meet the eligibility requirements and demonstrate seismic/structural upgrading and heritage conservation components. Staff recommend that Council support the allocation of up to \$5,841,315 from the Heritage Conservation Reserve to the two eligible HIP applicants as outlined in this report and recommend Staff proceed with preparing legal agreements between each applicant and the City to ensure the continued maintenance of the conserved buildings.

* * * * *



City of Vancouver *Land Use and Development Policies and Guidelines*

Planning, Urban Design and Sustainability Department

453 West 12th Avenue, Vancouver, BC V5Y 1V4 | tel: 3-1-1, outside Vancouver 604.873.7000 | fax: 604.873.7100
website: vancouver.ca | email: planning@vancouver.ca | app: VanConnect

HERITAGE INCENTIVE PROGRAM POLICIES AND PROCEDURES

Adopted by City Council on March 13, 2019

1 Introduction

City Council approved the Heritage Incentive Program (HIP) to encourage the conservation of heritage designated buildings citywide. The program will be available for a four-year period (2019 -2022) to owners of commercial and non-commercial privately owned buildings that meet program criteria. The HIP will provide grants to assist with heritage conservation cost to a maximum of 50% of the eligible cost, not to exceed \$4.0 million per property. In addition, transferable heritage density (THD) incentive may be available to eligible sites in Gastown, Chinatown, Victory Square, and Hastings Street Corridor as compensation for heritage designation. High level of retention, heritage conservation, and seismic upgrade are mandatory.

2 Background

In 2003, City Council approved a program of incentives to facilitate the conservation and rehabilitation of heritage buildings in Gastown, Chinatown, and the Hastings Street Corridor (Victory Square added later) - Heritage Building Rehabilitation Program (HBRP) and Heritage Façade Rehabilitation Program (HFRP). The HBRP expired at the end of 2015, whereas the HFRP continues to be available. In 2013, City Council approved the Heritage Action Plan (HAP) calling for a comprehensive review of the City's Heritage Conservation Program including heritage incentives. The HIP was developed in response to a citywide demand for a heritage conservation support and recognition of preservation of the city's heritage resources as an important public benefit. This document outlines policies and procedures for the HIP.

3 Participation

The city's heritage resources are rich with a diversity of building typologies, sizes, and uses, and represent a wide spectrum of community and heritage values. Owners of eligible properties throughout the city are encouraged to participate in the HIP. Privately owned commercial, residential, industrial, institutional, religious/spiritual, or mixed-use buildings, including those owned/operated by non-profit organizations, constructed primarily of unreinforced masonry that are listed on the Vancouver Heritage Register (VHR) and legally protected (by designation by-law) are eligible.

March 2019

4 Goals and Objectives

The City's primary goal is to foster the retention, stewardship, and upgrading of the city's heritage resources by offering financial assistance to owners of eligible properties. The HIP provides grants to assist with heritage conservation construction costs, including seismic upgrades. In addition to grants, heritage properties located within the historic DTES (Gastown, Chinatown, Victory Square, and Hastings Street Corridor – former HBRP catchment area) that are currently not legally protected by heritage designation may be eligible for additional THD incentive as compensation for heritage designation.

The second goal is to support the City's other major initiatives and programs, including cultural, social, environmental, and economic. This is achieved through the conservation of heritage buildings with cultural use, Single Room Occupancy or social housing use, contribution to the City's sustainability targets by implementing "greener" conservation procedures (e.g. greenhouse gas emissions reduction targets, embodied energy retention, land field material reduction), maintaining the community's "sense of place" through preservation of unique historic character, nurturing a sense of communal continuity, and enhancing neighbourhoods' livability.

The third goal is the long-term protection of heritage resources through heritage designation, as well as meaningful and respectful conservation, including an adequate selection of adaptive uses where applicable. The following objectives are embedded within the three identified goals:

- (a) citywide heritage incentives,
- (b) quality heritage conservation,
- (c) seismic/structural upgrades,
- (d) retention and continued use of the entire structure,
- (e) sustainable heritage rehabilitation practices,
- (f) long-term protection for heritage resources.

5 Principles

5.1 Conversions

An overarching heritage conservation principle adopted by this program is to conserve heritage value and character-defining elements of eligible heritage buildings in their existing or historic development form, preserving their built form, structure, exterior fabric, and in some cases use while discouraging unsympathetic alterations or inappropriate additions. It is important to emphasize that conserved heritage buildings critically contribute to the continuity of their respective historic streetscapes. Heritage conservation directly and positively contributes to a sense of belonging and enriched community living.

5.2 Adequate Level of Intervention

In addition to preservation as the primary heritage conservation approach, a restoration of character-defining elements that were lost in the past would be encouraged as part of a comprehensive conservation proposal for the site. Rehabilitation of a heritage building by adaptive re-use, or rehabilitation of its major components (e.g. reconfiguration of storefronts, rooftop addition, structure replacement or other major works) may also be considered. These are subject to a proper conservation approach and proposed changes not adversely affecting existing character-defining elements or heritage values. If a change of use is considered, the selection of appropriate use would be key to a successful rehabilitation, both from the perspective of future economic performance as well as the magnitude of intervention that could be triggered by it. Generally, adopting the historic use or maintaining existing use requires less physical intervention while triggering a lower level of Vancouver Building By-law (VBBL) upgrade requirements, compared to the choice of use that is new to the existing or originally intended design of the building. For these reasons, an aggressive rehabilitation approach may result in the project being ineligible for incentives under the HIP.

5.3 Sustainable Heritage Rehabilitation

Heritage rehabilitation is considered to be an inherently “green” procedure; moreover, the *sustainable heritage rehabilitation* directly contributes to achieving a variety of sustainability targets: cultural, social, economic and environmental. Heritage conservation is essential to creating and maintaining sustainable built environments and communities. Consideration of sustainability principles (environmental, cultural, social and economic) in combination with appropriate conservation procedures are strongly recommended when preparing heritage conservation proposals for places where a more intense level of intervention is proposed.

Traditionally, a majority of heritage buildings possess many sustainable design features as they reflect thoughtful design practices of the past. Some of them are floor layouts, orientation, passive heating and cooling design features and systems, structural assemblies, material selection, window assemblies, fenestration pattern, and façade solid-to-void ratio. These inherently sustainable features should always be identified and maintained throughout the conservation process wherever possible. Heritage conservation procedures should be developed to prevent unnecessary loss of a building’s inherently sustainable features, which are often unique and considered to be character-defining elements.

For more information see: “Building Resilience: Practical Guidelines for the Sustainable Rehabilitation of Buildings in Canada” by Federal, Provincial, and Territorial Directors of Culture and Heritage in Canada.

6 Incentives

6.1 Grant

The HIP provides grants, subject to Council approval pursuant to section 206(2) of the Vancouver Charter, to encourage private investment and financially assist with the cost of heritage conservation. The eligible grant is \$100 per sq.ft. of the total (gross) floor area of the building, limited to a maximum of 50% of the eligible heritage conservation construction costs (heritage premium cost). The maximum amount of a grant is \$4.0 million per property. The amount of grant varies depending on the size of the building and the proposed scope of conservation (see Sections 10 and 11). The only exception to the size rule may be a few of Vancouver’s special heritage places (e.g. churches or large industrial buildings) that may have additional structural complexities and elaborate interiors/artifacts. These buildings may qualify for the maximum grant amount without qualifying under the total floor area criterion subject to meeting other HIP requirements and being listed in the Vancouver Heritage Register under the category “A”. For a quick reference of the maximum amount of grant that may be available in relation to the size of the building and the qualified investment level (eligible cost) please see Table 1. The following are two examples of how to calculate the eligible grant amount:

- (a) For a building with a total floor area of 10,000 sq.ft., the maximum eligible grant would be \$1,000,000 (10,000 sq.ft. x \$100 = \$1,000,000) subject to the eligible cost being equal or higher than \$2,000,000. If the eligible cost is lower than \$2,000,000 (e.g. \$1,600,000) the grant amount would be adjusted to 50% of that lower amount which would result in a grant of \$800,000.
- (b) For a building with a total floor area of 35,000 sq.ft., the maximum eligible grant would be \$3,500,000 (35,000 sq.ft. x \$100 = \$3,500,000). To qualify for the full amount of eligible grant the eligible cost would need to be a minimum of \$7,000,000. If the eligible cost is lower than \$7,000,000 (E.g. \$5,000,000), the grant amount would be adjusted to 50% of that lower amount which would result in a grant of \$2,500,000.

Building Total Floor Area (sq.ft.)	Max. Eligible Grant (@ \$100/sq.ft.) \$	Min. Eligible Cost (required to qualify for the maximum grant) \$
5,000	500,000	1,000,000
10,000	1,000,000	2,000,000
15,000	1,500,000	3,000,000
20,000	2,000,000	4,000,000
25,000	2,500,000	5,000,000
30,000	3,000,000	6,000,000
35,000	3,500,000	7,000,000
40,000	4,000,000	8,000,000
40,001 or more	4,000,000 capped	8,000,001 or more
"A" listed designated sites with additional complexity (e.g. churches) less than 40,000 sq.ft.	4,000,000	8,000,000

Table 1 – Maximum eligible grant in relation to the size of the building and the cost of conservation work

6.2 Transferable Heritage Density (THD)

Heritage properties located within the THD catchment area may be eligible for the optional THD incentive as compensation for any new or additional heritage designation of the property. This has been introduced as an option to compensate owners of newly designated heritage properties under section 595 of the Vancouver Charter, and to assist with the preservation of the historic character of the city’s oldest urban areas, featuring historic buildings and streetscapes, saw-tooth profile, varied heights of existing built form, and a high level of historic continuity and physical integrity. These special urban environments are most consistently found in the historic areas of Gastown and Chinatown, the character area of Victory Square and along the Hastings Street Corridor (Table 2). The boundaries of the catchment area are consistent with those of the former HBRP area, to ensure continued support for heritage values identified by the DTES communities. The amount of transferable heritage density that may be provided as compensation will vary from site to site. In many cases, this may equal the difference between the maximum allowed density (floor space ratio - FSR) stipulated by the area’s Zoning and the existing built density. The THD may not be available if the heritage conservation work is undertaken under the rezoning application or the property is already designated and no further designation is required.

Any transfer of additional density provided as compensation for designation is subject to the property being designated as a protected heritage property and the owner entering into a Heritage Revitalization Agreement with the City, both of which will be subject to Council approval.

In addition, the City retains the right to not consider providing compensation in the form of transferable heritage density for sites that are found significantly underdeveloped (the existing FSR is less than 35% of allowed FSR) and where a compatible addition has not been considered as part of the proposal. The intent is to encourage redevelopment of severely underdeveloped heritage sites where opportunities for appropriately incorporated additions may exist, and would not adversely affect the site’s heritage value or character-defining elements. This approach would also help to retain the associated economic potential within the DTES area.

Gastown: Unlike other areas, the City’s Zoning By-law does not establish any density regulations in the historic area of Gastown. Instead, the HA-2 Zoning District Schedule sets a maximum building height of 75 ft., which generally applies when developing vacant sites or considering rooftop additions. If the site is occupied by a heritage building that is not legally

protected, the planning policy would consider compensation for heritage designation in the form of a compatible one-storey setback rooftop addition, subject to not exceeding the height limit of 75 ft. The density resulting from a potential one-storey rooftop addition and/or rear/side addition on vacant land, in some cases, would be used to establish the maximum FSR allowed. Owners would have a choice to use the additional density on site, as approved through the process of heritage conservation, or to claim it for transfer through the HIP application. Properties that currently meet or exceed the height limit of 75 ft. are considered fully developed and will not be eligible for the THD. Should the Zoning By-law change in future the updated FSR values would take precedence.

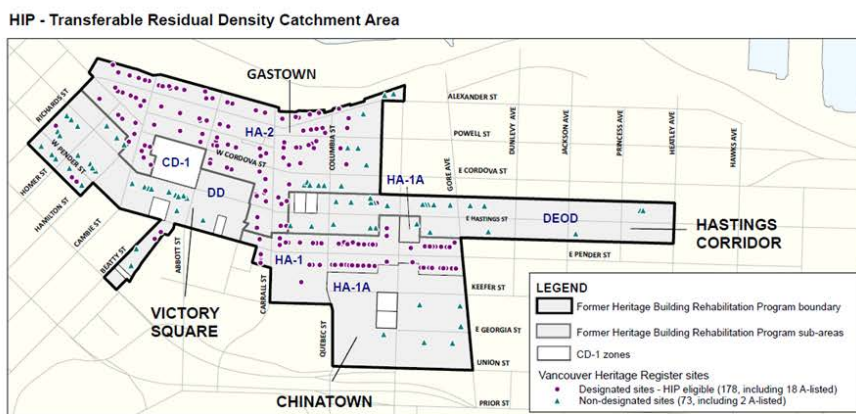


Table 2 – THD Catchment Area: Gastown, Chinatown, Hastings Street Corridor, and Victory Square

6.3 Zoning and Parking By-law Relaxations

Additional incentives consisting of zoning and parking by-law relaxations may be available if considered essential to securing quality heritage conservation. These are usually considered by the Director of Planning or Development Permit Board where strong heritage conservation rationale exists.

6.4 City of Vancouver Building By-law Alternate Compliance

For rehabilitation work on all existing buildings, including heritage, the City of Vancouver Building By-law (VBBL) requires a certain level of compliance. For heritage buildings undergoing a rehabilitation process, there may be some flexibility in order to accommodate the retention and conservation of a building's character-defining elements and heritage values, the VBBL offers an alternate compliance method to accommodate conservation efforts (for more information see Division B, VBBL 2014).

7 Eligibility Criteria

7.1 To be considered under the HIP, the application must meet the following eligibility criteria:

- 7.1.1. Buildings/sites must be listed on the VHR and legally protected by a heritage designation by-law. If not designated at the time of inquiry, the application may still be eligible subject to its designation prior to a development permit issuance. New designations within the THD catchment area will be eligible for transferable heritage density as compensation for the reduction in market value as a result of the designation.
- 7.1.2. Privately owned commercial (e.g. office, mix-use, rental residential, industrial, religious/spiritual and institutional) and non-commercial (e.g. strata residential use) properties, and buildings that are operated by a non-profit organization and managed under a long-term lease agreement (10 + years) with the City of Vancouver are eligible.

- 7.1.3. Buildings constructed primarily of unreinforced masonry (including when combined with heavy-timber post-and-beam, structural steel, unreinforced concrete, or other historic period structural assemblies) in need of seismic upgrade are eligible.
- 7.1.4. Those heritage properties that have already undergone seismic/structural upgrades that meet or exceed the current VBBL S3 structural upgrade level may be eligible if further substantive upgrades are offered (e.g. fire-safety: sprinklers, seismic: enhanced S3 level, non-structural, accessibility or energy upgrades).
- 7.1.5. Buildings/sites that received City incentives through HFRP or have an active application for City incentives through other programs (e.g. cultural grants, economic revitalization grants etc.) may be eligible, except for the component of the work which was already incentivized.
- 7.1.6. Single-family and duplex dwellings, multi-family conversions, row-houses, and similar smaller building typologies that are primarily of wood-frame construction may be eligible through the Heritage House Conservation Program (see the HHCP Policies and Procedures) for more information.
- 7.2. The following section described the circumstances where buildings/sites may be ineligible for consideration under the HIP:
- 7.2.1. Buildings/sites that were redeveloped, rehabilitated, or rezoned, and received City incentives in some form (e.g. zoning and land use variances, density transfers, CAC credits, property tax exemption, or grants) in the past (through either HBRP, HRA, or a rezoning process).
- 7.2.2. Major redevelopment projects (either through the development permit or rezoning process) involving single or consolidated sites where eligible heritage resources are found, offering low retention levels of existing heritage structures and/or significantly altering heritage resources to accommodate new construction are ineligible for the HIP incentive.
- 7.2. The following requirements and conditions also apply:
- 7.3.1. The property owner must not be in arrears in payment of property taxes, or otherwise in contravention with City bylaws.
- 7.3.2. The applicant must comply with approved permits, heritage conservation standards, restoration agreement, design guidelines, policies, by-laws, or complementary standards and provisions that apply before grant funds will be released.

The City retains the right of ultimate approval throughout the review and the decision-making process.

8 Application Requirements & Process

HIP applications will be considered in two phases; pre-application and application phase. The approval of incentives is subject to City Council review and endorsement. Proposals will be received and processed annually, with the application cycle starting on **October 1st** every year (application documentation submission deadline).

8.1 Pre-Application Phase

The purpose of the pre-application phase is to provide public information, assist with inquiries, and engage those interested in participating. Property owners of eligible heritage buildings are invited to submit pre-application packages for the HIP consideration by **June 1st** every year.

8.1.1 Submission Requirements

To apply, the pre-application package consisting of the following documentation must be submitted:

- (a) HIP - Expression of Interest form featuring:
- A statement outlining how the proposal meets the HIP intent and eligibility criteria
 - Statement of Significance (SOS) for the property
 - Project rationale including the heritage conservation strategy outline

- (b) Professional assessment of current building condition (structural/seismic /life-safety systems)*
- (c) Early cost estimate to complete the heritage conservation scope of work

*Applicants are strongly encouraged to provide as much information as possible at this early stage, in particular, the structural /seismic and fire/life-safety assessment reports, and the heritage conservation strategy. Information collected at this stage will be used to finalize the selection process and short-list candidates. Incomplete submissions may be difficult to assess, would delay processing, or could be found ineligible.

8.1.2 Evaluation Process

The pre-application evaluation process will determine eligibility and prioritize projects, particularly if the demand for incentives exceeds the annual HIP budget. Higher scoring proposals will have a better chance of proceeding to the application phase. The evaluation process will assess all participating proposals against the following five evaluation criteria:

8.1.2.1. The proposed level of upgrades:

- level of retention and conservation
- selection of use (the one that minimizes physical impact is favored)
- sustainable heritage rehabilitation approach

8.1.2.2. The proposed level of upgrades:

- verifiable seismic/structural upgrades are mandatory
- fire and life-safety upgrades are mandatory

8.1.2.3. Building/site is considered to be of special community importance where cultural, social, or housing uses comprise a significant part of their heritage values, and/or building/site is located within historic areas (e.g. Chinatown, Gastown) or character urban districts (e.g. Victory Square, Hastings Street Corridor, Powell Street, Granville Street).

8.1.2.4. The extent of deterioration or dysfunction (e.g. vacant or seriously underutilized for a prolonged period of time). The property which is intentionally neglected and where the owner may have not sufficiently responded to warnings or requests from the City to rectify issues may be considered ineligible for incentives.

8.1.2.5. Private/public capital investment ratio (eligible heritage conservation cost - private investment /eligible incentive - public investment. A higher level of private capital investment may yield favourable consideration under this criterion.

Evaluation will be conducted by staff involved with the HIP implementation, consisting of the representatives of the following City departments:

1. Planning, Urban Design, and Sustainability Department – conservation review
2. Development, Buildings, and Licensing Department – seismic/building systems upgrade review
3. Real Estate and Facilities Department – financial review

The results of the evaluation review will consist of an evaluation score, an order of magnitude of potential incentive, as well as a recommendation to either “proceed”, “re-apply”, or “ineligible” for each of the participating projects. The final decision will be made by senior COV staff based on the evaluation score as described in Table 3, by July 1st.

	Evaluation Criteria	Item	Score per Item	Score per criterion
1	Conservation program	Retention Level	1	3
		Use Compatibility	1	
		Sustainable Rehabilitation	1	
2	Upgrade levels	Seismic / Structural systems	1	2
		Fire / Life-safety systems	1	
3	Contribution to other major City initiatives	Priority housing	1	3
		Cultural use	1	
		Within historic area	1	
4	Extent of deterioration	Vacant / seriously underutilized	1	1
5	Investment ratio	>2	1	1
	Total Score	10 out of 10	10	100%

Table 3 – Evaluation Scoring Sheet

Although the best effort will be made to accommodate all submissions, it is conceivable that not all of the projects would proceed to the Application Phase or receive the Council’s support. Owners of the eligible projects that were not selected through the pre-application evaluation process will have the opportunity to re-apply in the following calendar year.

8.2 Application Phase

Inquiries that successfully qualified through the pre-application evaluation process would proceed to the application phase where a complete set of documentation will be required by **October 1st**, as follows:

- (a) Heritage Conservation Plan, including:
 - Statement of Significance (for building and the area, if applicable)
 - Conservation Procedures
 - Sustainable rehabilitation rationale and procedures
 - Maintenance plan
- (b) Structural/Seismic Assessment Report, with an upgrade proposal
- (c) Fire & Life Safety Assessment Report, with an upgrade proposal
- (d) Building Systems Assessment Report, with an upgrade proposal (only if proposed)
- (e) The cost estimate by a Quantity Surveyor clearly identifying heritage conservation related costs
- (f) Development Permit (DP) application documentation

All complete HIP applications received by the established application deadline, **October 1st**, will be processed by staff and presented to the Vancouver Heritage Commission (VHC). Following the VHC review, the administrative report will be drafted and HIP applications will be presented to Council for consideration and conditional approval of incentives. If approved, and subject to all conditions that City Council may have, processing will continue, including permits and preparation of necessary legal agreements. The agreements should be registered on title and all required permits issued prior to the commencement of any construction and conservation work on site. The application phase is time sensitive and would require the full cooperation of all parties involved, including applicants and consultants. Late applications will not be able to proceed through the HIP under the current processing path but could be considered again in the next year.

Heritage buildings located on sites involved in a rezoning proposal may be considered for heritage incentive (grant only) subject to compliance with HIP requirements. In this case, financial assistance for onsite heritage conservation may come in the form of approved heritage premium costs or the total HIP grant amount factored into the pro forma and would be subject to a maximum amount as per the HIP criteria, reflecting the size of the building and the quality of the proposed heritage conservation work.

9 Budget

The budget for the HIP is secured primarily by the CAC heritage allocations collected citywide through rezoning activities. A percentage of the total CAC amount is allocated to the Heritage Conservation Reserve (HCR) for processing and distribution through the HIP. Given the diversity of heritage resources, applications of varying complexity levels are expected. Approximately six (6) to eight (8) applications are anticipated annually. The funding required to support this level of heritage conservation activities is projected to be \$18 million annually. The actually available funding may vary from year to year subject to citywide rezoning activities and the CAC payments received.

Important: The HIP will only use the funding that is actually available in the HCR. This may affect the number of annual applications that could be processed or the number of incentive packages offered and may necessitate evaluation procedure to short-list applications (Section 8, Table 3).

10 Eligible Cost

Heritage conservation construction costs and associated professional fees are eligible for consideration. For the purpose of the HIP, the heritage conservation construction cost is defined as the construction cost associated with the conservation work identified by the approved conservation plan and closely defined by its heritage conservation procedure. In addition, the following professional documentation costs are eligible: consultant fees to conduct heritage evaluation and develop the SOS, conservation plan, structural report to assess physical condition / seismic capacity of the building and create an upgrade proposal, other professional assessment reports as the case may be, and quantity surveyor's cost. An estimate prepared by a quantity surveyor is required and will be subject to verification and approval by the COV Real Estate Services. Costs related to any new construction on site (addition), land/building acquisition, contingency, financing fees, developer's profit and similar, are ineligible.

The professional fee cost claim should not exceed 10% of the total submitted eligible cost and cannot be claimed (refunded) should the application receive no support from staff or Council. The cost claimed for seismic/structural and other VBBL upgrades should not exceed 50% of the total eligible cost claimed.

The HIP will provide financial assistance to qualified applicants, as follows:

- \$100 per sq.ft. of the total floor area, up to 50 % of the eligible cost (see Section 6)
- Up to \$4.0 million per building /site, depending on the size and complexity
- If the site/project involves two (2) or more heritage buildings they will be assessed independently.

11 Eligible Work

To be eligible for HIP incentives, the proposed scope of work must meet the following requirements:

- Retention, conservation and the continued use of the building.
- Heritage conservation including but not limited to the conservation of the exterior and interior (as the case may be) architectural features, materials and finishes, seismic and structural upgrades, life-safety building system upgrades. Other building system upgrades may be eligible.

Major re-development projects, offering low retention levels of an existing heritage structure while significantly altering heritage resource (e.g. facade only retention or major addition to the building resulting in removal, or severe structural alterations) may not be eligible.

12 Additions

A compatible one or, in some cases, two-storey setback roof-top addition may be considered if additional height or floor area (density) meet the applicable zoning requirements.

Heritage buildings of up to three (3) storeys may be considered for a one-storey setback rooftop addition. Buildings with four (4) or more storeys may be considered for up to two-storey rooftop setback addition, subject to meeting other architectural, urban design and planning requirements (e.g. height or density limits), as well as the building's structural capacity to carry additional load without triggering removal of existing structure or major structural replacement. Where a proposed rooftop addition could result in the removal or replacement of primary structural components or addition of significant new structural elements adversely affecting existing heritage value (both interior or exterior), the rooftop addition may be limited to a more appropriate level (reduced height), denied, or may result in the project becoming ineligible for incentives.

Side or rear additions may be considered, on a site-specific basis, subject to land availability, its impact on the existing heritage resource, and architectural and urban design considerations. Construction costs related to new additions are ineligible for the purpose of the HIP. This principle also applies to potential rezoning sites occupied by a heritage building.

Severely underdeveloped sites (less than 35% of allowed density) within the THD catchment area may be required to consider further on-site development (rooftop, rear, or side addition) in order to become eligible for the optional THD incentive.

For additions to be considered, high levels of architectural and urban design excellence, as well as adherence to heritage principles of integrity, compatibility, and distinguishability must be demonstrated.

13 Retention Limited to Building Façades

Façade-only retention (facadism) is not considered a heritage conservation procedure and thus a proposal based on this approach will be ineligible for HIP incentives.

Note: In a case where a significant portion of the heritage building was lost to a fire or earthquake, or otherwise found deteriorated beyond repair, the façade-only conservation scope of work may be supportable and eligible for a façade grant incentive through the Heritage Façade Rehabilitation Program (HFRP).

14 Seismic/Structural and other VBBL Upgrades

Seismic/structural, life-safety, and other building systems upgrade requirements will be carefully assessed through the application process to ensure an effective yet appropriate level of upgrade. Although it is not expected that the proposed heritage conservation project will always meet 100% of the Vancouver Building By-law (VBBL) or other applicable by-laws, substantive, tangible, and verifiable upgrades to the existing structure and its building systems are required. Each building is unique and may require its own solutions. Generally, overall upgrade levels should meet the following Major Renovation expectations: seismic and structural upgrades (enhanced S3), life-safety building system upgrades (F2 including sprinklers), conservation of exterior (N3), and energy (E4). Note: new additions may trigger a higher level of compliance with the VBBL requirements (S4, F4, N4, A4, and E6) and potentially adversely affect heritage conservation efforts, ultimately resulting in a non-support for incentives.

The level of upgrade requirements will depend on a building's condition at the time of application and would be determined on a case by case basis. Both the assessed level of current condition and the proposed level of upgrades must meet the requirements of the Chief Building Official and the Director of Planning. Heritage buildings that are primarily made of unreinforced masonry (often involving heavy timber, steel or concrete assemblies as well), that have not been seismically upgraded in the recent past (25 or more years), and are currently not subject to a major reconstruction proposal (rather, undertaking a sensible heritage conservation approach), may be eligible for VBBL heritage relaxations. Worth mentioning is sprinkler system installation, which provides a significant improvement to life safety and asset protection while also allowing building code relaxations for heritage buildings. If the scope of work entails a major occupancy change, property strata titling or significant new addition, the proposal must meet the VBBL requirements (achieve full upgrade).

Structural/seismic, life-safety, and other building systems assessment reports are required at the pre-application stage, identifying the current condition, assessing it against the VBBL, and proposing upgrades for consideration. The proposed scope of work would need to be clearly described, itemized, and quantified, as this information would also be used to establish the project cost.

Upgrades to mechanical, electrical, or plumbing building systems, although desirable, may not be considered eligible for the incentive if determined that the replacement was due as a regular capital upgrade or excessively deteriorated due to lack of appropriate maintenance.

15 Legal

Should Council approve the application, the applicant will be required to enter into an agreement with the City to ensure the continued maintenance of the conserved building. This agreement (Restoration Agreement or Heritage Revitalization Agreement in the cases where THD is considered) 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 conservation work (including seismic upgrades) be supervised by a qualified heritage consultant, will contain the terms and conditions upon which the grant is to be paid and the THD allowed for transfer, if applicable, once the conservation work is complete. It will also require the owner of the property to keep the heritage building in good appearance and good repair after completion of the conservation work. Should the owner decide to further develop the site which received the HIP grant (but not the THD incentive) and by doing so potentially adversely affect the already conserved building, or the property becomes subject to a major redevelopment proposal within the period of fifteen years after completion of the conservation work, the full refund of the grant may be required. If the THD was made part of the incentive package/ compensation no further addition of density may be considered on the site.

The grant will be issued and the transfer of heritage density allowed, if applicable, only after the agreement is registered on title to the property, the property designated, the conservation work completed in accordance with permits and associated agreements and the conservation plan satisfactorily implemented, the Occupancy Permit issued, and the owner has delivered to the City satisfactory proof of payment of the costs incurred in carrying out the conservation work. No portion of additional density provided as compensation for heritage designation will be considered for transfer before the full completion of the project and Occupancy Permit issuance.

16 Completion Procedure

Heritage conservation work contemplated under the HIP incentive application must be completed within a period of three (3) years from the date of the legal agreement being registered on title. A development permit may not be issued unless a legal agreement is in place (registered). If not completed within the three-year (3) time frame as described, no further extension will be granted and the applicant will not be able to claim the HIP incentives even if the project is subsequently completed. In the case where special strenuous circumstances have unexpectedly affected the project's timeline, a one-year (1) extension may be considered. To receive a one-year (1) extension, the applicant would need to apply within the initial three-year (3) term and provide sufficient evidence for consideration. The completion date is the date of an Occupancy Permit issuance.

17 Grant Release Procedure

The grant is claimed by the applicant by submitting a Letter of Completion stating the completion status of all construction work including heritage conservation, implementation of the conservation plan, compliance with the Legal Agreement registered on title, and confirmation of the issuance of the Occupancy Permit. In the enclosure, the applicant should submit the following documentation:

1. Project Completion Status Report prepared by the heritage consultant and endorsed by the property owner,
2. Financial Statement Summary, including an itemized summary of payments prepared by a quantity surveyor, clearly identifying and counting only costs related to the approved heritage conservation scope of work. Copies of all related invoices should be made available for review.
3. Copy of the Occupancy Permit,
4. Financial information for grant disbursement (Note: Funds will be disbursed electronically).

Upon receipt of the Letter of Completion, staff will conduct a site visit to verify the project status as reported. The site visit will be conducted by the Heritage Consultant who supervised the work, the owner or it's representative (usually General Contractor or Architect), and the City's representative (usually the Heritage Planner). Staff will also review submitted financial statements to determine the final project cost and confirm the incentive amount in accordance with HIP procedures and the legal agreement.

Upon successful completion of the site visit, a review of the submitted financial statement and subject to all other HIP requirements being met, the City staff will initiate release of the heritage grant payment.

Should it be found that the conservation work has not been completed as agreed or the required documentation not filed as requested, the City would retain the right to not issue incentives until all requirements have been met, or to reduce the grant payment accordingly. During the process of verifying and adjusting the grant, the City may ask for additional information and retains the right to a final decision on the matter. Only after all of the above has been completed to the full satisfaction of the City, the incentives including the THD would become available.

3.0 STATEMENT OF SIGNIFICANCE



St. Andrew's-Wesley United Church, 1932. [Moore Co., photographer. CVA Ch N76.1]

DESCRIPTION OF HISTORIC PLACE

St. Andrew's-Wesley United Church is located at the corner of Burrard and Nelson Streets in the West End neighbourhood of downtown Vancouver. Designed in the Gothic Revival style, it is clad in random coursed, rough-dressed granite with smooth terra cotta trim. The main arched entrance faces east, surmounted by a massive arched window with stone mullions. A prominent bell tower faces the corner, with arched upper openings and quatrefoil

balustrades. Transepts with arched windows project to the north and south. The cross-gabled roof is steeply sloped, and fronted by stone gables. The elevations features freely-adapted Gothic Revival motifs including stepped corner buttresses with decorative caps, open and blind tracery panels, Gothic pointed-arch windows with stone tracery, an extensive use of stained glass. St. Andrew's-Wesley United Church stands across Nelson Street from First Baptist Church, and this pair of landmark Gothic Revival churches is perceived as a gateway to the West End.

3.0 STATEMENT OF SIGNIFICANCE

HERITAGE VALUE

St. Andrew's-Wesley United Church is valued for its architecture and landmark status among the grouping of important heritage buildings on Burrard Street; for its imposing architecture; for its place within the religious architecture of Vancouver; and as a symbol of the role of the United Church in Vancouver.

St. Andrew's-Wesley United Church is part of a significant grouping of important heritage buildings along Burrard Street, which together form a ceremonial procession into downtown Vancouver. Set close to the street, its imposing stone façades contribute to the heritage character of Burrard Street and match the setback, massing and scale of other nearby heritage buildings, including the Dal Grauer Substation, the B.C. Electric Building, The Young Men's Christian Association, First Baptist Church and St. Paul's Hospital.

St. Andrew's-Wesley United Church is valued as one of Vancouver's most venerable churches. Paired with the adjacent First Baptist Church St. Andrew's-Wesley United Church forms part of a distinctive grouping of religious architecture that marks the edge of the West End neighbourhood, but also faces the downtown core. Designed in 1930 and completed in 1933, it is additionally significant for its exceptional Gothic Revival architecture, as conceived by prominent local architects Twizell & Twizell, known for the design of numerous other churches in Western Canada. This church is considered their masterwork, and also features one of the city's finest ecclesiastical interiors.

The church is also a strong symbol of the longevity and history of the United Church and its antecedents in Vancouver, and is valued by its congregation as a welcoming place of worship in the busy downtown core. It stands as a symbol of the longevity and history of two early congregations that were joined in Church Union of 1925, and built this prominent structure as part of their new combined identity. Built during the depths of the Great Depression, it was also a sign of faith in the renewal of the city and the strength of the new United Church. As the main United Church in the city, its stone walls, formal layout and fine craftsmanship create a sanctuary of calm and solemnity.

CHARACTER-DEFINING ELEMENTS

The character-defining elements of the St Andrew's Wesley United Church Cathedral include its:

- prominent corner landmark location on Burrard Street in the downtown core, across Nelson Street from a similar stone structure, First Baptist Church, and in proximity to other major institutional and commercial buildings located along the ceremonial Burrard Street corridor;
- continuous use as a place of worship since construction;
- ecclesiastical form, scale, and massing as expressed by the asymmetrical massing with projecting transepts, steeply sloped cross-gabled roof, Latin cross plan, lower one-story wings, pointed-arch window openings, and corner bell tower;
- masonry construction, including cladding of random coursed, rough-dressed Nelson Island granite, stone window mullions and smooth terra cotta trim;
- masonry construction, including concrete internal structure;
- freely-adapted Gothic Revival design elements including recessed pointed-arch entries, stepped corner buttresses with decorative caps, open and blind tracery panels, quatrefoil balustrades; a variety of Gothic pointed-arch windows with stone tracery including massive window assemblies with stone tracery; extensive use of traditional and contemporary stained glass; and wooden entry doors with iron strap hinges;
- granite block corner stone inscribed 'St. Andrew's Wesley United Church Erected To the Glory of God. 1st of July 1931'; and
- interior features such as its: traditional internal sequence that progresses through a narthex to the main open nave with Gothic arches and side aisles, transepts, chancel and apse; rear balcony above narthex; Gothic timber truss roof and lacunar ceiling; original pendant lights; side chapel with stenciled walls; and stained glass windows throughout, created by various artists between since 1933.



Tuesday, November 5, 2019

Re: St. Andrew's-Wesley United Church Conservation Summary

Requiring extensive structural remediation, St. Andrew's-Wesley United Church is undergoing interior and exterior rehabilitation work to upgrade its structure and services to address life safety and ongoing maintenance concerns, while increasing its functionality for continued ecclesiastical use. As part of the scope of work, exterior character-defining elements will be preserved, the original structure will be rehabilitated, and missing or deteriorated elements will be restored.

The major proposed interventions of the overall project include:

- preservation of the church's original form, scale, and massing as expressed by its asymmetrical massing with projecting transepts, steeply sloped cross-gabled roof, Latin cross plan, lower one-story wings, pointed-arch window openings, and prominent corner bell tower;
- preservation and rehabilitation of exterior masonry walls, including patching of the terracotta and andesite stone, and significant repointing of the rough-dressed Nelson Island granite and smooth terra cotta trim;
- rehabilitation of the roof structure and cladding system, including the installation of a new historically-appropriate copper board and batten roofing system;
- rehabilitation and stabilization of fenestration, where required, including the re-leading and repair of select stained glass windows;
- rehabilitation of structural masonry construction, including the voluntary seismic upgrade of the internal concrete structural system, foundation, and masonry bell tower;
- upgrade of the mechanical and electrical systems; and
- restoration and rehabilitation of significant interior features, including the repair of interior plaster and granite surfaces, installation of new historically-appropriate stone tile flooring, and handicap accessibility to the chancel.

All interventions to St. Andrew's-Wesley United Church will be based upon the Standards outlined in the *Standards & Guidelines for the Conservation of Historic Places in Canada (2010)*.

Sincerely,

A handwritten signature in black ink, appearing to read "don luxton".

Donald Luxton, FRAIC, CAHP, Principal
Donald Luxton & Associates Inc.



Canada's
Historic Places

A Federal, Provincial and Territorial Collaboration

Sun Tower

100 West Pender Street, Vancouver, British Columbia, V6B, Canada

Formally Recognized: 1974/12/17



Beatty Street elevation



Pender Street elevation



The hexagonal dome, with its copper roof, 2004.

OTHER NAME(S)

Sun Tower
World Building

LINKS AND DOCUMENTS

n/a

CONSTRUCTION DATE(S)

1911/01/01 to 1912/01/01

LISTED ON THE CANADIAN REGISTER: 2006/10/02

STATEMENT OF SIGNIFICANCE

DESCRIPTION OF HISTORIC PLACE

The Sun Tower is located at 100 West Pender Street in the Victory Square area of Vancouver. It is an impressive seventeen-storey commercial building, designed in an eclectic combination of architectural styles. It is the anchor of a group of visually-related commercial buildings extending south along Beatty Street.

HERITAGE VALUE

Built in 1911-1912, the heritage value of the Sun Tower is found in its distinctive landmark architecture, its association with Louis D. Taylor and the Vancouver World and Sun newspapers, and as an example of the expansion of the City's business district to this eastern fringe of downtown.

The architectural value is seen in its elaborate version of the Edwardian Commercial Style and its innovative construction. An eight-storey, L-shaped base runs 100 feet along Pender Street, 120 feet south on Beatty Street, and 110 feet along the former Canadian Pacific Railway spur line; it is surmounted by a nine-storey hexagonal tower capped by a distinctive Beaux-Arts dome and cupola. The architect was the talented and prolific William Tuff Whiteway. Nine sculpted terra cotta caryatids below the cornice (which gave their name to the former Nine Maidens Restaurant) were designed and created by renowned Vancouver sculptor Charles Marega. Impressive details are found throughout, from the curved marble staircase seen from the entrance to the brass key plates on the office doors.

The structure is comprised of a steel frame with brick-and-terracotta cladding. The contractor was J. Coughlan & Sons of Vancouver, a prominent local firm that was responsible for many steel-framed buildings at the time – and also assumed a mortgage on the building. When completed in 1912, it was

known as the World Building and it claimed to be the tallest building in the British Empire. It remains a highly visible landmark. The architectural arrangement of a 'mounted tower' slightly predates the same arrangement at the famed Woolworth Building in New York (1911-13) and the Smith Building in Seattle (1914).

The Sun Tower has value for having been commissioned by publisher and populist politician Louis D. Taylor, who bought the World newspaper in 1905. Taylor served as Mayor of Vancouver for eight terms between 1910 and 1932. As famous as Taylor was for his successes, he was equally renowned for his failures. He lost the newspaper and the building in 1915, largely because of the success of his political enemies, because the paper was over-financed and perhaps in part because it was located outside the urban commercial core.

Subsequent owners also add to the building's value. The large U.S. based Bekins Moving and Storage owned it for a dozen years from 1924. The illuminated 'Bekins' sign on the dome was a familiar Vancouver sight. An ancillary four-storey warehouse was across the street at 137 West Pender. The Sun newspaper, which took ownership and occupancy in 1937, emphasized the landmark status by installing neon signage and a large, illuminated globe on the exterior. Despite having moved to South Granville in 1964, the Sun left its legacy in the building's name and with the urban memories of rumbling presses in the basement, clattering typewriters above, and lively debates among familiar Vancouver newspapermen. Since that time the building has been used for rental offices, including a number of key Vancouver businesses among its tenants.

The Sun Tower also has heritage value for its location in a marginal part of the downtown and for stimulating the development of a 'new business district' along Pender Street. Despite a construction boom at the time, most of the adjacent buildings were warehouses and residential hotels, with only a few office buildings (e.g. the six-storey Duncan Building across the street at 119 West Pender) and other higher-end uses. The building has urban design value for anchoring the neighbourhood, as well as for terminating the impressive wall of masonry buildings along Beatty Street.

Source: City of Vancouver Heritage Conservation Program

CHARACTER-DEFINING ELEMENTS

The character-defining elements of the Sun Tower include its:

- prominent corner location at Beatty and Pender Streets
- dual role as an anchor to a business district (Pender Street) and an important streetscape of masonry-clad warehouse structures (Beatty Street)
- eight-storey, L-shaped base surmounted by a nine-storey polygonal tower and capped by a distinctive Beaux-Arts dome and cupola
- many exterior architectural features, particularly along the Pender and Beatty Street elevations, including (from bottom to top) the ground-floor terra cotta arches, pilasters, and columns; the rusticated brick treatment of the next four floors, featuring square-headed windows in pairs, with stone sills; the ornamental terra cotta arches and pilasters above that; the nine terra cotta caryatids (by sculptor Charles Marega); the brick walls, pilasters, paired windows, and stone sills of the two-stage tower; the cornices; the hexagonal dome, with its copper roof pedimented dormers, and ornate oculi; and the cupola, with its open arches and square dome
- one-over-one wood sash windows
- location of the main entrance on the corner of the building, including its curved, marble staircase and brass railing
- east (lane / railway spur line) elevation, with its plain brick walls, rhythm of 'punched' windows, metal tie rods in the brick façade, fire escapes on the base and tower, and the loading bay
- interior features that have been identified, including the marble staircase that wraps around the elevator core, with marble treads, cast-iron balusters, and tile wainscoting; the cast-iron newel posts; the multi-coloured geometric floor tiles; and the brass key plates inscribed 'W' on the doors

1 RECOGNITION

SUN TOWER - 128 W PENDER CONSERVATION OUTLINE

October, 2019

Historic Name: Sun Tower/ (World Building)

Date of Construction: 1911/12

Architect: William Tuft Whiteway
(1856-1940)

Style: An elaborate form of Edwardian Commercial with the podium exhibiting the typical tripartite development of base, shaft and elaborated attic/cornice, in this case ornamented with exquisite female caryatids, and with the two corner bays rising up an additional nine storeys as part of a hexagonal tower capped with a six sided terra cotta tile clad dome featuring terra cotta clad gable and ocular dormers and an open copper-roofed cupola.

Construction: The building is a steel frame on reinforced concrete foundations, with floor construction of concrete encased I-beams integral to concrete floor slabs, brick and hollow clay tile fire-cladding on the steel framing and clad in brick and terra cotta.



Proposed Restoration Plan

The proposed project is intended to expand on the currently approved dome envelope seismic stabilization which involves replacement of the current unstable terra cotta tile dome cladding with a custom stamped copper sheet roof surface over a bituminous waterproofing membrane. Rehabilitation and seismic pinning of the terra cotta clad dormers and the collar below the cupola is part of this work.

The proposed project would involve the restoration and seismic anchorage of the extensive terra cotta cladding below the dome to the storefront cornice, as well as window conservation, sheet metal flashing and coping of projections and roof/wall anchors, as outlined below:

- Levels 14 through 18, restoration and anchorage of all of the extensive terra cotta and brick cladding of the upper tower, which is in poor condition on the North/Northeast/Northwest elevations,

- All of the terra cotta cladding has been caulked, and much of this early caulking is asbestos containing, so this envelope seismic stabilization work also addresses remediation of this hazardous material and replacement with proper masonry mortar joints,
- Extension of the existing complex scaffold system to provide access to the tower and podium walls.
- Levels 9 through 14 - restoration and seismic pinning of terra cotta clad sills and exterior brick and repair of rust jacking brick lintels at the northeast tower corner,
- Podium levels 6 - 8, restoration and anchorage of all of the extensive terra cotta cladding of the podium attic and cornice ,
- Podium levels 2 to 5, restoration and seismic pinning of terra cotta clad sills and brick veneer,
- Rehabilitation of all of the existing wood one-over-one single glazed, double hung windows in accordance with a detailed window survey and conservation approach, including selective replacement of extensively deteriorated lower sash and a several sills, surface honing of some sills, Dutchman repair to select deteriorated jamb bottoms, select brick mold replacement and preparation and painting of all the windows on the tower and podium street facades,
- Copper and lead sheet flashings and copings of projecting sills and beltcourses to extend long-term protection against water ingress to the masonry cladding,
- Installation of roof and wall anchors to provide on-going and safe access to the exterior envelope for maintenance,
- Stabilization of cupola terra cotta cladding and steel framing; recent investigation has exposed a higher level of terra cotta and steel frame deterioration than originally expected and a remedial approach is currently being formulated.

Summary

The proposed extension of envelope seismic upgrade and envelope conservation work to the cupola, tower and street facades below the dome admirably meets the City's Heritage Incentive Plan objectives by dramatically improving the building's seismic and envelope performance and conserving this iconic heritage tower for future generations. The Owners have embarked on a massive voluntary envelope seismic upgrade and restoration of the dome at their expense, demonstrating a high level of heritage building stewardship and an appreciation for the building's iconic cultural status in Vancouver.



RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION

3. Heritage Incentive Program: Update and Project Recommendations to Council

MOVED by Commissioner Gordon
SECONDED by Commissioner Jacques

WHEREAS:

1. The City has established a Heritage Incentive Program offering grants to privately owned buildings for seismic upgrading and heritage rehabilitation;
2. The City has received an application from St. Andrews-Wesley Church that meets the criteria for funding under the above-mentioned program; and
3. The Vancouver Heritage Commission is satisfied that the conservation work to be undertaken will ensure the building's longevity as a landmark historic asset in the City of Vancouver.

THEREFORE BE IT RESOLVED

- A. THAT the Vancouver Heritage Commission supports the proposed work as presented at its meeting on October 21, 2019, and requests Council to fund it under the Heritage Incentive Program;
- B. THAT the Vancouver Heritage Commission recognizes that the scope of work has been limited by the maximum amount available to a single grantee, and urges staff to monitor the ability of the Heritage Incentive Program under its current criteria to accomplish necessary conservation work of significant buildings in the city.

CARRIED UNANIMOUSLY

MOVED by Commissioner Keate
SECONDED by Commissioner Leduc

WHEREAS:

1. The City has established a Heritage Incentive Program offering grants to privately owned buildings for seismic upgrading and heritage rehabilitation;
2. The City has received an application from the owner of the Sun Tower that meets the criteria for funding under the above-mentioned program;

3. There is an urgent need for repairs to the terracotta surfaces of the building; and
4. The Vancouver Heritage Commission is satisfied that the conservation work to be undertaken will ensure the building's longevity as a landmark historic asset in the City of Vancouver.

THEREFORE BE IT RESOLVED

- A. THAT the Vancouver Heritage Commission supports the proposed work as presented at its meeting on October 21, 2019, and requests Council to fund it under the Heritage Incentive Program;
- B. That the Commission urges staff to monitor the ability of the Heritage Incentive Program under its current criteria to accomplish necessary conservation work of significant buildings in the city.

CARRIED UNANIMOUSLY