



REPORT

Report Date: January 16, 2020
Contact: Jason Olinek
Contact No.: 604.873.7492
RTS No.: 13581
VanRIMS No.: 08-2000-20
Meeting Date: May 12, 2020
[Submit comments to Council](#)

TO: Vancouver City Council

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

SUBJECT: HERITAGE: 6103 West Boulevard – S.E.P. (Stanley Ernest Peters)

RECOMMENDATIONS

- A. THAT Council add the existing building at 6103 West Boulevard (PIDs: 011-544-830 and 011-544-864; Lots 16 and 17 of Lot 9 Block 1 District Lot 526 Plan 4501 (together, the “site”)) known as the “S.E.P. Block” (the “Heritage Building”) to the Vancouver Heritage Register in the ‘C’ 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 façades on the east side, the north side, and a portion of the south side of the Heritage Building (as shown on Page 2 of Appendix A) 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 6103 West Boulevard, known as the S.E.P. Block (named after original owner Stanley Ernest Peters), to the Vancouver Heritage Register in the 'C' evaluation category and to designate its exterior façades on the east side, the north side, and a portion of the south side as protected heritage property. Approval by Council for designation and addition to the Vancouver Heritage Register is required to administer all conditional increases and relaxations as proposed in Development Permit Application DP-2019-00404 (the "DP Application") and as permitted by the *Zoning and Development By-law 3575*, prior to the issuance of the Development Permit.

The application proposes to preserve, rehabilitate and restore the historic façades along West Boulevard and West 45th Avenue and a portion of the south façade of the Heritage Building in situ and to construct a 5-storey mixed-use building to the south and west of the heritage façades. The original storefront will be restored based on archival evidence from the original blueprints of the building, including the decorative glazing.

To help facilitate and compensate the owner for the heritage designation, restoration and conservation of the Heritage Building's façades, the Development Permit Board has approved relaxations to the *C-2 District Schedule* as set forth in the DP Application, subject to conditions, including Council approval of the heritage designation and addition to the Vancouver Heritage Register. Table 1 of Appendix B summarizes the proposed relaxations of the applicable *Zoning and Development By-law* regulations. The General Manager of Planning, Urban Design, and Sustainability is prepared to issue the DP should Council approve the recommendations of this report and all other conditions of development are met.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

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.

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

The following Council policies are applicable to the project:

- *Heritage Policies and Guidelines* (May 1986, last amended September 2002)
- *Heritage Action Plan* (December 2013)
- *C-2 Guidelines* (December 2003, last amended September 2018)
- *Arbutus Ridge / Kerrisdale / Shaughnessy Community Vision* (November 2005)

GENERAL MANAGER'S COMMENTS

The General Manager of Planning, Urban Design, and Sustainability recommends approval of A through C.

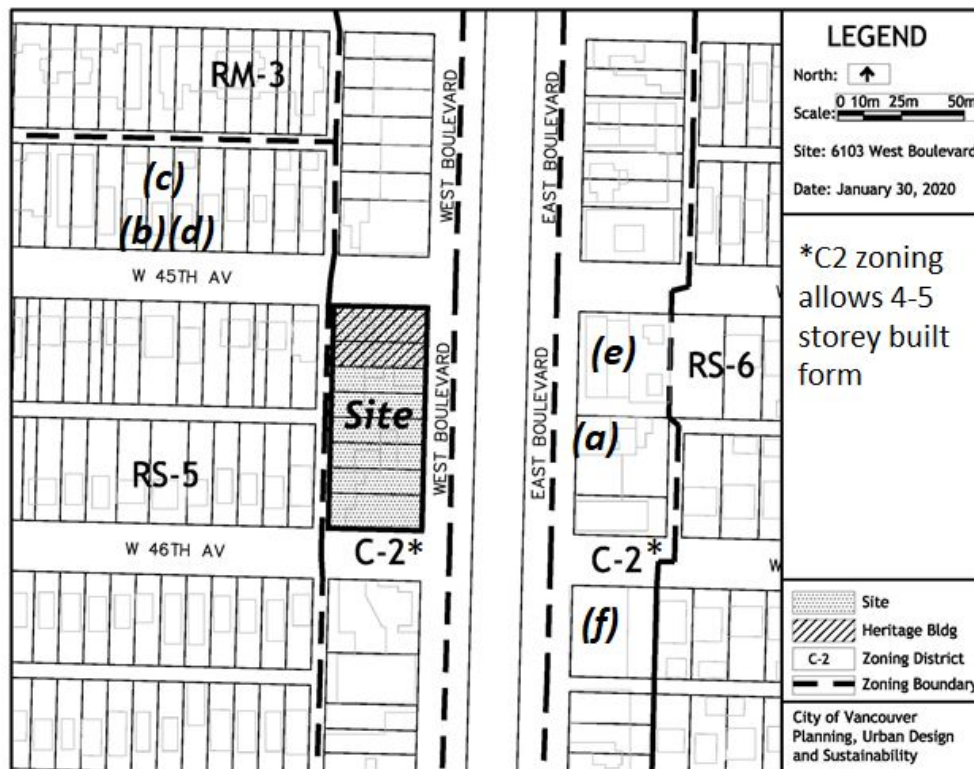
STRATEGIC ANALYSIS

Site and Context

The Heritage Building straddles two parcels located in the Kerrisdale neighbourhood in an area zoned C-2 (see Figure 1). The proposed development consists of eight lots between W 45th Avenue and W 46th Avenue on West Boulevard. These lots are proposed to be consolidated as part of the proposed development. The *C-2 District Schedule of the Zoning and Development By-law* permits commercial and residential uses. There is a 6.1 m (20 ft) wide lane at the rear of the subject site.

The immediate context consists of at grade commercial and retail uses with residential above. Other properties listed on the Vancouver Heritage Register are listed on the map in Figure 1. Directly across from the subject site at 6168 E Boulevard is the Kirkland Metal Shop building which consists of a 5-storey mixed-use building and a rehabilitated heritage façade. The existing adjacent zoning on West Boulevard to the north and south is for 4-5 storey mixed use with allowable floor space ratio (FSR) of 2.5.

Figure 1: The site and surrounding zoning



Significant sites surrounding 6103 West Boulevard:

- (a) Kirkland's Metal Shop, 6168 E Boulevard, 5-storey mixed-use building, Heritage B(M)(H)
- (b) 2159 W 45th Avenue, 2-storey residential building, Heritage C
- (c) 2155 W 45th Avenue, 2-storey residential building, Heritage C
- (d) Stillman Residence, 2145 W 45th Avenue, 2-storey residential building, Heritage B(M)(H)
- (e) BC Hydro – George Dickie Substation, 2090 W 45th Avenue, 3-storey building
- (f) 2096 W 46th Avenue, 4-storey mixed-use building, c. 2004

Heritage Value

Constructed in 1930, the Heritage Building is a one-storey commercial building in the Kerrisdale neighbourhood. It is valued for its representation of interwar development in the Kerrisdale neighbourhood, its association with original owner Stanley Ernest Peters, and for its Mission Revival architectural features.

The interwar development boom in Kerrisdale prompted demand for new buildings, amenities, and services which encouraged real estate developer Stanley Ernest Peters to construct the Heritage Building at the corner of West 45th Avenue and West Boulevard in 1930.

The use of the Mission Revival style of architecture for the Heritage Building demonstrates the interwar preference for styles that referenced Southern California. The building features stucco cladding, a Mission-style parapet and decorative tilework. It is one of the few remaining examples of the Mission Revival style in Vancouver.

The Heritage Building is proposed to be added to the Vancouver Heritage Register as a C-listing and to be protected through a Heritage Designation By-law.

The heritage values are further described in the Statement of Significance and images included in Appendix A.

Development Application and Proposed Incentives

The zoning applicable to the site is C-2, which permits density up to 2.5 floor space ratio (FSR) and a maximum height of 13.8 m. (45.58 ft.). Section 3.2.5 of the *Zoning and Development By-Law* permits the Director of Planning or the Development Permit Board to relax certain provisions of the By-Law where the proposed development would make a contribution to conserving a building or site designated by Council as protected heritage property or a building or site on the Heritage Register.

The proposed incentives for this project include an increase of 10% FSR from the permitted 2.5 to 2.75 and an increase in height from the permitted 13.8 m. (45.58 ft.) to 19.8 m. (64.96 ft.). The additional height accommodates both the extra density proposed in exchange for the rehabilitation and designation of the Heritage Building, and the alignment of the ground floor of the new building to the Heritage Building. Table 1 of Appendix B summarizes the proposed relaxations of the applicable *Zoning and Development By-law* regulations.

The Development Permit Board has approved these relaxations to the *C-2 District Schedule* using Section 3.2.5 of the *Zoning and Development By-law* as incentive and compensation to be provided to the owner for the heritage designation and rehabilitation of the façades of the Heritage Building, subject to conditions, including Council approval of the heritage designation and addition to the Vancouver Heritage Register.

Compatibility with Existing Zoning and Land Use Regulations and Community Plans

The proposed protection and conservation of the Heritage Building is consistent with intent of the *C-2 District Schedule* of the *Zoning and Development By-law* as it will continue to provide for commercial uses serving local and city-wide needs along an arterial street and contribute to pedestrian interest.

It is also consistent with the *Arbutus Ridge / Kerrisdale / Shaughnessy Community Vision* by retaining the historic character of the area.

Condition and Economic Viability of the Heritage Building and Conservation Approach

The façades of the Heritage Building are in good condition. The applicant's heritage consultant has provided a detailed Conservation Plan and staff have concluded that the work is generally consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The Heritage Building retains much of its original Mission Revival character, including form, decorative features, and cladding. The proposed interventions on the Heritage Building include restoring the traditional storefronts using original blueprints and rehabilitating existing features such as the stucco cladding, the mosaic tile, and the Mission Revival style parapet, while continuing its commercial use (Appendix C).

Comments of Advisory Bodies

On July 15, 2019, the Vancouver Heritage Commission reviewed the DP Application and supported it with comments (see Appendix D).

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 engineering infrastructure.

This site is subject to City-wide DCLs and City-wide Utilities DCLs on the proposed 7,226 sq. m (77,783 sq. ft.) of residential floor area and 1,789 sq. m. (19,256 sq. ft.) of commercial floor area. Based on rates in effect as of September 30, 2019, total DCLs of approximately \$2,595,591 would be anticipated from this development (Appendix E).

Heritage: The owner has offered to conserve and rehabilitate the exterior façades on the east side, the north side, and a portion of the south side of the Heritage Building (as shown on Page 2 of Appendix A) and to accept the designation of the Heritage Building as protected heritage property, which is a highly valued community feature. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$550,000.

Staff consider the increased density on the site in exchange for heritage designation and conservation will not result in any undue profit.

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation of the specified heritage façades valued at approximately \$550,000.

Based on rates in effect as of September 30, 2019, total DCLs of approximately \$2,595,591 would be expected from this development.

Legal

The relaxations proposed will provide an improved development potential on the site. The owner's proposal to retain and rehabilitate the exterior façades on the east side, the north side, and a portion of the south side of the Heritage Building (as shown on Page 2 of Appendix A) in exchange for obtaining these relaxations for that improved development potential will be appropriately secured as legal obligations in an agreement to be registered on title to the site so as to enable the City to enforce those obligations and ensure that they will be fulfilled at the owner's expense. City staff and the owner have negotiated an agreement, which includes rehabilitation and conservation obligations on the part of the owner and enforcement provisions for the City.

Section 595 of the *Vancouver Charter* requires that, if sought, Council must compensate an owner for any reduction in the market value of property caused by a heritage designation. The owner has signed the agreement noted above and in doing so has explicitly accepted the minor relaxations to be provided, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of the heritage building's specified façades and the obligations to rehabilitate and conserve those specified heritage façades. The agreement will be executed by the City and registered on title to the site before a development permit for the project may be issued.

CONCLUSION

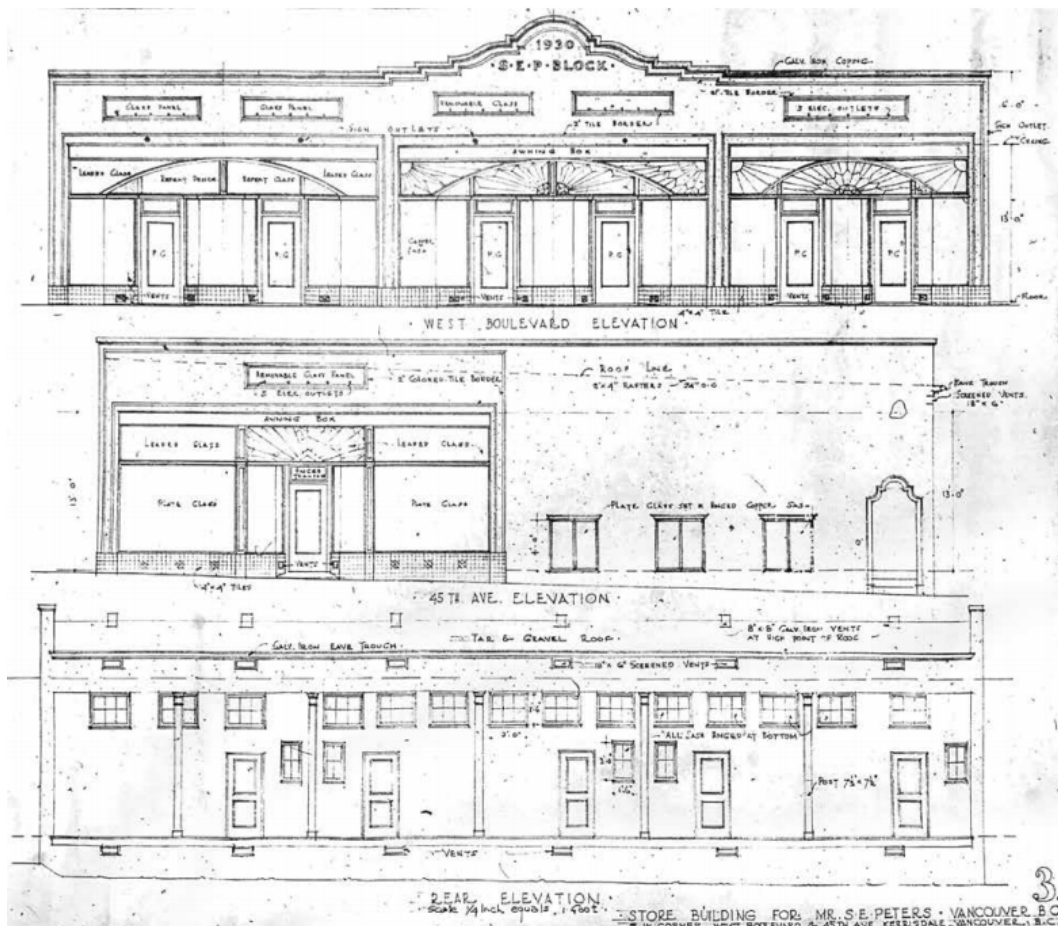
The Heritage Building is proposed to be added to the Vancouver Heritage Register as a C-listing and is proposed to be protected by heritage designation based on its cultural and aesthetic values. This will secure the east, north, and a portion of the south façades from demolition and exterior alterations which affect their heritage value. The owner has agreed to accept the proposed relaxations as compensation for the proposed Heritage Designation By-law, and for the continued conservation of the specified heritage façades. The General Manager of Planning, Urban Design and Sustainability is prepared to issue the DP should Council approve the recommendations of this report and all other conditions of the development are met. Therefore, it is recommended that Council approve the recommendations of this report.

* * * * *

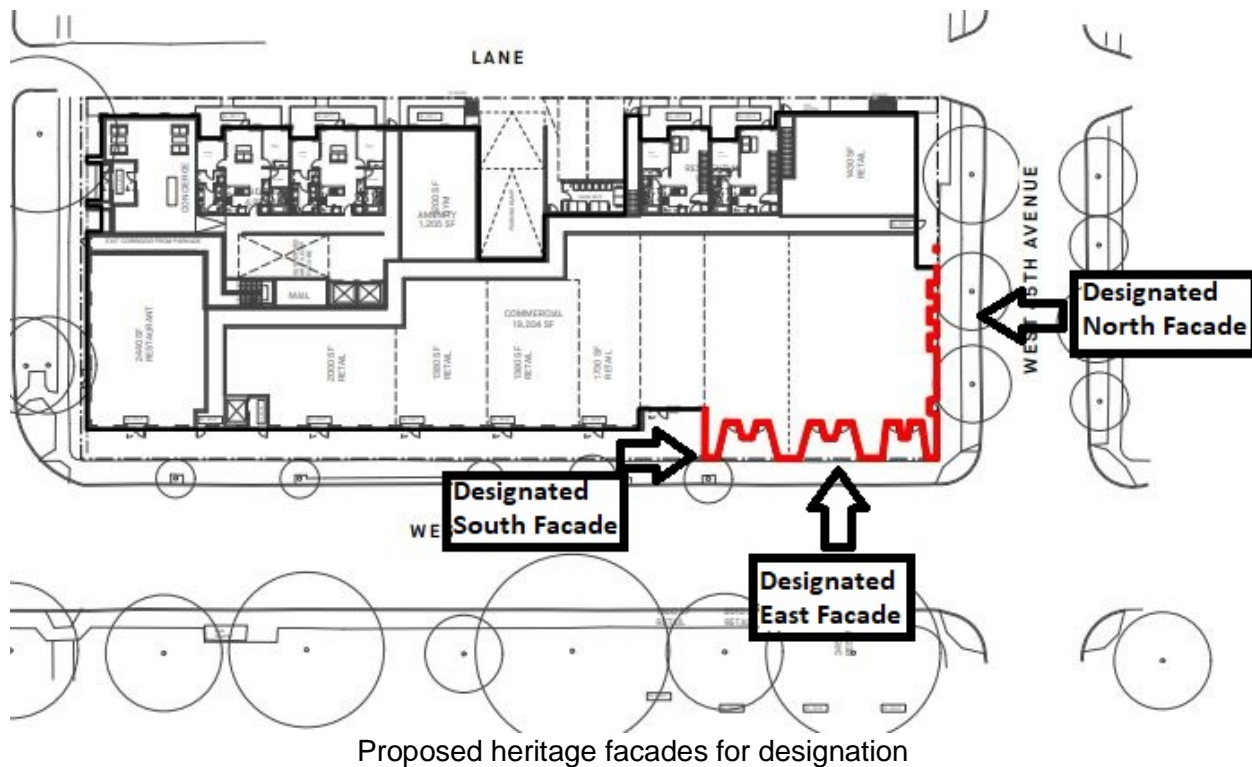
6103 WEST BOULEVARD – S.E.P BLOCK
IMAGES AND STATEMENT OF SIGNIFICANCE



East elevation (left) and north elevation (right) of the S.E.P. Block (2019)



Elevation drawings for the proposed S.E.P. Block from 1930.



Statement of Significance – 6103 West Boulevard

Description of the Historic Place

The S.E.P. Block is a one-storey commercial building located on West Boulevard at 45th Avenue in the Kerrisdale neighbourhood of Vancouver. Constructed in 1930, the Mission Revival style building features recessed commercial storefronts and a distinctive Mission parapet.

Heritage Value of the Historic Place

The S.E.P. Block is valued for its association with the interwar development of the Kerrisdale neighbourhood of Vancouver and for its association with original owner Stanley Ernest Peters. The building is additionally significant for its Mission Revival architecture.

Development activity in the Kerrisdale neighbourhood began in earnest in 1902, when the Vancouver and Lulu Island Railway (V&LIR) began operating a rail service through the area, connecting Vancouver to Richmond. Three years later, in 1905, B.C. Electric began operating an interurban and freight service between Downtown Vancouver and Steveston that would become known as the 'Sockeye Special'; this interurban, which generally followed Arbutus Street, had a profound effect on the growth of the Kerrisdale neighbourhood. Development was further increased following the development of streetcar service in 1912. By 1920, additional tracks were laid along 41st Avenue to Granville Street, bolstering the neighbourhood's connection to the remainder of Vancouver. The interwar development boom in Kerrisdale was unprecedented, as the economy improved after the end of the First World War. In turn, the demand for new buildings, amenities, and services was high, prompting real estate developer

Stanley Ernest Peters' establishment of this building in 1930, in addition to the several other stores, offices, and residences he had developed in Point Grey during the 1920s. A variety of businesses occupied the S.E.P. Block following its completion in 1930, including Cunningham Drug Store, Kerrisdale Billiards, Safeway, and Kerrisdale Equipment Tool Rentals, which remained from 1962 until 2017. The building is valued today for its direct association with the interwar development of the Kerrisdale neighbourhood, as part of its fervent growth during the first half of the twentieth century.

Arriving in Vancouver in 1908 from his native Australia, Stanley Ernest Peters settled in Point Grey and quickly established himself as a real estate promoter, adopting the motto: "Kerrisdale Home and Homesite Specialist". Peters was a prominent and active Vancouver resident, becoming a member of the Vancouver Real Estate Exchange in 1911, and offering construction and design services in addition to his business and real estate expertise. In 1921, Peters constructed a modest storefront on the future site of this building, initially operating his real estate services business from the location. The S.E.P. Block remains significant as a tangible connection to one of Vancouver's dynamic and well-known early real estate experts.

As an extant, early example of a commercial building in Kerrisdale, the S.E.P. Block illustrates the historic and ongoing role of the neighbourhood as a retail hub. The use of the Mission Revival style of architecture echoes the interwar preference for styles that referenced fashionable Southern California. Featuring stucco cladding, a Mission parapet, and decorative tilework, the building is one of the rare remaining examples of the Mission Revival style in Vancouver.

Character-Defining Elements

The elements that define the heritage character of the S.E.P. Block are its:

- corner location along West Boulevard at 45th Avenue in the Kerrisdale neighbourhood;
- continuous commercial use since 1930;
- siting at the property line with no setbacks from either street, in line with adjacent commercial buildings;
- commercial form, scale and massing as expressed by its single-storey rectangular shape with recessed store entrances;
- wood-frame construction with stucco cladding;
- inset store entrances with glazed wooden entrance doors; the commercial spaces are separated by four piers;
- fenestration including storefronts with glazed display windows and original wood transom above entrance door at 6103 West Boulevard (furthest north storefront); each entryway retains evidence of original transom windows, now covered by vertical wood boards;
- Mission Revival details including its decorative Mission parapet capped with metal coping and punctuated by six inset panels (one on the 45th Avenue elevation), decorative bands of square mosaic tiles on parapet, piers and corner storefront, and textured stucco finish.

**6103 WEST BOULEVARD – S.E.P. BLOCK
TECHNICAL ZONING SUMMARY**

**Table 1: Summary of C-2 District Schedule of Zoning and Development By-law
Site Area: 6103 West Boulevard – 3,281 sq. m. (35,316 sq. ft.)**

Item	Permitted or Required	Proposed
Section 4.7 Floor Space Ratio	2.5 FSR Maximum 8,202.5 sq. m. (88,290 sq. ft.)	2.75 FSR 9,015.2 sq. m. (97,039 sq. ft.)
Section 4.3 Height	13.8 m (45.58 ft.)	19.8 m (64.96 ft.)

**6103 WEST BOULEVARD – S.E.P. BLOCK
DEVELOPMENT PERMIT APPLICATION RENDERINGS**



Northeast Perspective

**6103 WEST BOULEVARD – S.E.P. BLOCK
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION**

On July 15, 2019, the Vancouver Heritage Commission reviewed the Development Permit Application and resolved the following:

MOVED by Commissioner Leduc
SECONDED by Commissioner Massie

WHEREAS

1. The S.E.P. Block (the heritage building) is an unusual Mission Revival Style commercial building from 1930, representing a stage in the development of the Kerrisdale community.
2. The heritage building recalls the life and work of real-estate promoter Stanley Edward Peters, a representative character of Kerrisdale of that period.
3. Original plans exist showing the design of the principal facades of the heritage building.
4. The design, as presented to the Commission on July 15, 2019, allows the heritage building to feature on the corner of West 45th Avenue and West Boulevard as it has for 90 years, noting its single-storey massing extending 27 feet from the eastern lot line and 18 feet from the northern lot line.
5. The conservation strategy, noting especially the decorative windows and mosaic tiles, will preserve and restore the two historic facades and storefronts.
6. The new architecture to the south and west of the heritage building is designed in a quiet, respectful, distinguishable but complementary manner.

THEREFORE BE IT RESOLVED

- A. THAT the Vancouver Heritage Commission supports the addition of the heritage building to the Heritage Register, and its designation in return for the density bonus from 2.5 to 2.75 FSR.
- B. THAT the Vancouver Heritage Commission supports the relaxations to setbacks requested as part of the design.
- C. THAT the Vancouver Heritage Commission supports the envelope plan as presented, and the relaxations to the Energy Code, should they be required to preserve and restore the heritage building.
- D. THAT the Vancouver Heritage Commission supports the colour strategy as presented, with the heritage building receiving a more saturated palette than the new construction.
- E. THAT the Vancouver Heritage Commission supports a re-imagination of interior elements, for example, the use of a wooden floor to recreate a period feel for the heritage building.

CARRIED
(Commissioner Massey opposed)

**6103 WEST BOULEVARD – S.E.P. BLOCK
PUBLIC BENEFITS SUMMARY**

Project Summary:

Rehabilitation and conservation of specified heritage façades with development of 5-storey mix-use building.

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	C-2	C-2
FSR (site area = 3,281 sq. m. (35,316 sq. ft.)).	2.5	2.75
Buildable Floor Area	8,202.5 sq. m. (88,290 sq. ft.)	9,015.2 sq. m. (97,039 sq. ft.)
Land Use	Commercial and Residential	Commercial and Residential

Public Benefit Statistics	Value if built under Proposed DP (\$)
City-wide DCL ¹	\$1,708,704
City-wide Utilities DCL ¹	\$886,887
TOTAL DCLs	\$2,595,591

Other Benefits: None

Proposed on-site heritage conservation estimated to be approximately \$550,000

¹ Based on rates in effect as of September 30, 2019; 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.