



REPORT

Report Date: May 27, 2020
Contact: Jason Olinek
Contact No.: 604.873.7492
RTS No.: 13894
VanRIMS No.: 08-2000-20
Meeting Date: July 7, 2020

TO: Vancouver City Council
FROM: General Manager, Planning, Urban Design and Sustainability
SUBJECT: Heritage Façade Grant – 3495-3505 Commercial Street - DP-2019-00435

RECOMMENDATION

- A. THAT Council approve a façade grant of up to \$50,000 to the owner, Hudsonmorris (3495 Commercial) Holdings Corp. (the “Applicant”), for the rehabilitation of the principal facade of a building (the “Heritage Building”) on lands having a civic address of 3495-3505 Commercial Street (PID: 031-118-500; Lot A District Lot 751 Group 1 New Westminster District Plan EPP102275 (the “Property”)) as contemplated by Development Permit Application Number DP-2019-00435 (the “Application”); source of funds is the 2020 Capital Budget for the Heritage Façade Rehabilitation Program.
- B. THAT as a condition of approval of the façade grant, the Applicant be required to enter into an agreement with the City, to be registered against title to the Property as a covenant under section 219 of the Land Title Act, which agreement will require the rehabilitation to be overseen by a qualified Heritage Consultant and will require the owner of the Property to maintain the principal façade of the Building in good appearance and good repair for a minimum of fifteen years.
- C. THAT the agreement described above shall be prepared, registered and given priority to the satisfaction of the Director of Legal Services in consultation with the General Manager of Planning, Urban Design and Sustainability.

Approval of Recommendation A constitutes grants and therefore requires an affirmative vote of at least 2/3 of all of Council members pursuant to Section 206(1) of the *Vancouver Charter*.

REPORT SUMMARY

The purpose of this report is to seek Council's approval for a façade grant for the rehabilitation of the principal façade of the Heritage Building at 3495-3505 Commercial Street. The Heritage Building is listed on the Vancouver Heritage Register as a "C-listing" and protected by a heritage designation by-law, as approved by Council at Public Hearing on February 25, 2020.

On June 3, 2019, the Applicant submitted the Application to retain and restore the existing two-storey structure and develop a one-storey addition on top and an infill dwelling at the rear. The mixed-use Heritage Building is proposed to contain retail uses on the ground floor and four dwelling units above. The Application was approved with conditions on March 9, 2020 following Council approval of the heritage designation by-law.

The Applicant has applied for a façade grant through the Heritage Façade Rehabilitation Program, and the requested Council approval in this report is for that façade grant only. The Application proposes to restore the Commercial Street elevation, including the storefront, upper floor cladding and windows comprising four bays. The proposal is consistent with applicable City policy and *Standards and Guidelines for the Conservation of Historic Places in Canada*, and it is eligible for the façade grant. Funds for the grant are secured through the 2020 Capital Budget for the Heritage Façade Rehabilitation Program.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council policies for this matter include:

- *Heritage Façade Rehabilitation Program Policies and Procedures* (March 13, 2019)
- *Vancouver Heritage Program* (March 10, 2020)
- *Heritage Policies* (March 10, 2020)

GENERAL MANAGER'S COMMENTS

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

REPORT

Background/Context

On March 13, 2019, Council approved three new grant programs to support citywide heritage conservation, one of which was the Heritage Façade Rehabilitation Program (the "HFRP"), for a four-year term 2019-2022. The HFRP provides grants of up to \$50,000 for the rehabilitation and seismic stabilization of a primary façade of registered heritage buildings.

On March 10, 2020, Council approved the Vancouver Heritage Program with its new vision, goals and directions, and Heritage Policies, and reaffirmed the importance of continuing heritage conservation efforts citywide.

The Application responds positively to the city's heritage policies and meets the HFRP requirements.

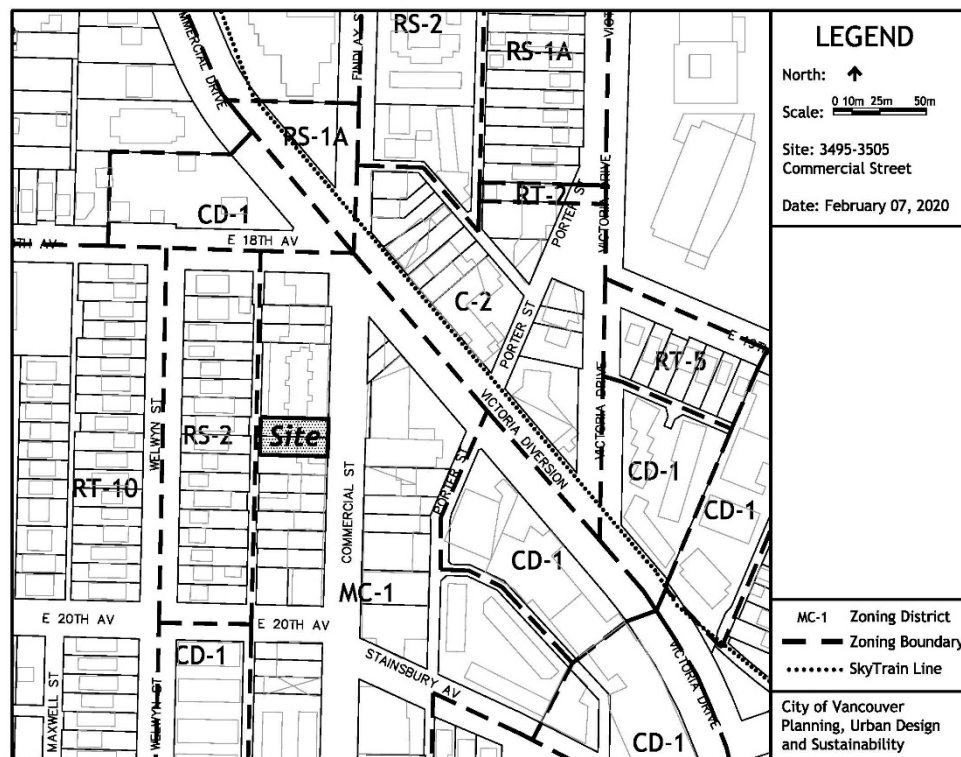
Strategic Analysis

Site and Context

The site consists of one parcel located in the Cedar Cottage neighbourhood in an area zoned MC-1 (see Figure 1). It was a condition of the Application that the previous two parcels be consolidated into a single parcel, which consolidation is now complete. This location on Commercial Street is one block immediately south of the 1000 block of the Victoria Diversion. The existing Heritage Building is a two-storey building with ground floor commercial space and four residential units on the upper floor. The Heritage Building is presently vacant.

The immediate context is one and two-storey houses to the south, four-storey mixed-uses to the north, one and two-storey houses to the west, and a newly constructed four-storey mixed-use building across the street to the east. The neighbourhood character is a mix of ground floor service uses and light industrial uses with residential dwellings above. There is also a mix of heritage or character houses in the immediate area.

Figure 1: The Site and Surrounding Zoning



3495-3505 Commercial Street Site Plan

Heritage Value

The Heritage Building, known as the “Broadhurst and Whitaker Block”, constructed in 1910, is valued as one of the oldest mixed-use buildings in the Cedar Cottage area. It was developed as a result of its proximity to the early commuter rail line that ran from downtown Vancouver to New Westminster, known as the Westminster and Vancouver Tramway Company line, or more commonly, the Interurban Line. A station was established near the north end of Commercial

Street, known as the Cedar Cottage station which was a catalyst for commercial, industrial and residential development in the immediate area. Between 1907 and 1930, the 3400-3600 blocks of Commercial Street evolved into the retail, service and employment area for the community. The Heritage Building retains its original vernacular commercial style including overhanging bay windows on the second floor, large storefronts and a central-set and corner-set parapet along its top edge. It is also important for its association with Charles Broadhurst and Frederick Whitaker, who were involved in the early marketing of local real estate and who developed this building as their business office, and remained here until 1921. As such, at Public Hearing on February 25, 2020, Council approved its addition to the Vancouver Heritage Register in the “C” evaluation category and its protection by way of a heritage designation by-law (for the Statement of Significance, see Appendix B).

Archival and current photographs of the Heritage Building, and a rendering showing its restored state, are included in Appendix A. The heritage values are further described in the Statement of Significance included in Appendix B.

Conservation Approach

The conservation plan proposes a high level of retention and heritage conservation based on preservation, restoration and rehabilitation. It has identified the following major areas of the conservation scope of work:

- Restoration of the storefront including large display windows and recessed entries to four commercial units;
- Bay window restoration on the upper floor and restoration of wood trim;
- Removal of stucco and conservation of wood cladding on the upper floor wherever feasible, with restoration necessary where the cladding has deteriorated;
- Restoration of the architectural metal work;
- Painting in approved colour scheme.

The proposed conservation plan is consistent with applicable City Policies and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Estimates for Proposed Conservation Work

The applicant has submitted three competitive cost estimates for the eligible façade rehabilitation work clearly identifying costs that apply to the principal facade, ranging from \$383,000 to \$453,000. Only the cost related to heritage conservation of the principal façade is considered eligible for the façade grant under the HFRP.

Proposed Incentives

A heritage façade matching grant of up to \$50,000 per principal façade is proposed to financially assist the owner with conducting the heritage conservation work. Since the Heritage Building has only one principal facade, a single façade grant has been requested.

Public/Civic Agency Input

The application was reviewed by the Vancouver Heritage Commission on February 3, 2020. The Heritage Commission supported the proposed conservation plan and associated façade grant application (Appendix C).

Implications***Financial***

Staff recommend an allocation of up to \$50,000 for the rehabilitation of the principal facade of the Heritage Building; source of funds is \$300,000 allocated in the 2020 Capital Budget for the HFRP.

Legal

Should Council approve Recommendation A, the Applicant will be required to enter into an agreement with the City to ensure the continued maintenance of the restored/rehabilitated façade. This agreement 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 rehabilitation work be supervised by a qualified Heritage Consultant, will contain the terms and conditions upon which the façade grant is to be paid to the Applicant once the rehabilitation work is complete and will require the owner of the Property to keep the heritage façade in good appearance and in good repair for a minimum of fifteen years after completion of the rehabilitation.

The façade grant will be issued only after the agreement is registered on title to the Property, the rehabilitation of the facade has been satisfactorily completed and the conservation plan satisfactorily implemented and the owner has delivered to the City satisfactory proof of payment of the costs incurred in carrying out the façade rehabilitation work, in accordance with the HFRP Policies and Procedures.

CONCLUSION

The Heritage Building at 3495-3505 Commercial Street is listed in the “C” evaluation category on the Vancouver Heritage Register and its exterior and structure is protected by a heritage designation by-law. The proposed heritage façade rehabilitation will improve the overall condition of the Building, preserve its character-defining elements, and contribute to the economic revitalization and the community sense-of-place. The General Manager of Planning, Urban Design and Sustainability recommends approval of a façade grant for an amount to not exceed \$50,000 for the rehabilitation of the principal façade at 3495-3505 Commercial Street.

* * * * *

3495-3505 COMMERCIAL STREET – BROADHURST AND WHITAKER BLOCK
PHOTOGRAPHS



3495-3505 Commercial Street – circa 1913



3495-3505 Commercial Street – Front Façade (Current)



3495-3505 Commercial Street – Proposed Rendering

Broadhurst and Whitaker Block, 3495-3505 Commercial Street

Statement of Significance

Description of the Historic Place

The Broadhurst and Whitaker Block is a two-storey, symmetrical, mixed-use building located along Commercial Street in the Kensington-Cedar Cottage neighbourhood of Vancouver. The building features four storefronts on the ground floor and bay windows on the residential second floor.

Heritage Value of the Historic Place

The Broadhurst and Whitaker Block is valued for its connection to the early development of South Vancouver, and the Cedar Cottage neighbourhood in particular, and for its vernacular, Edwardian era architecture.

The Broadhurst and Whitaker Block is associated with the early growth and development of the Cedar Cottage neighbourhood, once part of the municipality of South Vancouver. Built in 1910, the Broadhurst and Whitaker Block is one of the oldest mixed-commercial and residential buildings in the surrounding area, representing the small, self-sufficient village that grew up around the interurban tram stop at 18th Avenue and Commercial Street. The Cedar Cottage neighbourhood began to flourish following the 1891 establishment of the interurban tram system, which travelled along the Vanness Avenue corridor and provided reliable access to points between downtown Vancouver and the Fraser Valley. The booming economy of the early twentieth century prompted real estate agents Charles Frederick Broadhurst and Frederick A. Whitaker to commission the construction of the Broadhurst and Whitaker Block. They opened their office on the ground floor in 1910 and it operated in this location until 1921. Other early commercial tenants included the Cottage Fish Depot and a grocery store.

The Broadhurst and Whitaker Block is significant for its Edwardian-era vernacular design elements, such as its raised parapet, plate glass storefront transoms, and bay windows on the second storey. The symmetrical building features strong horizontal massing, as well as wooden materials reflective of its construction date.

Character-Defining Elements

The elements that define the heritage character of the Broadhurst and Whitaker Block are its:

- location along Commercial Street, the historic core of the Cedar Cottage village centre;
- siting at grade on the front and side property lines;
- mixed-use form, scale and symmetrical massing as demonstrated by its two-storey height, flat roof, and four ground floor storefronts;
- wood-frame construction with lapped wooden cladding;
- architectural features typical of the Edwardian era, such as its four projecting bays on the second storey of the front façade with half-hipped roofs and plain squared bases, as well as its raised parapets with curved corners;
- wood-framed windows, including plate glass storefront transoms and wood-framed window openings on the front and rear of the second storey;
- two symmetrical entrances to second floor residential space, integrated into the storefronts and featuring windows above;
- wooden doors with central lights; and
- rear verandah on the second storey with open wooden balustrade.

MINUTES OF VANCOUVER HERITAGE COMMISSION
FEBRUARY 3, 2020

MOVED by Commissioner Rogers
SECONDED by Commissioner Massie

WHEREAS

1. The Broadhurst and Whitaker Block is proposed as a C-listing on the Vancouver Heritage Register;
2. The Vancouver Heritage Commission reviewed the project at its meeting on July 15, 2019, and supported the development proposal in return for the designation of the structure;
3. The proposal has been amended to increase slightly the residential and commercial FSR to 2.31, which is still less than the permitted 2.5 FSR;
4. The residential FSR is proposed to be 10% over allowable; and
5. The proponent is anticipated to be asking for a façade grant to aid with the project.

THEREFORE BE IT RESOLVED THAT the Vancouver Heritage Commission supports the amended redevelopment proposal for the property located at 3495-3505 Commercial Street, including the potential façade grant application, as presented to the Commission at the February 3, 2020, meeting.