



REPORT

Report Date: September 7, 2021
Contact: Jason Olinek
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RTS No.: 14163
VanRIMS No.: 08-2000-20
Meeting Date: September 21, 2021

TO: Vancouver City Council

FROM: General Manager, Planning, Urban Design and Sustainability

SUBJECT: 835 - 837 Beatty Street – Anglo-Canadian Warehouse Company Building –
Heritage Designation

RECOMMENDATION

- A. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Sections 593 and 594 of the *Vancouver Charter*, a by-law to designate as protected heritage property the structure and exterior of the existing building at 835-837 Beatty Street (PID: 031-282-474, Parcel A (Being a Consolidation of Lots 11 to 14, See CA8682396) Block 68 District Lot 541 Group 1 New Westminster District Plan 2565 (the “site”)) known as the “Anglo-Canadian Warehouse Company Building” (the “Heritage Building”) which is listed on the Vancouver Heritage Register in the ‘C’ evaluation category.
- B. THAT Recommendation A be adopted on the following conditions:
- (i) THAT the passage of the above resolution creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs in relation thereto is at the risk of the person making the expenditure or incurring the cost; and
 - (ii) THAT the City and all its officials shall not in any way be limited or restricted in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

Council approval is being sought to designate the structure and exterior of the Heritage Building at 835-837 Beatty Street as protected heritage property, including the existing mass timber structural elements. The Heritage Building is currently listed on the Vancouver Heritage Register

in the 'C' evaluation category. The Development Permit Board (the "DP Board") may grant a conditional increase in the maximum allowable density permitted on a site located within the *Downtown Official Development Plan* (the "DODP") district for restoration of an existing building if Council first approves a heritage designation by-law. The Development Permit (DP) Application DP-2020-00531 for the site (the "DP Application") is subject to the condition of approval that Council designate the structure and exterior of the Heritage Building prior to the issuance of the Development Permit.

The DP Application proposes to preserve, rehabilitate, and restore the two-storey Heritage Building and to construct a four-storey addition above the existing roof level. Retail use is proposed at grade and at the lower level. General Office use is proposed from the second through fifth storeys with an indoor-outdoor office amenity at the uppermost level (see drawings in Appendix D). Proposed heritage work includes substantial retention of existing components, including the mass timber structural system, exterior walls, and most character-defining exterior building elements such as windows and cladding.

Staff have prepared a recommendation that the DP Board exercise its authority to approve a relaxation to the (DD) *Downtown District Schedule* of the *Zoning and Development By-law*, and the DODP to compensate the owner for designation and conservation of the Heritage Building by way of a 10% increase in permitted density on the site.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

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 structure and exterior of the Heritage Building 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:

- *Vancouver Heritage Program* (March 2020)
- *Heritage Policies* (March 2020)
- *Downtown Official Development Plan (DODP)* (November 1975; amended July 2020)
- *Downtown (Except Downtown South) Design Guidelines* (December 1993)
- *Central Area Pedestrian Weather Protection (Except Downtown South)* (November 1993)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT SUMMARY

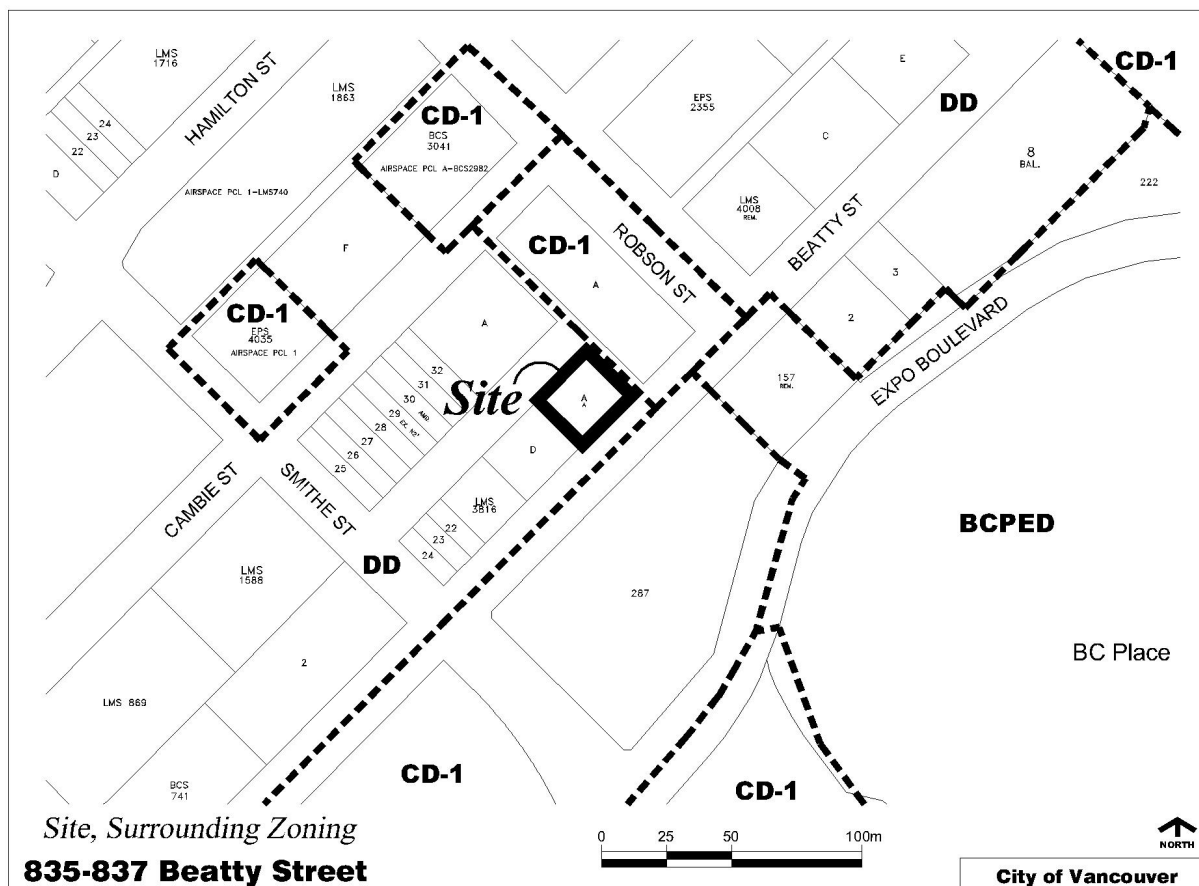
Strategic Analysis

Site and Context

The site consists of one legal lot located in sub-area C-3 at the southeast of the Downtown District (DD) with a total site area of 649.6 sq.m. (6,992 sq.ft.) (see Figure 1). A variety of uses, including Retail and General Office, are permitted on the site per the (DD) Downtown District Schedule and the DODP. The Heritage Building fronts Beatty Street and occupies the entire site. A 6.1 m (20 ft.) lane extends from Cambie Street to Beatty Street adjacent to the northeast property line. Perpendicular to this lane, at an elevation approximately 2.5 m (8 ft.) lower, is a 16 m (52 ft.) wide rear lane extending from Smithe Street and truncating at an existing retaining wall aligning with the northeast property line.

The existing context consists of three large converted warehouse buildings immediately to the southwest, all of which are listed on the Vancouver Heritage Register. Across the rear lane is a cluster of four buildings fronting Cambie Street, all evaluated in the 'C' category of the Heritage Registry. Terry Fox Plaza, part of the BC Place complex, is located at the foot of Robson Street to the northeast, shown on the map in Figure 1.

Figure 1: The site and surrounding zoning



Heritage Value

The Heritage Building is a two-storey vernacular commercial warehouse building, constructed in 1911 and situated on the west side of Beatty Street, south of Robson Street (see photos in Appendix A). It is valued for its connection to the development of the historic Yaletown district in the early twentieth century, and for its longstanding warehouse and commercial uses. It is further valued for its association with the San Francisco-based architectural firm of Wright, Rushforth, and Cahill, designers of numerous similar buildings in the vicinity. Character-defining elements of this Edwardian-era vernacular style warehouse include brick pilasters and lintels, and banks of wooden-sash, multi-pane windows, among others as detailed in the Statement of Significance (Appendix B).

Together with 849 and 869 Beatty Street, and 101 Smithe Street, the building forms a part of a unique industrial heritage streetscape; a cluster that is reinforced by the existing heritage buildings on the opposite side of the block, fronting Cambie Street. The Canadian Pacific Railway serviced these warehouses by way of a spur line that extended into the rear lane, and provided for loading and unloading of goods for storage and distribution throughout the region. These spur lines, though long removed, became the definitive influence on urban form in the historic Yaletown district. The Anglo-Canadian Warehouse Company remained at 837 Beatty Street until the 1930s, followed by building occupants that included transfer companies, manufacturers' agents, and food distributors.

Compatibility of Conservation with Community Planning Objectives and Lawful Uses

The proposal generally meets the intent of the *Downtown Official Development Plan (DODP)*:

- (1) *to improve the general environment of the Downtown District as an attractive place in which to live, work, shop and visit;*
- (2) *to ensure that all buildings and developments in the Downtown District meet the highest standards of design and amenity for the benefit of all users of the Downtown;*
- (3) *to provide for flexibility and creativity in the preparation of development proposals;*
- (4) *to encourage more people to live within the Downtown District;*
- (5) *to support the objectives of the Greater Vancouver Regional District as referred to in "The Livable Region 1976/1986" as issued March 1975, to decentralize some office employment to other parts of Greater Vancouver by discouraging office developments considered inappropriate in the Downtown District;*
- (6) *to improve transportation downtown by encouraging greater transit usage, discouraging automobile usage for journeys to work, and by maintaining automobile access for non-work trips including shopping, business and entertainment;*
- (7) *to create a distinctive public realm and a unique and pleasing streetscape in the Downtown District.*

The *DODP* provides the general framework for the preparation of development plans for all individual buildings or complexes of buildings in the Downtown District. Under the *DODP*, the Director of Planning or the DP Board may relax any provisions of the Official Development Plan

where literal enforcement would result in unnecessary hardship in carrying out restoration or renovation of buildings on the Vancouver Heritage Register. The proposed heritage retention, conservation, rehabilitation, and redevelopment strategies for the site are generally consistent with the intent of the *DODP*, and with *Heritage Policies*.

The proposal also complies with the *Downtown District Schedule* and, per the *DODP*, the Director of Planning or the DP Board may permit an increase in the floor space ratio (FSR) of a development that includes the restoration of a building listed on the Vancouver Heritage Register. The proposed density of 5.5 FSR in the DP Application is 10% more than the maximum permitted FSR of 5.0. This increase is agreed to be a fair compensation for heritage conservation and heritage designation and is consistent with previous applications and approvals. A technical zoning summary is found in Appendix C.

Development Application and Proposed Incentives

The design of the Heritage Building and its original mass timber structural system anticipated the need for rapid expansion of industrial warehouse space predicated on the explosive economic growth in Western Canada in the years preceding the First World War. As with many commercial and industrial buildings of the same vintage, the Heritage Building at 837 Beatty Street was designed to accommodate up to four additional storeys which could be added expediently to respond to market demand. While many buildings did ultimately grow beyond their original form of development, including many still standing today, the economic recession of 1913 and the coming of the War deflated demand for warehouse space, and the Heritage Building remained a two-storey building as it is today. The DP Application proposes to enlarge the Heritage Building following the original intent as documented in archival drawings, and as prepared by the original architect.

The Heritage Building is an important part of the character of the streetscape of Beatty Street and a reflection of the economic development of the Yaletown district, and heritage designation of the building's structure and exterior is sought as a condition of approval for the DP Application. Incentives and compensation for the heritage designation, rehabilitation, and conservation of the Heritage Building are provided in the form of relaxations to the *(DD) Downtown District Schedule* using Section 3.2.5 of the *Zoning and Development By-law*, and Section 3, Part 9, of the *DODP* which permit relaxations to select regulations to secure the conservation of Council-designated buildings or sites. Provisions of these relaxations are at the discretion of the Director of Planning or the DP Board.

Table 1: Summary of Downtown Official Development Plan
Site Area: 649.6 sq.m. (6,992 sq.ft.)

Item	Existing	Permitted or Required	Proposed
Downtown Official Development Plan (Area C-3) - FSR (Floor Area)	2.95 (1,916.2 sq.m. (20,626 sq.ft.))	5.0 (3,247.9 sq.m. (34,960 sq.ft.))	5.5 (3,541.1 sq.m. (38,116 sq.ft.))

Viability of Proposed Conservation

The Heritage Building is in good condition. The applicant's heritage consultant has provided a detailed conservation plan and staff have concluded that the work is consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The Heritage Building retains much of its structure and original character, and its viability as an office building is good due to its historic use, overall form and window configuration. The proposed rehabilitation of exterior masonry cladding and reintroduction of lost character-defining elements meets heritage standards and guidelines, and provisions for social and cultural amenities in the *Downtown (Except Downtown South) Design Guidelines*. These documents are aligned in their call for preservation, restoration, and conservation of heritage resources to be a condition of development. The four-storey addition has been determined to be compatible with the existing building, to be in line with its original design intent, and to enhance the long-term viability of the proposed conservation.

Public/Civic Agency Input

On October 5, 2020, the Vancouver Heritage Commission reviewed the DP Application and unanimously supported it with comments (see Appendix E). These comments will be addressed in the Prior-to Conditions of the DP Application.

FINANCIAL IMPLICATIONS

Development Cost Levies (DCLs) - This site is subject to City-wide DCLs and City-wide Utilities DCLs on the proposed additional 1624.9 sq. m (17,490 sq. ft.) of floor area. in excess of the 1916.2 sq. m (20,626 sq. ft.) to be renovated and repaired as designated heritage space. Based on rates in effect as of September 30, 2020, total DCLs of approximately \$357,981 are anticipated from this development.

Heritage - The owner has offered to retain, conserve and rehabilitate the Heritage Building and to accept the designation of the building's structure and exterior as protected heritage property, which is a highly valued community feature and public benefit. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$2,000,000.

Legal

The *Zoning and Development By-law* relaxations proposed will provide an improved development potential on this site. The owner's proposal to retain the Heritage Building's exterior and structure in exchange for obtaining these relaxations will be secured as legal obligations in an agreement (Restoration Covenant) 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 retention 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 an agreement to be registered on title to the site explicitly accepting the relaxations and increases to be provided, and the resulting development advantages to be gained thereby, as full and final compensation for the heritage designation of the Heritage

Building's exterior and the obligations to rehabilitate and conserve the Heritage Building. The agreement will be executed by the City and registered on title to the site before a development permit for the project may be issued.

CONCLUSION

The Heritage Building at 835-837 Beatty Street, listed in the Vancouver Heritage Register in the 'C' category, is proposed to be protected by heritage designation of its structure and exterior based on its historical and aesthetic values. This will secure the Heritage Building from demolition and unsympathetic exterior alterations that may affect its heritage value. The owner has agreed to accept the aforementioned proposed *Zoning and Development By-law* relaxations as compensation for the proposed *Heritage Designation By-law*, and for the Heritage Building's continued conservation. Staff have prepared a recommendation for support to the DP Board, subject to heritage designation and other conditions of development. Therefore, staff recommend that Council approve the recommendations of this report.

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837 BEATTY STREET – ANGLO-CANADIAN WAREHOUSE COMPANY BUILDING
PHOTOGRAPHS AND HISTORIC PLANS



Front Elevation, 2020



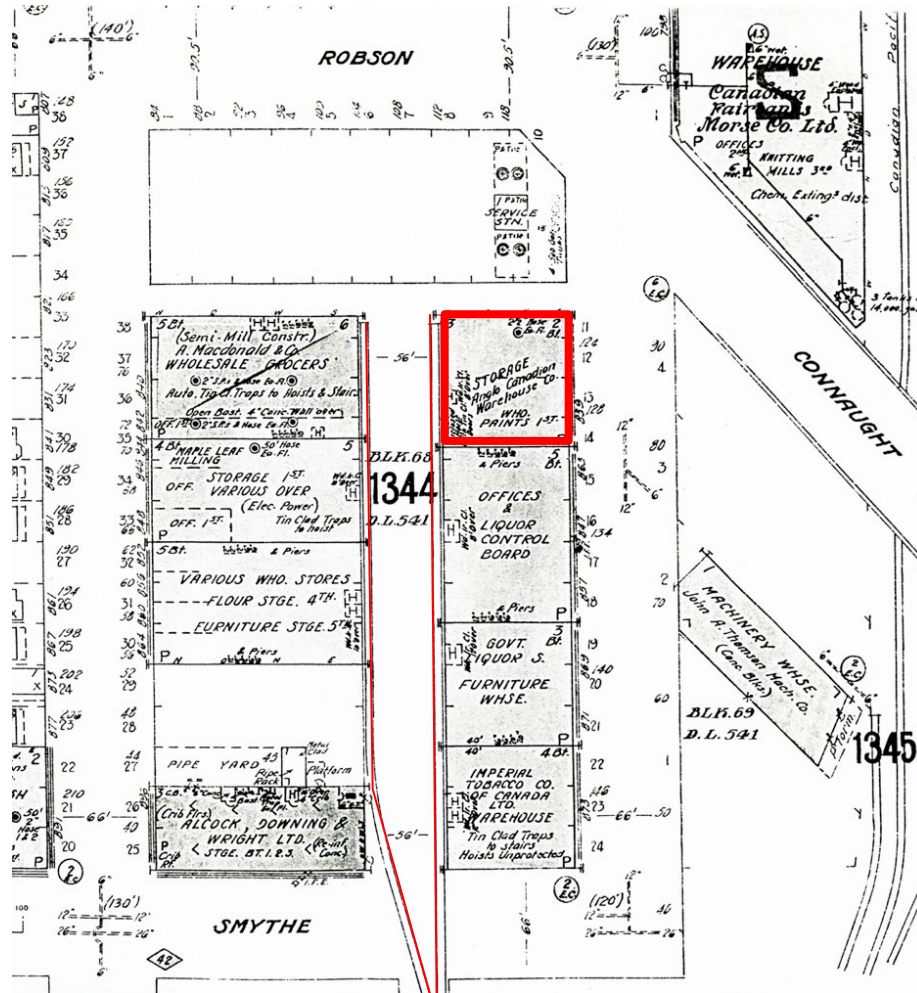
North Side (Lane) Elevation, 2020



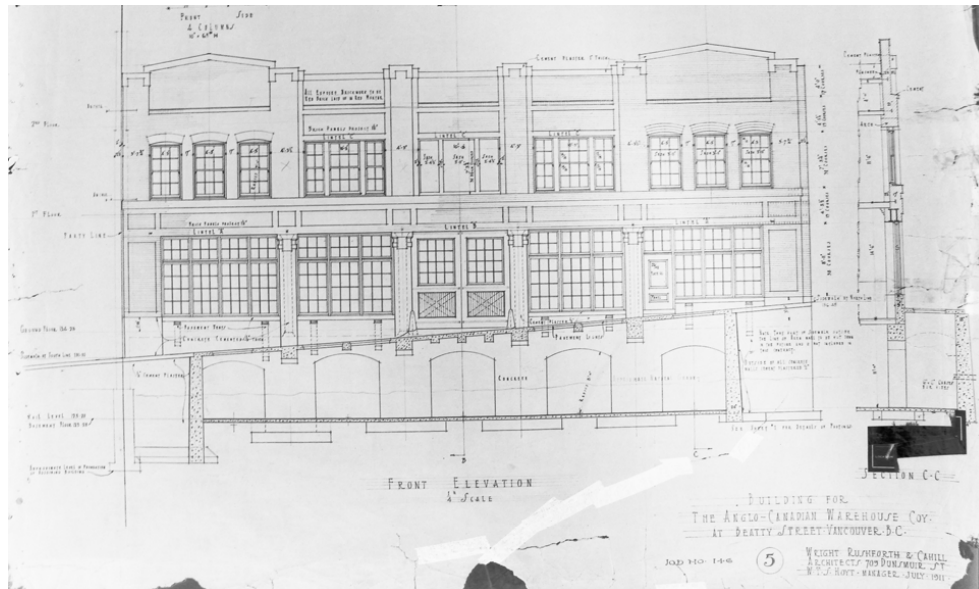
Rear Elevation, 2020



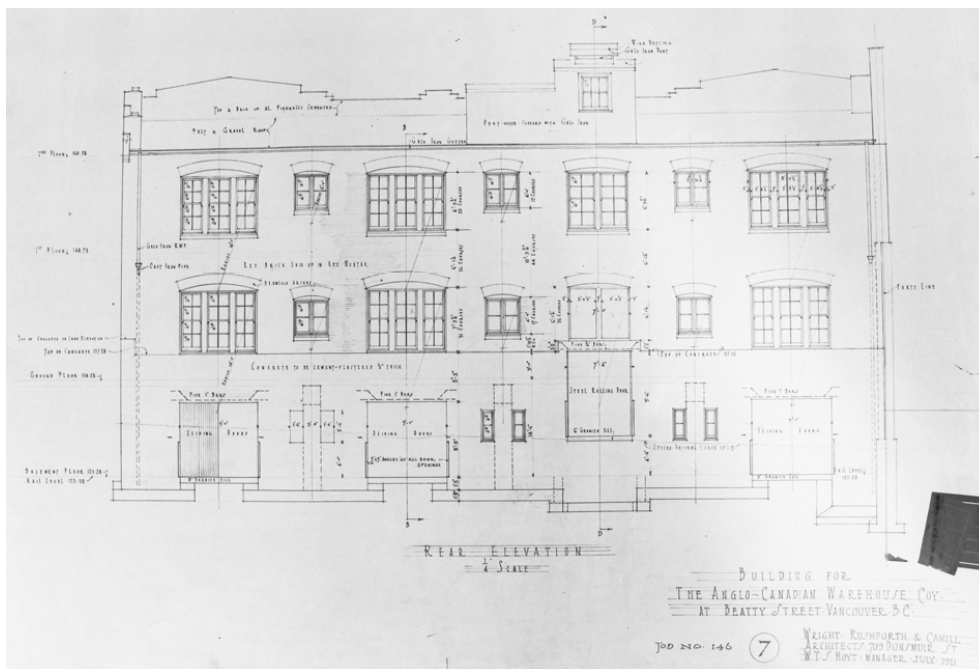
Anglo-Canadian Warehouse (right), circa 1925 (City of Vancouver Archives)



1927 Fire Insurance Map showing location of
Anglo-Canadian Warehouse Company Building and
CPR spur lines extending north from the area of the
CPR Roundhouse (highlighted in red)



Front Elevation, July 1911 (CoV Archives)



Rear Elevation, July 1911 (CoV Archives)

STATEMENT OF SIGNIFICANCE – 835-837 BEATTY STREET

DESCRIPTION

The two-storey brick Anglo-Canadian Warehouse is located on Beatty Street in downtown Vancouver. The building exhibits an industrial vernacular design as part of an enclave of warehouse buildings located within the northern fringe of Yaletown.

HERITAGE VALUE

Constructed in 1911, the Anglo-Canadian Warehouse is valued for its connection to the early 20th century warehouse development in downtown Vancouver; for its longstanding warehouse, and later, commercial function; and for its Edwardian-era industrial vernacular style, as designed by Wright, Rushforth and Cahill.

The Anglo-Canadian Warehouse is valued as one of the surviving original warehouses in downtown Vancouver. During the great economic expansion of the Edwardian era, numerous warehouses were constructed near False Creek on the downtown peninsula, due to the rail spurs that were laid by the Canadian Pacific Railway across its Yaletown land holdings. The spurs proved to be an effective determinant of the resulting urban form, as warehouses were designed with loading bays to transfer goods directly to and from the rail lines. While the spurs no longer exist, the intact warehouse district in Yaletown and along Beatty Street illustrate the height of downtown Vancouver's early and leading position as an ideal locale for the processing, repackaging, and warehousing of a wide variety of goods. The Anglo-Canadian Warehouse is part of a particularly significant block ('Block 68') of warehouses, exemplifying the area's connection to the rail lines. Block 68 was located at the northern terminus of the rail spurs, indicated by the large, 17-metre wide alley, which could accommodate two parallel spurs, servicing each side of the block.

The building is significant for its longstanding usage as a warehouse, beginning with its original owner and occupant, the Anglo-Canadian Warehouse Company, which remained here until the early 1930s. A succession of other transfer companies, manufacturers agents, and food distributors subsequently moved into the building through the 1950s. As industrial companies gradually moved into new suburban areas following the Second World War, central cities including Vancouver were left with excess warehouse space. The expansive floor plates and heights, as well as the general adaptability of these warehouses, however, made them suitable for a variety of commercial tenants, who would eventually call 835-837 Beatty Street home.

The Anglo-Canadian Warehouse is valued additionally for its Edwardian-era industrial vernacular architecture, as designed and constructed by the firm of Wright, Rushforth & Cahill, which was headquartered in San Francisco. In order to capitalize on the immense development boom occurring in Vancouver in the early 1910s, the firm decided to open a branch office in the city, headed by William T.S. Hoyt, and it undertook commissions in the rapidly growing city, such as Holly Lodge on Jervis Street. George Alexander Wright was known for his construction expertise and Bernard J.S. Cahill was understood as the designer in the partnership. The firm designed the Anglo-Canadian Warehouse in a style similar to those in the historic Yaletown district, with brick pilasters and lintels, as well as banks of wooden-sash, multi-pane windows.

CHARACTER DEFINING ELEMENTS

The elements that define the heritage character of the Anglo-Canadian Warehouse are its:

- location along Beatty Street, in downtown Vancouver, as part of the northern terminus of the historic rail spurs;
- continuous commercial use since 1911;
- siting at property lines;
- warehouse form, scale and massing, as expressed by its two-storey height (three at rear), flat roof and stepped roof line along the side elevation;
- masonry construction;
- Edwardian-era industrial vernacular architectural style including its brick pilasters separating the front façade into five bays, and arched brick lintels;
- original wooden-sash windows, including banks of single, double, and triple assemblies, each with multiple panes, with the ground floor side lane elevation windows also featuring brick sills;
- recessed front entryway, along with rear loading bays.

**835-837 BEATTY STREET – ANGLO-CANADIAN WAREHOUSE CO. BUILDING
TECHNICAL ZONING SUMMARY**

**Table 1: Summary of *Downtown Official Development Plan*
Site Area: 649.6 sq.m. (6,992 sq.ft.)**

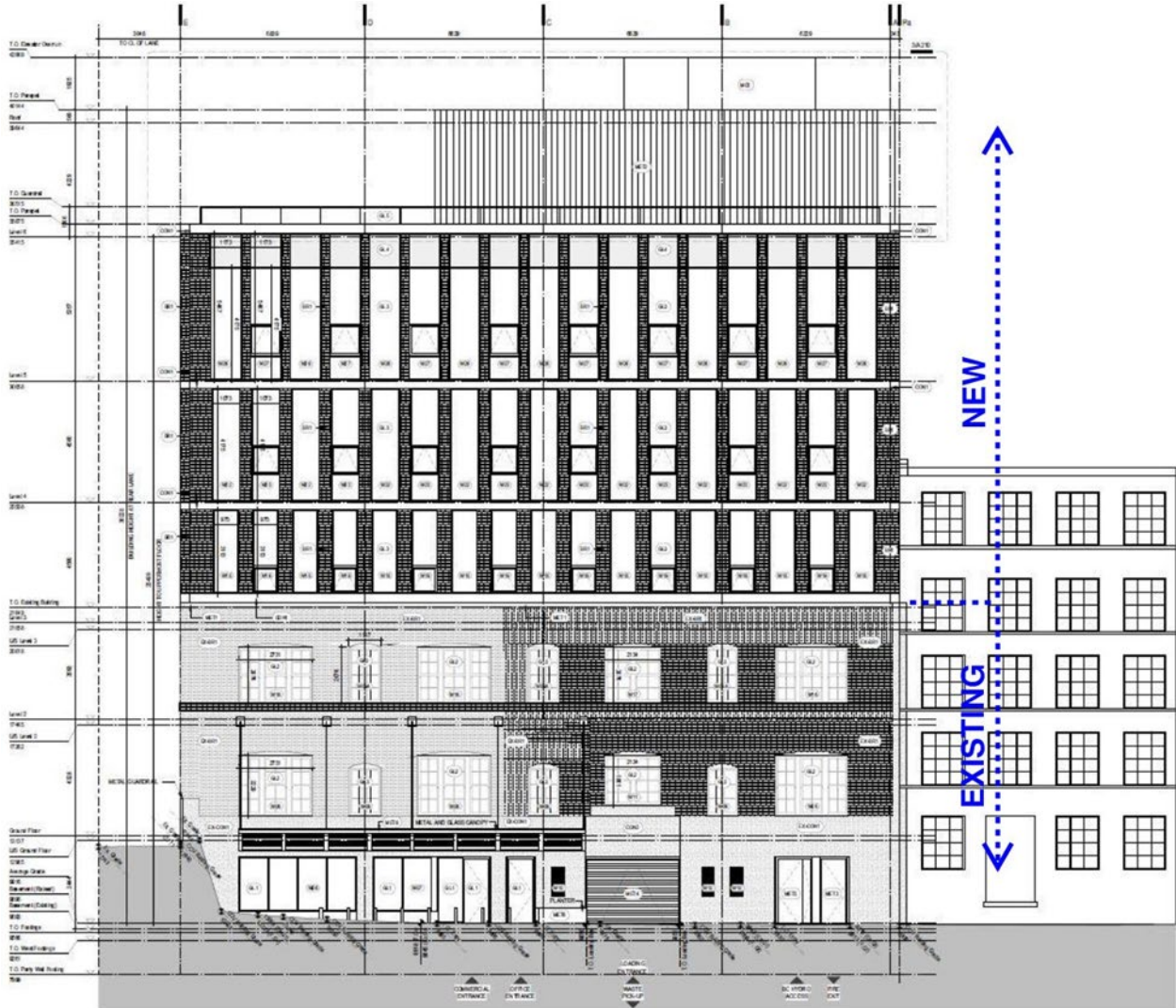
Item	Existing	Permitted or Required	Proposed
Downtown Official Development Plan (Area C-3) - FSR (Floor Area)	2.9 (1,916.2 sq.m. (20,626 sq.ft.))	5.0 (3,247.9 sq.m. (34,960 sq.ft.))	5.5 (3,541.1 sq.m. (38,116 sq.ft.))

Table 2: Parking By-law Relaxations

Item	Existing	Permitted or Required	Proposed
Section 4.8.4 – On-site Parking	None (Two non-compliant spaces are in the lane behind building)	Two spaces	One accessible space in the rear lane behind the building
Section 6.2.4 – Bicycle Parking, Commercial Uses	None	Six Class “B” bicycle spaces for commercial uses exceeding 2,000 m ²	Six Class “B” bicycle spaces in rear lane behind the building.
Section 5.2.5 – Loading, Retail Uses	None on site	Class “B”: minimum one space for the first 465 m ² of gross floor area <u>plus</u> one space for any portion of the next 1,860 m ² , in this case, total of two.	One off-street Class “A” loading space Proposed that requirements for Class “B” loading spaces continue to be fulfilled from the rear lane with the substantial improvement of off-street Class “A” space
Section 5.2.7 – Loading, Office Uses	None on site	Class “A”: minimum one loading space for 1,000 to 7,500 m ² of gross floor area, a requirement of one loading space for proposed office area. Class “B”: minimum one loading space for 500 to 5,000 m ² of gross floor area, a requirement of one loading space for proposed office area. No requirement for Class “C” loading spaces.	

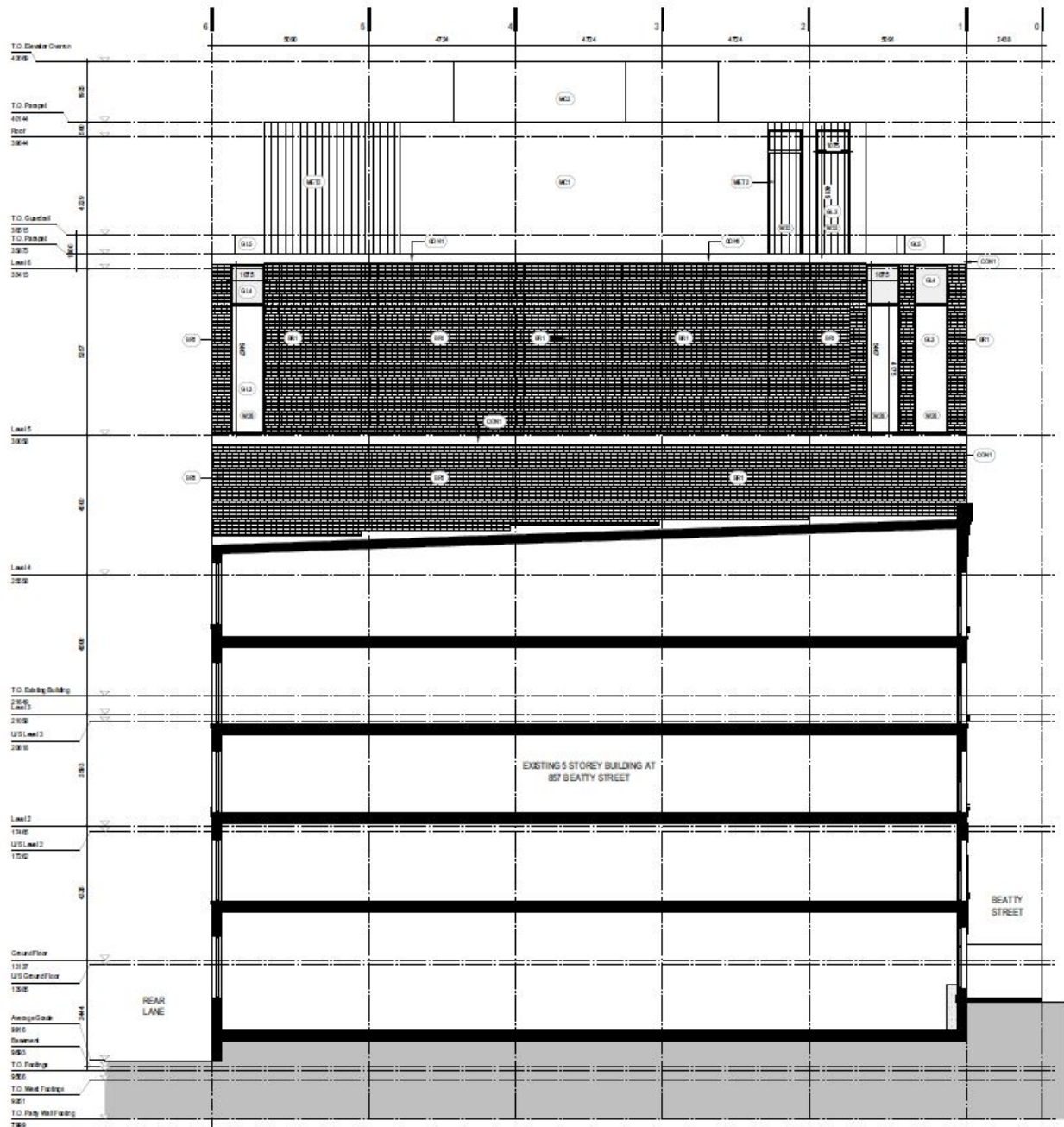


East Elevation (Front) – Proposed



West Elevation (Rear) – Proposed

North Elevation – Proposed



South Elevation – Proposed



Streetscape Rendering – Proposed





Rear Lane Facing - Proposed



Rear Lane, Lower Level - Proposed



Front and Side Lane - Proposed

835-837 BEATTY STREET – ANGLO-CANADIAN WAREHOUSE CO. BUILDING
RESOLUTION OF THE VANCOUVER HERITAGE COMMISSION

On October 5, 2020, the Vancouver Heritage Commission reviewed the Development Permit Application and resolved the following:

MOVED by Commissioner Massie
SECONDED by Commissioner Massey

WHEREAS

1. The Anglo-Canadian Warehouse Company Building is listed as a “C” on the Vancouver Heritage Register, and is valued for its connection to early Yaletown warehousing and commercial uses and for its Edwardian-era industrial vernacular design; and
2. A development application has been received to add four storeys to its existing two storeys, with no setback from the principal façade on the first three floors; and
3. The building was designed structurally to accommodate four additional storeys, which were never built; and
4. The application does not propose to restore the parapet, but instead to add four floors of massing directly above the front façade; and
5. The application proposes to enlarge some rear windows on the laneway façade; and
6. The Director of Planning is offering a 10% density bonus to FSR 5.5 in return for designation.

THEREFORE BE IT RESOLVED

THAT the Vancouver Heritage Commission supports the proposal, including the addition of four storeys, the density bonus in return for heritage designation, the Heritage Conservation Plan, the subdued colour scheme of the addition, the alterations to the rear façade, and the lack of setback on the front façade, and asks that the applicant focus on saving original elements, and continue research on original colours, and carefully consider storefront signage, exterior lighting and detailing to ensure the integrity of the historic front façade.

CARRIED UNANIMOUSLY

Staff Comments:

The recommendation to retain original elements, consideration for original colour, and exterior lighting and detailing will be included in Prior-to Conditions as part of the DP Application. The recommendation on signage will be addressed in a subsequent sign application for the Heritage Building.

835-837 BEATTY STREET – ANGLO-CANADIAN WAREHOUSE CO. BUILDING
PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation and conservation of a heritage building to restore the ground and second floor and construct a four-storey mass timber addition to the existing building. Retail will be included on the lower and ground levels, with office uses on the second to fifth floors and an amenity area on the sixth level.

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	DD	DD
FSR (site area = 649.6 m ² (6,992 sq.ft.))	5.0	5.5
Buildable Floor Area	3,247.9 m ² (34,960 sq.ft.)	3,541.1 m ² (38,116 sq.ft.)
Land Use	Commercial	Commercial

Summary of development contributions expected from proposed development

DCL (City-wide) ^{1,2}	266,061
DCL (Utilities) ^{1,2}	91,920
TOTAL	\$357,981

Other benefits:

Proposed on-site heritage conservation estimated to be approximately \$2,000,000

¹ Based on rates in effect as at September 30, 2020. DCLs would not apply to retained existing floor area of the Anglo-Canadian Warehouse Company Building, 835-837 Beatty Street (1916 m² (20,626 sq.ft.)) within the value under the Proposed column.

² DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of instream rate protection, see the City's [DCL Bulletin](#) for details.