



REPORT

Report Date: March 9, 2022
Contact: Jason Olinek
Contact No.: 604.873.7492
RTS No.: 15064
VanRIMS No.: 08-2000-25
Meeting Date: June 23, 2022

TO: Vancouver City Council

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

SUBJECT: Heritage Designation – 365 Railway Street, Fleck Brothers Warehouse

RECOMMENDATION

- A. THAT the existing building known as the Fleck Brothers Warehouse (the “heritage building”) located at 365 Railway Street (PID: 010-320-199, LOT 3 OF LOTS G AND H BLOCK 39A DISTRICT LOT 196 PLAN 7824) (the “site”), be added 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 structure and exterior of the heritage building as protected heritage property.
- C. THAT Recommendations A and B be adopted on the following conditions:
 - i. THAT the passage of the above 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

The purpose of this report is to seek Council approval to designate the structure and exterior of the heritage building known as the Fleck Brothers Warehouse as protected heritage property. The Director of Planning may grant a conditional increase in the maximum allowable density on

a site where the proposed development would make a contribution to conserving a building or site designated by Council as protected heritage property.

The owner proposes to preserve the heritage building, including rehabilitation of the existing two-storey concrete building, and construct a new four-storey mass timber addition above. To enable the proposed development and the proper conservation and long-term protection of the heritage building, the owner is seeking an increase to the maximum density of 10% (from 5.0 to 5.5 FSR). The development permit for the site (DP-2021-00844) is subject to the condition of approval that Council designate the structure and exterior of the heritage building prior to the issuance of development permit.

COUNCIL AUTHORITY

Pursuant to Section 582 of the *Vancouver Charter*, Council may, by resolution, establish a heritage register identifying real property that Council considers to be heritage property and may, by resolution, add real property to the register from time to time.

Pursuant to Section 593 and 594 of the *Vancouver Charter*, Council may, by by-law, on terms and conditions as it considers appropriate, designate real property in whole or in part as protected heritage property. The proposed designation of the heritage building requires Council approval at public hearing and by-law enactment.

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 following Council policies are applicable to this proposal:

- Vancouver Heritage Program (March 2020)
- Heritage Policies (2020)
- I-4 District Schedule (2020)
- Downtown Eastside Plan (2014)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Strategic Analysis

Site and Context - The site is located in the Downtown Eastside neighbourhood, in an area zoned I-4 (see Figure 1), and addressed as 365 Railway Street. The front façade of the heritage building is oriented to the south along Railway Street, the rear elevation oriented to the north along the Canadian Pacific Railway (CPR) tracks and East Waterfront Road beyond, and sited midblock between Gore Avenue to the west and Dunlevy Avenue to the east.

Historically, the concentration of industrial structures along this area was built on the escarpment, with the rear of warehouses backing directly onto the CPR main line, providing

buildings such as the Fleck Brothers Warehouse an advantageous access to both transcontinental railways and trans-Pacific shipping.

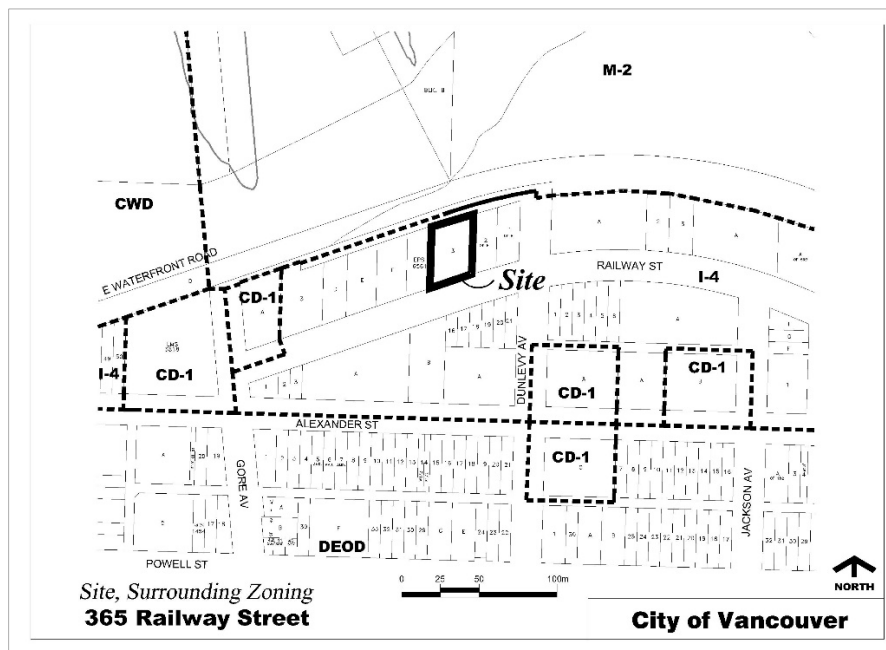


Figure 1: Site and surrounding zoning.

Heritage Value

The heritage values of the Fleck Brothers Warehouse are outlined in the Statement of Significance (Appendix B) prepared by Donald Luxton and Associates as part of the application.

Constructed in 1949, the heritage building is considered a good example of Late Moderne-style industrial architecture that is rare in Vancouver. It is characterized by its: two-storey frontage along Railway Street (south), and full-height one-storey basement at rear (north) that is expressed with full-height openings along the rail tracks; skewed rectangular plan built to the property lines; horizontally-proportioned steel window assemblies with narrow muntin profiles (framed by continuous raised banding on the front façade); and, original concrete structure, including square columns with angular capital and drop panel. The robust construction of the warehouse reflects its historic use as storage of heavy components, tools and materials.

The heritage building is also valued for its role in distributing materials to support the resources industries of British Columbia and across western Canada – from roofing and construction materials to equipment and machinery supplies. It is also valued as a rare surviving example of an industrial design by prominent local architect William F. Gardiner.

Condition of the Heritage Building and Conservation Approach

The Conservation Plan prepared by Donald Luxton & Associates outlines the proposed scope of repair and rehabilitation work, based on preliminary condition assessment of the surviving character-defining elements of the Fleck Brothers Warehouse.

The report indicates that the heritage building retains its overall historic form, scale and massing, concrete structure, and fenestration that reinforces a streamlined, horizontal expression unique to its immediate streetscape. Several interventions to the front façade can be attributed to change in tenancy over time, but such alterations did not diminish the austere historic character of the concrete warehouse structure.

The primary conservation treatment is rehabilitation. Major proposed interventions to the heritage building include the following: retention of the existing exterior and structure; seismic upgrading by way of replacing existing freight elevator and stair cores with new cores; replacement of existing metal window and door assemblies; alteration to front elevation openings at ground level to introduce a series of full-height, glazed storefront assemblies; and, the addition of new four-storey mass-timber structure with curtain-wall cladding.

Compatibility with Existing Zoning and Land Use Regulations and Community Plans

Staff conclude that the proposed addition is feasible through high level of retention and seismic upgrading of the existing concrete structure. The overall rehabilitation (proposed new four-storey addition and exterior alterations) is determined to be physically and visually compatible with, subordinate to, and distinguishable from the heritage building. Staff conclude that the proposed form of development meets the intent of the Downtown Eastside Plan and I-4 District Schedule, which encourages retention and renovation of existing buildings.

Staff also conclude that the proposed application and associated Conservation Plan are generally consistent with the *Standards & Guidelines for the Conservation of Historic Places in Canada*, and the *Vancouver Heritage Program* (VHP), encouraging the conservation and long-term protection of Vancouver's built heritage resources that promotes good heritage stewardship citywide.

While meeting the requirements for conservation of a heritage building, approval of Development Permit (DP-2021-00844) is subject to the applicant completing all the revisions and conditions outlined in the "prior-to-permit issuance" letter, to the satisfaction the Director of Planning.

Comments of the Vancouver Heritage Commission

On March 28, 2022, the Vancouver Heritage Commission supported the proposal to designate the structure and exterior of the heritage building as protected heritage property (Appendix D).

Financial Analysis

There are no financial implications with respect to the City's operating expenditures, fees, or staffing.

Public Benefits

The owner has offered to preserve and rehabilitate the heritage building, and to accept the designation of the building's structure and exterior as protected heritage property, which is an invaluable community feature and public benefit. The cost to the applicant of the heritage conservation scope of work is approximately \$11,500,000. The Public Benefits Summary is included in Appendix C.

The site is also subject to City-wide DCL and Utilities DCL, which will be calculated on the floor area proposed at the development permit stage. Based on rates in effect as of September 30, 2021, the DCLs are estimated to be \$634,347.

Legal

The owner's obligation to retain the heritage building's exterior and structure 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 stating that the owner has received full and fair 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 development permit application DP-2021-00844 includes a proposal to designate as protected heritage property the structure and exterior of the heritage building known as the Fleck Brothers Warehouse at 365 Railway Street. In order to carry out its proposed development, the owner is seeking an increase in the density of 10% beyond the maximum permitted density under I-4 zoning (from 5.0 to 5.5 FSR). This will ensure that the heritage building will be protected from demolition and unsympathetic exterior alterations that would diminish its heritage value, while allowing a development that would improve its functionality for industrial and office uses. The owner has agreed to accept the aforementioned proposed Zoning and Development By-law relaxations as compensation for the proposed heritage designation, and for the heritage building's continued conservation. Therefore, staff recommend that Council approve the heritage designation of the structure and exterior of the heritage building.

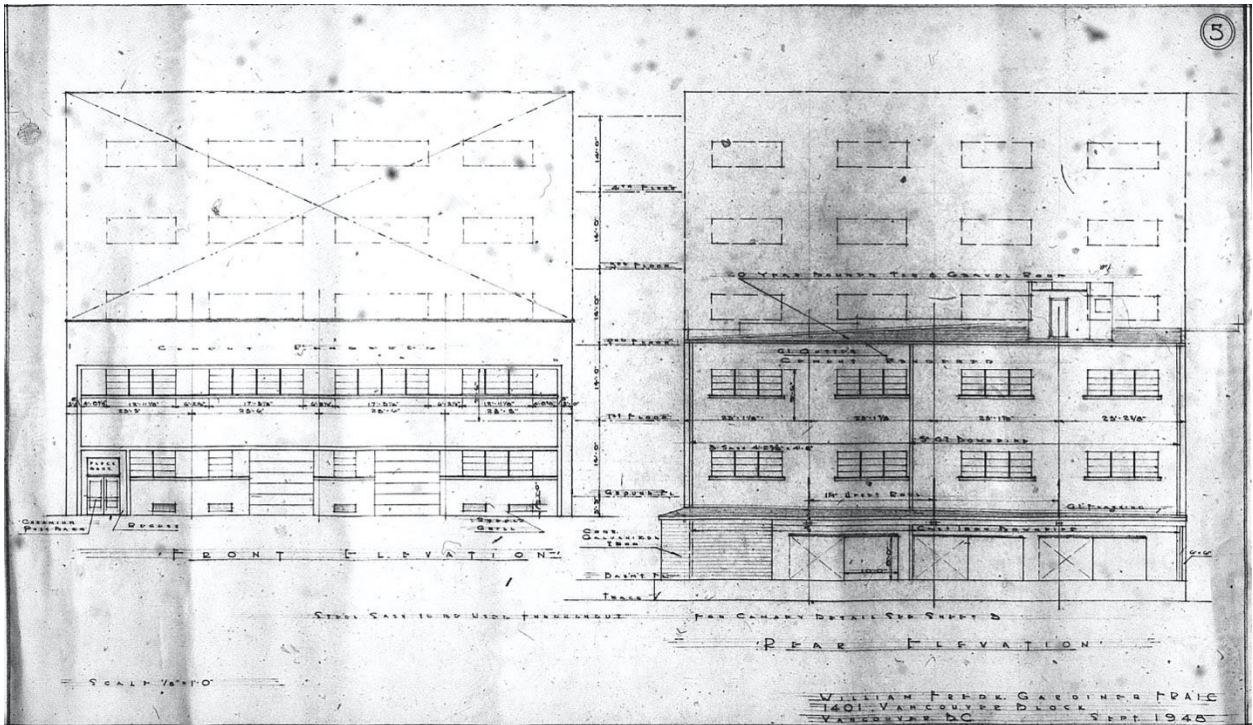
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Photographs

(All images were retrieved from the Heritage Conservation Plan)



Front elevation.



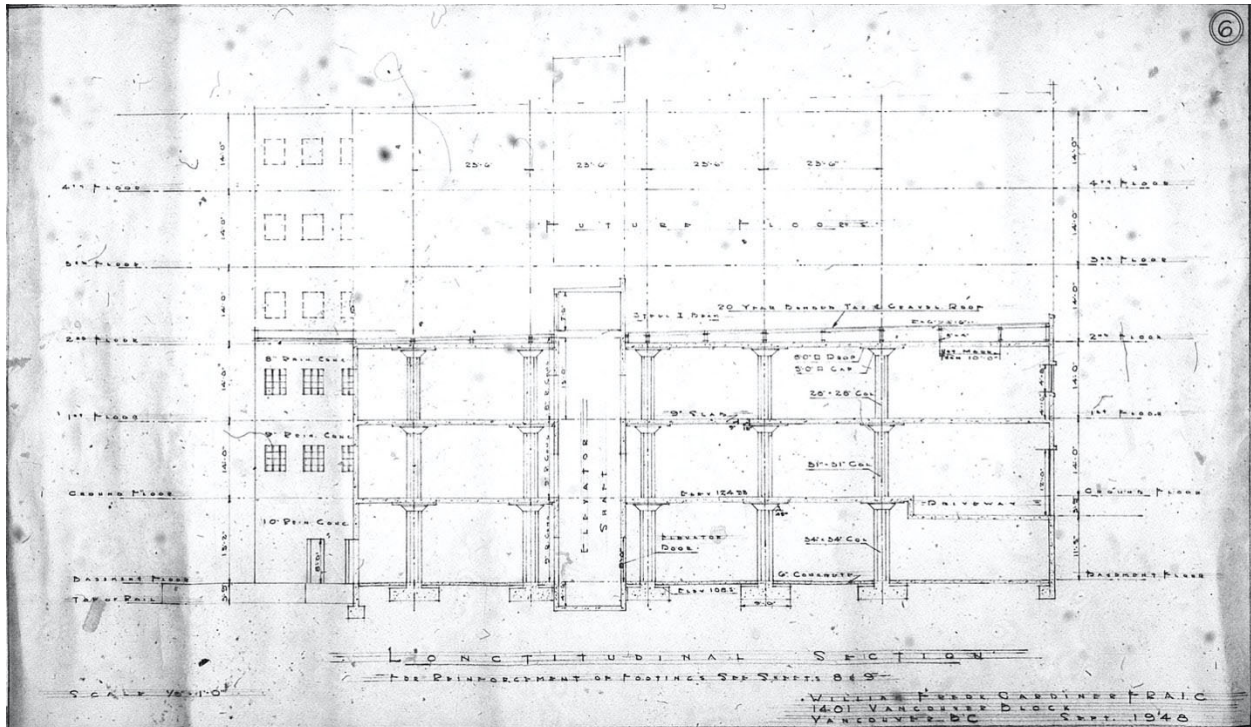
Front and rear elevations of the heritage building (September 1948).



Rear elevation (looking east).



Detail photo showing original sliding door and raised platform.



Longitudinal section of the Fleck Brothers Warehouse (September 1948).

3 STATEMENT OF SIGNIFICANCE

FLECK BROTHERS WAREHOUSE 365 RAILWAY, VANCOUVER, BC

Description of the Historic Place

The Fleck Brothers Warehouse is a Late Moderne-style concrete warehouse structure, located on the north side of Railway Street, backing onto the Canadian Pacific Railway (CPR) tracks, in the historical Railtown area of Vancouver's Strathcona neighbourhood. It is built into the waterfront escarpment of Burrard Inlet, two-storeys in height facing the street, with a full exposed storey at the rear originally connected to a railway spur. The horizontal proportions of the building are reflected in the running raised banding of the front façade and the muntins of the steel windows.

Heritage Value of the Historic Place

Constructed in 1949, the Fleck Brothers Warehouse is significant due to its contribution to the historical industrial streetscape built on the escarpment between the north side of Railway Street and the CPR rail tracks; its importance to the province's resources industries supply chain; and association with prominent local architect William F. Gardiner.

The Fleck Brothers Building is valued as one of a series of industrial structures built on the escarpment between the north side of Railway Street and the CPR rail tracks. Originally part of CPR's right-of-way along the southern shore of the Burrard Inlet, the rail company began leasing and subdivided their property north of Railway Street in the late 1890s and into the 1900s in response to the growing demand for warehouses and industrial sites. The International Ice & Storage Company were the first to develop a premise on the west end of this block in 1895. Subsequently over the next several decades, other businesses established themselves along the 300 block of Railway Street, including a creamery, rice mill, and wholesale warehouses. Backing onto the CPR main line, and with the availability of a spur line, gave advantageous access to both transcontinental railways and transpacific shipping piers. Fleck Brothers Limited was a prominent local industrial supplier from 1908 to 1970. With their headquarters and primary warehouse located two blocks west at 110 Alexander Street, post-Second

World War growth necessitated additional storage and distribution capacity, leading to the construction of the extant Fleck Brothers Warehouse.

The Fleck Brothers Warehouse is further valued for its importance to the supply chain in supporting the province's resources industries, including logging, mining, ship repair, and building construction. The robust construction of the warehouse reflects its suitability for the storage of heavy components, tools and materials, and represents confidence in the growth of the post-Second World War economy. Established in 1908 as a distributor for roofing and other construction material, Fleck Brothers expanded and adapted over the 20th century, diversifying into equipment and machinery supply for lumber mills, canneries, mines, and other industries across western Canada. Their \$135,000 warehouse on Railway Street was a component of their mid-century expansion which also included additions to their headquarters in 1941 and 1952, and later acquisition of the large warehouse at 103 Powell Street. This warehouse was also engineered to support an additional three stories, reflecting the confidence of the company in the post-war economy. Fleck Brothers was purchased and became a subsidiary in 1970, though its name continued to be utilized into the 2000s primarily as a safety equipment supplier.

The Fleck Brother's Warehouse is also valued as a rare surviving example of an industrial design by prominent local architect William F. Gardiner (1884-1951). Born and educated in England, Gardiner arrived in Canada in 1907 settling in Vancouver, and was immediately able to pursue his career as an architect during the booming Edwardian era. Designing a variety of commercial blocks and bank buildings, multi-unit residential apartments, and variety of other institutional and ecclesiastical structures throughout Metro Vancouver and on Vancouver Island, Gardiner established himself as respected architect in the city. Gardiner's industrial work included buildings for Marshall Wells and Home Oil in Vancouver, both of which are no longer extant. Retained by Fleck Brothers in 1941 to design a two-storey addition to their headquarters, Gardiner's working relationship became familial

3 STATEMENT OF SIGNIFICANCE

following the 1947 marriage of his daughter, Gloria (1922-2017) to Andrew B. Fleck (1922-1964), son of Bryce W. Fleck, one of the founders of the company. Three years following Gardiner's commission for the Fleck Brothers Warehouse, he unexpectedly passed away.

Character Defining Elements

The key elements that define the heritage character of the Fleck Brothers Warehouse include its:

- Location, built into an escarpment between the north side of Railway Street and the CPR rail tracks, in an area of early warehouse structures in the Railtown district of the Strathcona neighbourhood;
- Continuous commercial use;
- Simple cubic form with skewed rectangular plan built to the trapezoidal lot lines; two-storey frontage along Railway Street, with a full exposed basement level along the laneway; and flat roof;
- Concrete construction, including concrete foundation, reinforced concrete and concrete block walls; cement render applied to front and rear elevations; and exposed interior reinforced concrete octagonal columns with square caps;
- Functional features that indicate its warehouse use, including two loading bays facing the street and three loading bays at the rear with an elevated platform;
- Features of the Late Moderne style, including horizontally-proportioned windows and running raised banding on the front facade; and,
- Steel window assemblies and sashes.



Detail of the two loading bays on the front elevation of the Fleck Brothers Warehouse.



Detail of an original metal window assembly on the front elevation of the Fleck Brothers Warehouse.



View of the Fleck Brothers Warehouse from the southeast.

**365 RAILWAY ST (FLECK BROTHERS WAREHOUSE)
PUBLIC BENEFITS SUMMARY**

Project Summary:

To develop a six-storey commercial industrial and office building including retention, rehabilitation and heritage designation of the existing two-storey concrete building (two above grade and one basement parking level) with a proposed new four-storey mass timber addition above.

Public Benefit Summary:

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

	Existing	Proposed (New)
Zoning District	I-4	I-4
Maximum FSR (site area = 1,042 m ² ; 11,218 sq.ft.)	up to 5.0	up to 5.5 <i>(with municipal heritage designation)</i>
Subtotal of Building Floor Area	2,065 m ² (22,235 sq.ft.)	3,786 m ² (40,754 sq.ft.)
Land Use	Wholesaling Class B, Creative Products Manufacturing	Shell Manufacturing (anticipated Creative Products Manufacturing), General Office

Summary of development contributions expected from proposed development

DCL (City-wide) ¹	\$471,171
DCL (Utilities) ¹	\$163,176
TOTAL	\$634,347

Other benefits:

Proposed heritage conservation scope of work is estimated to be approximately \$11,500,000.

¹ Estimate is based on buildable floor area of the non-heritage parcel. Based on rates in effect as of September 30, 2021. 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.

Vancouver Heritage Commission (March 28, 2022)

**1. 365 Railway Street – Fleck Brothers Warehouse
Potential VHR-C, Heritage Designation
DP-2021-00844**

Staff: Elijah Sabadlan, Heritage Planner
Carl Stanford, Development Planner
Cody Profili, Project Coordinator

Applicant: Quinn Macaskill, Allied Properties REIT
Powell Talverdi, Allied Properties REIT
John Lindsay, Allied Properties REIT
Hugh Clark, Allied Properties REIT
Alysia Baldwin, Perkins+Will Canada Architects
Ryan Bragg, Perkins + Will Canada Architects
Donald Luxton, Donald Luxton & Associates Inc

Elijah Sabadlan provided a presentation and subsequently responded to questions and comments.

Donald Luxton introduced a Statement of Significance and conservation/preservation plan. Ryan Bragg provided an explanation of the existing heritage commission, including existing façade and proportions, heritage conservation strategy (building façade rehabilitation), structural strategies and subsequently responded to questions and comments.

Following discussion, it was

MOVED by Commissioner Hung
SECONDED by Commissioner Gordon

WHEREAS the Fleck Brothers Warehouse built in 1949 at 365 Railway Street is supported for addition to the VHR as category “C” .,;

THEREFORE, BE IT RESOLVED THAT the Vancouver Heritage Commission supports the proposed level of structural retention, and consistency of conservation procedures proposed in the Conservation Plan with Standards & Guidelines (in particular those procedures developed for treatment of character-defining elements);

FURTHER THAT the Vancouver Heritage Commission agrees that the proposed new addition is compatible with the retained concrete walls of the heritage building;

FURTHER THAT the Vancouver Heritage Commission supports the Designation of the heritage building, and the justification of a density bonus of up to 10%, as compensation for designation; and

FURTHER THAT the Vancouver Heritage Commission recommend further design development on the following matters:

- to explore ways of sharing the history and story of the building
- to retain more of the original expression of the ground floor façade.

CARRIED UNANIMOUSLY

Draft Designation By-Law – 365 Railway Street

DRAFT

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

365 Railway Street
(Fleck Brothers Warehouse)

BY-LAW NO. _____

**A By-law to designate certain real property
as protected heritage property**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. Council considers that the real property described as:

Structure and exterior envelope and exterior building materials of the heritage building (Fleck Brothers Warehouse)	365 Railway Street Vancouver, B.C.	PID: 010-320-199 Lot 3 of Lots G and H Block 39A District Lot 196 Plan 7824
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has heritage value or heritage character, and that its designation as protected heritage property is necessary or desirable for its conservation.

2. Council designates the real property described in section 1 of this By-law as protected heritage property under Section 593 of the *Vancouver Charter*.

3. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this _____ day of _____, 2022

Mayor

City Clerk