



REPORT

Report Date: February 7, 2020
Contact: Jason Olinek
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VanRIMS No.: 08-2000-20
Meeting Date: February 25, 2020

TO: Vancouver City Council

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

SUBJECT: HERITAGE: 3495-3505 Commercial Street (Broadhurst and Whitaker Block)

RECOMMENDATIONS

- A. THAT Council add the existing building at 3495-3505 Commercial Street (PIDs: 014-894-424 and 014-894-441; Lots 45 and 46, Except the West 3 Feet Now Lane, District Lot 751 Plan 1201 (the "site")) known as the "Broadhurst and Whitaker 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 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 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 3495-3505 Commercial Street to the Vancouver Heritage Register in the 'C' evaluation category and to designate its exterior as protected heritage property. Approval by Council for designation is required prior to the issuance of this Development Permit Application DP-2019-00435 (the "DP Application").

The proposed application is to restore the existing 1910-built structure in situ and to construct a modest one-storey addition at the third level of the Heritage Building as well as a new four-storey infill building at the rear of the site. The new and existing structures will be separated by a 20 foot courtyard which roughly aligns with the courtyard of the adjacent four-storey building to the north. If approved, the project will contain commercial uses on the first floor of the Heritage Building facing Commercial Street and a total of 18 new dwelling units distributed between the Heritage Building and the infill building.

To help facilitate and compensate the owner for the heritage designation, restoration and conservation of the Heritage Building's exterior and structure, the Director of Planning is prepared to approve relaxations to residential density, setbacks for the proposed infill at the rear, and required on-site parking. 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 approve the DP Application should Council approve the recommendations of this report.

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, may add such properties to the register from time to time.

Pursuant to Sections 593 and 594 of the *Vancouver Charter*, Council, 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 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:

- *Heritage Policies and Guidelines* (April, 1991, last amended September 2002)
- *MC-1 and MC-2 Guidelines for Cedar Cottage, Hudson Street, East Hastings (Clark to Semlin) and False Creek Flats (Malkin-Atlantic-Prior) Areas* (March 1998, last amended October 2017).

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

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

STRATEGIC ANALYSIS

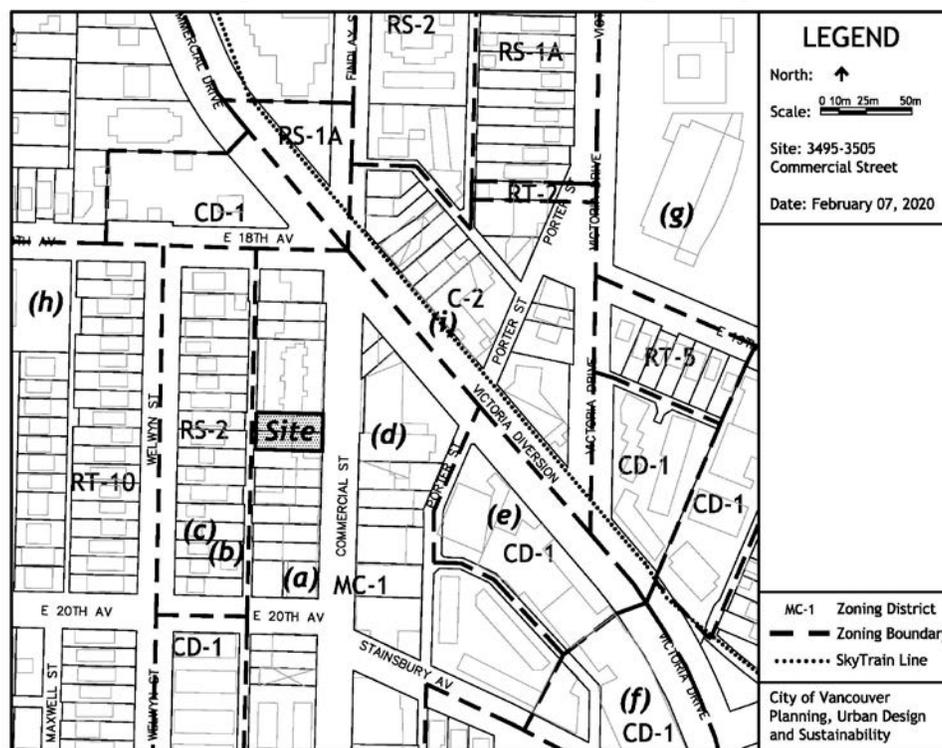
Site and Context

The site consists of two tied parcels located in the Cedar Cottage neighbourhood in an area zoned MC-1 (see Figure 1). 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.

This proposal meets the intent of the *MC-1 District Schedule of the Zoning and Development By-law*, to reinforce a mixed-use area neighbourhood with residential, commercial and light industrial uses, as well as for heritage retention and conservation. This includes compatibility among the varied uses, and on massing, neighbourliness, appropriate scale and pedestrian interest.

Figure 1: The site and surrounding zoning



Significant sites surrounding 3495-3505 Commercial Street:

- a. Gow Block, 3589 Commercial Street, 2-storey mixed-use building, Heritage B(M)(H), (c.1910);
- b. 3572 Welwyn Street, one-storey residential building, Heritage C;
- c. 3560 Welwyn Street, two-storey residential building, Heritage C;
- d. 3456 Commercial Street, four-storey mixed-use residential building, (c. 2015);
- e. 1888 Victoria Diversion, five-storey residential buildings, (c. 2013);
- f. 3655 Victoria Drive, residential building under construction, (c. 2020);
- g. Trout Lake Park & Community Centre;
- h. St. Joseph’s Parish, 1612 E 18th Avenue, Catholic Church, (c. 1982);
- i. SkyTrain Expo Line (1986)

Heritage Value

The Heritage Building, known as the “Broadhurst and Whitaker Block”, built 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. Photographs, and the heritage values, are further described in the Statement of Significance included in Appendix A.

Development Application and Proposed Incentives

The applicable zoning, MC-1, permits an overall mixed-use density of up to 2.5 floor space ratio (FSR), while limiting residential density to 1.8 FSR, and commercial density to 0.7 FSR. Section 3.2.5 of the *Zoning and Development By-Law* permits the Director of Planning to relax certain provisions of the By-Law where Council determines that 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 total residential floor area sought as part of the DP Application is 1.94 FSR (1,432 m² or 15,416 sq.ft.). Of this total area, 1.8 FSR (1,328 m² or 14,301 sq.ft.) is proposed to be allocated to living or dwelling spaces, which is consistent with the maximum permitted residential density. The additional proposed 0.14 FSR (104 m² or 1,115 sq.ft.) of residential density is to be allocated to common spaces such as circulation corridors and balconies. The commercial density is not proposed to change from its existing 0.37 FSR (270 m² or 2,905 sq.ft.). To achieve the new rear infill building, the rear yard setback is proposed to be relaxed from 25 feet to 0 feet. The amount of on-site parking is proposed to be reduced from the required 13 spaces to 9 spaces.

To achieve these relaxations, Council approval of heritage designation of the Heritage Building is required. If approved, these relaxations are considered compensation as described below under “Legal”. These relaxations are within the discretion of the General Manager of Planning, Urban Design and Sustainability and are further described in Appendix B.

Compatibility with Existing Zoning and Land Use Regulations and Community Plans

The proposed protection and rehabilitation of the Heritage Building is consistent with intent of the *MC-1 District Schedule* of the *Zoning and Development By-law*. Its proposed conversion follows prescribed uses for residential uses, incorporating them above grade while retaining the historic commercial at-grade use. Retention of the Heritage Building follows the guidelines pertaining to frontage (rhythm of bays relating to traditional scale of buildings) and an additional upper floor set back from the façade further meets the area’s design guidelines.

Condition and Economic Viability of the Heritage Building and Conservation Approach

The Heritage Building is in good condition. Its viability as a mixed-use building is good due to its form, size and window configuration. A Conservation Plan has been prepared which follows standards and guidelines for retaining, restoring and reincorporating any elements that were previously removed. This includes restoration of the cladding, second floor bay windows and storefronts (Appendix C).

Comments of Advisory Bodies

On July 15, 2019, the Vancouver Heritage Commission reviewed the DP Application and supported it with comments. Subsequently, the applicant revised its proposal, seeking an adjustment to residential density, an increase from 1.8 FSR to 1.94 FSR. This proposal was

presented as an update to the Heritage Commission on February 3, 2020, and its support was re-stated at that meeting (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 1,078 m² (11,606 sq. ft.) residential floor area of the proposed new infill building. Based on rates in effect as of September 30, 2019, total DCLs of approximately \$298,738 would be anticipated from this development.

Heritage: The owner has offered to conserve and rehabilitate the Heritage Building and to accept the designation as protected heritage property, which is a highly valued community feature. As incentive and compensation, the owner would be permitted relaxations to density, setbacks and parking requirements as described above. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$1,881,250.

See Appendix E for a summary of the public benefits that would be achieved should this application be approved.

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation of the Heritage Building valued at approximately \$1,881,250.

The site is subject to the City-wide DCL and the City-wide Utilities DCL and it is anticipated that, based on rates in effect as of September 30, 2018, the applicant will pay approximately \$298,738 in DCLs should the DP Application be approved and the project proceed.

Legal

The relaxations proposed will provide an improved development potential on a site which will allow full retention of the Heritage Building. The owner's proposal to retain the building in exchange for obtaining these relaxations for 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 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 to be provided, and the resulting development advantages to be gained thereby, as full 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 3495-3505 Commercial Street 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 building from demolition and exterior alterations which affect its heritage value. The owner has agreed to accept the proposed relaxations as compensation for the proposed Heritage Designation By-law, and for the Heritage Building's continued conservation. The General Manager of Planning, Urban Design and Sustainability is prepared to approve the DP. Therefore, it is recommended that Council approve the recommendations of this report.

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**3495-3505 COMMERCIAL STREET – BROADHURST AND WHITAKER BLOCK
PHOTOGRAPHS**



3495-3505 Commercial Street – circa 1913



3495-3505 Commercial Street – Front Façade (Current)

Statement of Significance – 3495-3505 Commercial Street

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.

**3495-3505 COMMERCIAL STREET – BROADHURST AND WHITAKER BLOCK
TECHNICAL ZONING SUMMARY**

**Table 1: Summary of MC-1 District Schedule of Zoning and Development By-law
Site Area: 3495-3505 Commercial Street – 738 m² (7,945 sq. ft.).**

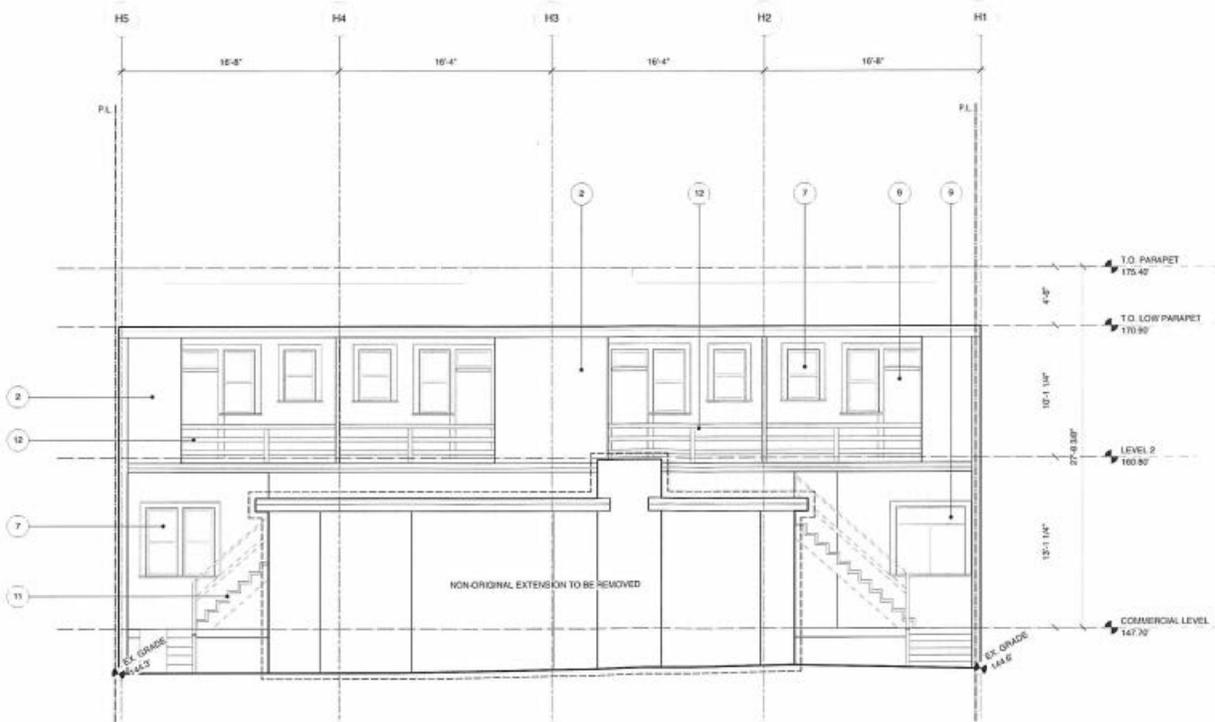
Item	Existing	Permitted or Required	Proposed
Floor Area - Overall	0.85 FSR 624 m ² (6,715 sq.ft.)	2.5 FSR Maximum 1,845 m ² (19,862 sq.ft.)	2.31 FSR 1,702 m ² (18,321 sq.ft.)
Floor Area – Residential	0.48 FSR 354 m ² (3,810 sq.ft.)	1.8 FSR Maximum 1,328 m ² (14,301 sq.ft.)	1.94 FSR 1,432 m ² (15,416 sq.ft.)
Floor Area - Commercial	0.37 FSR 270 m ² (2,905 sq.ft.)	0.7 FSR 517 m ² (5,562 sq.ft.)	0.37 FSR 270 m ² (2,905 sq.ft.)
Setback – Rear (infill)	15.1 m (49.5 ft.)	7.6 m (25 ft.)	0 m (0 ft.)
Parking	1 space	13 spaces	9 spaces

Table 2: Summary of Parking By-law

Item	Existing	Permitted or Required	Proposed
On-site Parking	1 space	13 spaces	9 spaces



2 EXISTING ELEVATION: EAST
310' x 1'-0"



1 EXISTING ELEVATION: WEST
310' x 1'-0"





Proposed Front Elevation

**3495-3505 COMMERCIAL STREET – BROADHURST AND WHITAKER BLOCK
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION**

On July 15, 2019, the Vancouver Heritage Commission reviewed the Development Permit Application and resolved the following [Note: the building's name as presented to the Heritage Commission was "Cedar Court"]:

MOVED by Commissioner Leduc
SECONDED by Commissioner Keate

WHEREAS

1. Cedar Court, built in 1910, is one of the earliest surviving buildings from the old Cedar Cottage village on Commercial Street.
2. The restoration of the building will help to keep alive the memory of Charles Broadhurst, a significant member of the neighbourhood and a contributor to the Canadian WWI effort.
3. The Cedar Cottage village is a mixed-use area with several historic buildings.
4. The proposal to rehabilitate the heritage building generally follows the Standards and Guidelines for the Conservation of Historic Places in Canada.
5. The third floor addition to the heritage building is set back adequately to reduce the visibility of it from the street.
6. The courtyard and infill building are thoughtfully planned to provide good accommodation that will animate the neighbourhood.
7. The rehabilitated storefronts will also help to reanimate the neighbourhood and provide local retail services for residents and neighbours.

THEREFORE BE IT RESOLVED

- A. THAT the Vancouver Heritage Commission (the "Commission") supports the project as presented to the Commission on July 15, 2019, including the zoning relaxations as requested, the distinguishable and calm design of the infill building, the layout of the courtyard, and the provision of street front retail spaces, and congratulates the proponent on the design and presentation of it.
- B. THAT the Vancouver Heritage Commission supports the addition of the building to the Heritage Register in the "C" category and its designation in return for zoning relaxations.
- C. THAT the Vancouver Heritage Commission notes that the residential density of 1.80 FSR is reasonable and is not impinging on the livability of the units or impacting negatively on the surrounding properties.
- D. THAT the Vancouver Heritage Commission specifically supports the relaxations requested to the setbacks, and that may be required for the building envelope, and relaxations of the Energy Code equivalencies of the Building Code that may be necessary for the preservation and reuse of this heritage building.

- E. THAT the Vancouver Heritage Commission supports the landscape plan and the removal of the existing cluster of hazardous forest trees from the rear yard.

CARRIED UNANIMOUSLY

On February 3, 2020, the Vancouver Heritage Commission reviewed a staff update to the Development Permit Application and resolved the following:

MOVED by Craig Rogers
SECONDED by Mollie Massie

WHEREAS

1. The Broadhurst and Whitaker Block is proposed as a C-listing on the Vancouver Heritage Register, and
2. The Commission reviewed the project on July 15, 2019, and supported the development proposal in return for the designation of the structure, and
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.
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 by staff to the commission at their February 3, 2020 meeting.

CARRIED UNANIMOUSLY

**3495-3505 COMMERCIAL STREET – BROADHURST AND WHITAKER BLOCK
PUBLIC BENEFITS SUMMARY**

Project Summary:

Rehabilitation and conservation of a heritage building with infill.

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	MC-1	MC-1
FSR (site area = 738 m ² (7,945 sq. ft.)).	2.5	2.31
Buildable Floor Area	1,845 m ² (19,862 sq.ft.)	1,702 m ² (18,323 sq.ft.)
Land Use	Commercial and Residential	Commercial and Residential

Public Benefit Statistics	Value if built under Proposed DE (\$)
DCL (City-wide) ^{1,2}	\$210,881
DCL (Utilities) ^{1,2}	87,857
TOTAL DCLs	\$298,738

Other Benefits: None

Proposed on-site heritage conservation estimated to be approximately \$1,881,250

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.

2 As the existing building is to be retained, conserved and rehabilitated as designated heritage space DCLs are only expected to apply to the new 1,078 m² (11,606 sq.ft.) rear infill building.