

ITEM	11
MANAGER'S REPORT NO.	56
COUNCIL MEETING	1980 09 08

RE: ROYAL OAK FUNERAL HOME
5152 KINGSWAY
REQUEST FOR INFORMATION ON DEVELOPMENT POTENTIAL FROM WALES,
MCLELLAND DEVELOPMENT COMPANY LIMITED

The following report from the Director of Planning is in response to Mr. Stanley J. Wales' appearance before Council on September 02 and his two letters which appear on the agenda for the September 08 meeting of Council.

RECOMMENDATION:

1. THAT the recommendations of the Director of Planning be adopted.

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TO: MUNICIPAL MANAGER
FROM: DIRECTOR OF PLANNING
SUBJECT: 5152 KINGSWAY - ROYAL OAK FUNERAL HOME
CORRESPONDENCE FROM WALES MCLELLAND DEVELOPMENT
COMPANY LIMITED

PLANNING DEPARTMENT
1980 SEPTEMBER 02

RECOMMENDATIONS:

- 1) THAT Council advise Wales McLelland Development Company Limited that:
 - a) It is the intention of Council to preserve the Royal Oak Funeral Home and the major trees and portion of the surrounding wall.
 - b) Council is prepared to support a rezoning of the site to Comprehensive Development as detailed in Section 3.3 of this report and
 - c) Council will proceed with a bylaw to designate the house and certain portions of the site if an application is received for a demolition permit.
- 2) THAT a copy of this report be sent to the Century Park Museum Association.

REPORT

1.0 INTRODUCTION

Appearing on the Agenda of 1980 September 02 is correspondence from Wales McLelland related to the Royal Oak Funeral Home at 5152 Kingsway.

Wales McLelland is an option holder of the subject property and four lots to the rear of the property (Sketch 1, attached). The development company wishes to develop the land in accordance with the existing zoning or Comprehensive Development District (CD) zoning. The existing zoning is shown on Sketch 2, (attached). The company wishes to obtain a decision whether or not a permit will be granted, upon application, "to demolish the home, together with all walls and the trees".

2.0 BACKGROUND

Detailed historical information is provided in Attachment 1 of this report which is information compiled by the former curator of Heritage Village, Mr. John Adams.

In summary, the house was built in 1911 for Andy Johnson who was a major landowner in Burnaby. The house in its well landscaped grounds, which have presented a park-like setting at this corner, has been a landmark in Burnaby since it was built. Several features of the house reflect the Arts and Crafts Movement in art which was popular at the time of construction. Many of these features remain intact. The house is an interesting example in this location of an eclectic* style of architecture.

The present Curator of Heritage Village was contacted to obtain his views on the house. He is of the opinion that the house should be preserved but would support some sympathetic building around it. The house sits on a highly visible public corner and has been a landmark in Burnaby since it was built and is thus part of our heritage.

Three Sequoia Gigantea trees in excellent condition are on the site. These trees are three to four feet in diameter and are extremely rare in the lower mainland. It is desirable to retain these trees in any redevelopment.

The report Burnaby Metrotown - a development plan, which was approved in principle in 1978 February by Council as the development concept for this area, recognized the significance of the Royal Oak Funeral Chapel as one of the two structures in the area that are considered invaluable from an historical point of view (see extracts from this report, Attachment 2).

On the basis of the above information we have been encouraging the option holder, in response to his request for information about the development potential of this site, to develop the site while retaining the house, major trees and stone walls. In subsequent discussions we agreed that significant portions of the wall could be removed to facilitate pedestrian access. In all of our discussions we have been suggesting increasing the floor area buildable on the site from what the current zoning (C4 and RM3) will permit through utilizing CD zoning. Attached is a copy of the aerial photograph included in our letter to Wales McLelland which shows developable site areas. The photograph has been touched up for clarity. In accordance with Council policy, it was made clear that, if all the land suggested could not be assembled, then no locked-in lots should result from the proposed consolidation.

3.0 REVIEW OF OPTIONS

The following options are available to the Municipality in response to the option holder's enquiry.

- 1) Indicate that the Municipality is prepared to issue a demolition permit.
- 2) Indicate that the Municipality will designate the house and the grounds in whole or in part by bylaw as a municipal heritage building and site under the Heritage Conservation Act, if an application to demolish is received.
- 3) Indicate support for a rezoning to Comprehensive Development which incorporates the house, certain trees and portions of the wall.

* various historic architectural styles and features

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3.1 Issue Demolition Permit

We would not recommend issuing a demolition permit. Demolition would be contrary to the Metrotown plan as outlined in the Burnaby Metrotown report and an interesting landmark in the area would be lost. In the developing town centre area it is desirable to maintain some links with the past. This building, the large specimen trees and the stone wall presents one of the very limited possibilities to maintain a link with history and an interesting example of an eclectic style of architecture.

3.2 Heritage Designation

Heritage designation of the house and portions of the grounds is an option open to the Municipality under the Heritage Conservation Act. Subsection 11(4) of the Act reads "Where designation under subsection (1) decreases the economic value of the building, structure or land, the Council may, by bylaw, provide a grant, tax relief or other compensation to the owner". Subsection 11(5) of the Act reads "Compensation provided under subsection (4) shall be deemed to be full and fair compensation for loss or damage suffered by the owner through the designation".

If the designation approach is adopted, we would recommend that compensation be provided through increasing the building density permitted on the site from that currently permitted under existing C4 zoning. As noted in our letter to Wales McLelland, a floor area ratio approaching 1.4 could be achieved on the site through new construction and the existing house would provide additional floor area which could be remodelled and used in a variety of ways. A greater F.A.R. could be achieved if the developer was interested in a building taller than three-storays.

The current zoning permits a floor area ratio of 1.0 (50% site coverage and two storey height) over the C4 zoned portion of the site and a floor area ratio of 1.1 over the RM3 portion of the site (assuming 100% underground parking). We believe the suggested density increase provides "full and fair compensation" as a current valuation of the property must be based upon its existing zoning.

At the Council meeting of 1980 September 02 information about the value of the property was requested. The Legal and Lands Department reports that the estimated value of the subject property, including the four lots to the south of the Royal Oak Funeral Chapel site which are under option, is \$1.1 million based upon the development potential information conveyed to Wales McLelland in the Planning Department letter of 1980 July 02. This amount is the current option value which is well supported by the Legal and Lands Department appraisal. The property is a commercial site which should be developed by the private sector.

3.3 Comprehensive Development

A third option, which we believe is the most desirable, is to indicate to the developer that it is the intention of the Council to preserve the house and that the Municipality is prepared to work with him towards a rezoning to Comprehensive Development which retains the house, portions of the wall and the major trees. A density increase from that permitted under the current zoning would be supported subject to suitable design. The interior and portions of the exterior could be renovated to suit new commercial or residential uses. In accordance with Council policy, locked-in development sites should not be created to the south of this development site. This option is more desirable than Heritage Designation because the designation option

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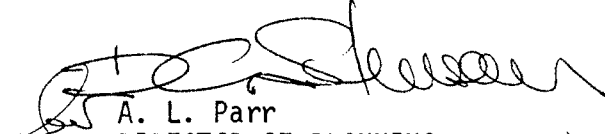
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would require two bylaws, a Heritage Designation Bylaw and, subsequently, a rezoning bylaw to accommodate development on the portion of the site which is not designated. Such a process would require a greater time period to the detriment of the developer and, by defining the undesignated portions of the site prior to detailed design study by the developer and his architect, could reduce development options.

If the option holder, notwithstanding this information, applies for a demolition permit with the consent of the owner then it would be appropriate for Council to authorize the introduction of a bylaw to designate the building and portions of the site a municipal heritage site and building. The Council would then have a total of ninety days to pass the bylaw.

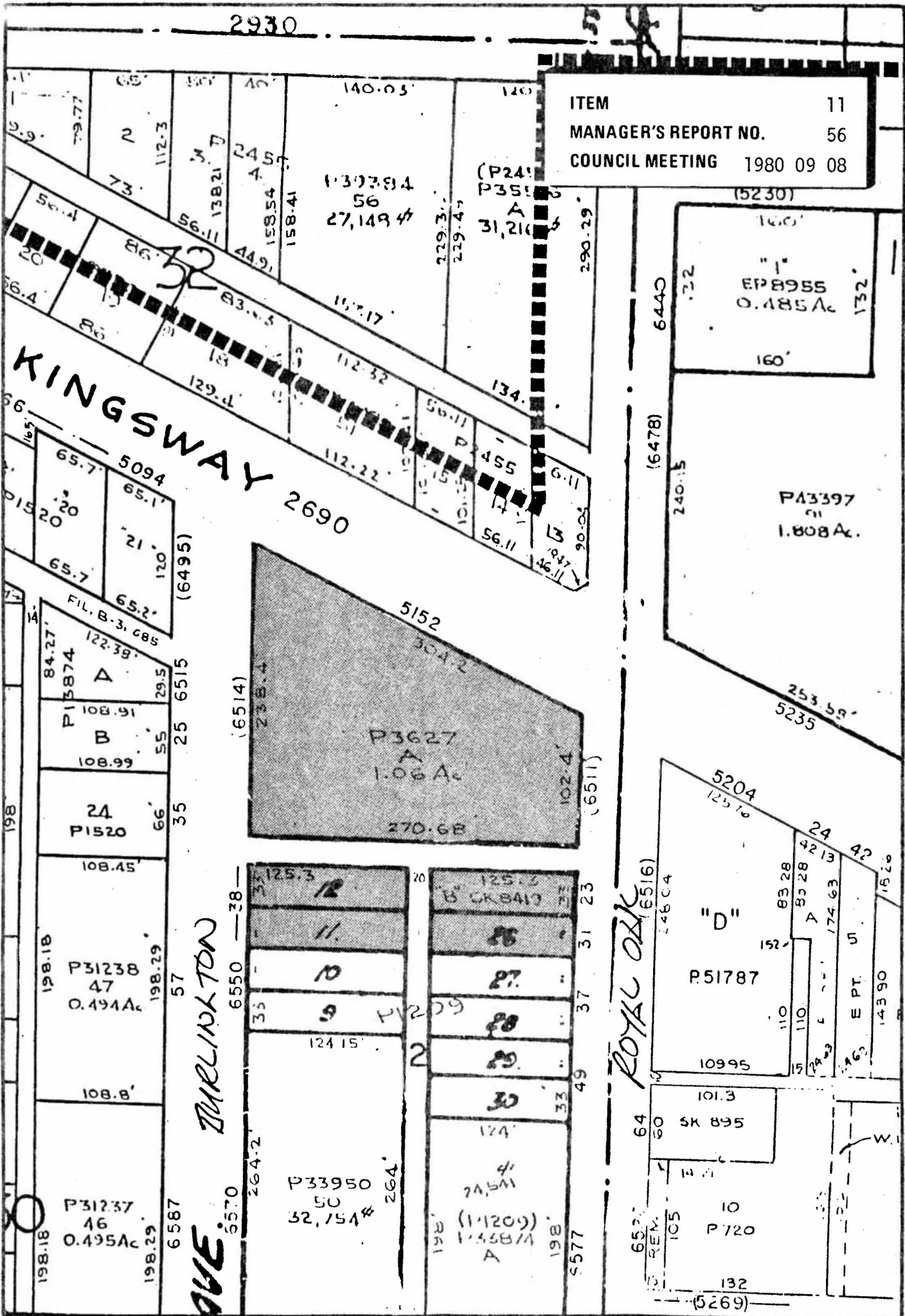
4.0 SUMMARY

It is our view that the house, major trees and portions of the surrounding wall should be retained. The house has landmark significance and has been recognized by past and present curators of Heritage Village as well as in the adopted Metrotown guideplan as worthy of preservation. While the house is not in itself an illustrious architectural example of a particular style, it is a unique, eclectic building which has become a landmark in the local context. The most appropriate method of retention is as part of a Comprehensive Development proposal. Such a proposal will increase the density permitted on the site from that permitted under the current zoning. If the option holder applies for a demolition permit then it would be appropriate to introduce a bylaw to designate the building and portions of the site.


 A. L. Parr
 DIRECTOR OF PLANNING

CBR/rlp

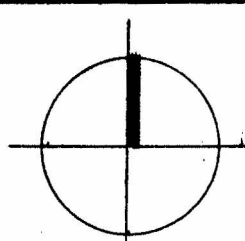
cc: Municipal Solicitor
 Chief Building Inspector
 Curator - Heritage Village



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 1" = 100'
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 Burnaby Planning Department

SKETCH 1



ROYAL OAK FUNERAL HOME.

 PROPERTIES OBTAINED BY WALES-McLELLAND

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Scale
1" = 400'

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Burnaby Planning Department

ROYAL OLIC FUNERAL HOME

SKETCH 2

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Historical information about the house is provided below in a quote from information compiled by the former curator of Heritage Village, Mr. John Adams:

"Andy Johnson House (Royal Oak Funeral Chapel), 5152 Kingsway, 1911

Andy Johnson purchased the Royal Oak Hotel in 1910 and a year later built a grand home kitty corner from it. Johnson was a major landholder in Burnaby, owning at one time all four corners of Royal Oak and Kingsway and much of the adjacent properties. He had made his money as a partner in the firm of Atkins & Johnson, a leading teaming firm in Vancouver. (It later became the Mainland Transfer Company).

The house has been a landmark in Burnaby since it was built. The most striking feature of the house are the leaded and stained glass windows which are present in every room. They were installed by the Royal City Glass Company.

The noteworthy details of the exterior are the cedar shingle siding, the half-timbering on the gables, the stonework on the chimney and around the foundations and porch, and the red tiled roof.

The original entrance to the house was by means of a stone stairway leading up from the front lawn to the main door. This has been replaced by a driveway ramp, however, so that hearses may drive right up to the front door.

Many features of the house indicate the influence of the Arts and Crafts Movement which was popular at the time of the house's construction. This influence is evident in the heavy solid oak front door with its massive polished brass hardware and immediately inside the door in the spacious entrance hall. Directly ahead of the door is the staircase leading to the second floor bedrooms. The balustrade with its vertical straight-edged spindles is reminiscent of the Mission style furniture in vogue in 1910. The hall itself is panelled in oak wainscotting and has an oak picture rail, both in natural oak finish to emphasize the grain of wood. A beaten copper electric light fixture hangs from the middle of the hall ceiling.

The room immediately to the right of the entrance hall used to be the sitting room, or small parlour. It is separated from the hall by double sliding oak doors. Dominant in the room are the tiled fireplace with polished brass fittings (notice the metallic sheen to the tiles) and the uniquely beamed ceiling.

Passing through the door to the right of the fireplace one enters the former master bedroom. The fireplace in this room actually backs onto the one in the sitting room, but its treatment in white tiles with raised acanthus garlands outlined in gold produces a much more feminine feeling than its mate in the next room. The classical fluting on the vertical oak mantle supports is one of the few distinctly classical touches in this Twentieth Century home. At one time a doorway led from the master bedroom to another bedroom (the son's) behind. This bedroom is now a separate room entered only from the hallway.

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Opposite the sitting room across the entrance hall is the present mortuary chapel. This large room was formed out of several original rooms which were, in order from the front of the house to the rear, the front room, the family room, the dining room, and the kitchen. The small room facing onto the present altar area was formerly a glassed-in conservatory.

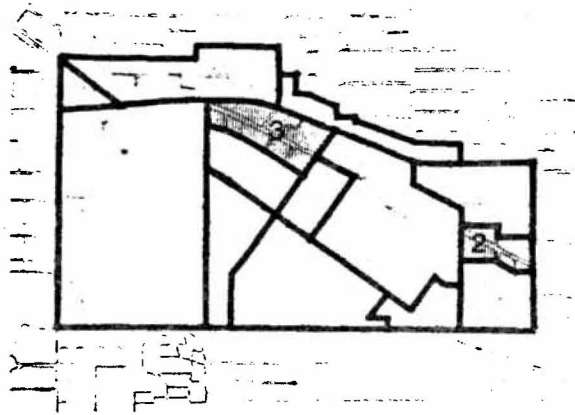
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The basement of the house is presently used for the coffin display room, the morgue, and other work areas associated with the funeral home.

The second floor of the house has been altered very little from the original and is now used as office and storage areas.

The grounds of the house have presented the public with a small parklike corner since the time the Johnson's built the house. Fortunately when the house was converted to its present use in the late 1940's the gardens were retained. Unfortunately, however, the row of large copper beech trees that once lined Kingsway in front of the house were torn out to allow for the widening of the road. The stone wall which runs around the perimeter of the grounds is reputed to have been cut from one huge boulder which sat in the garden near the present arbors."

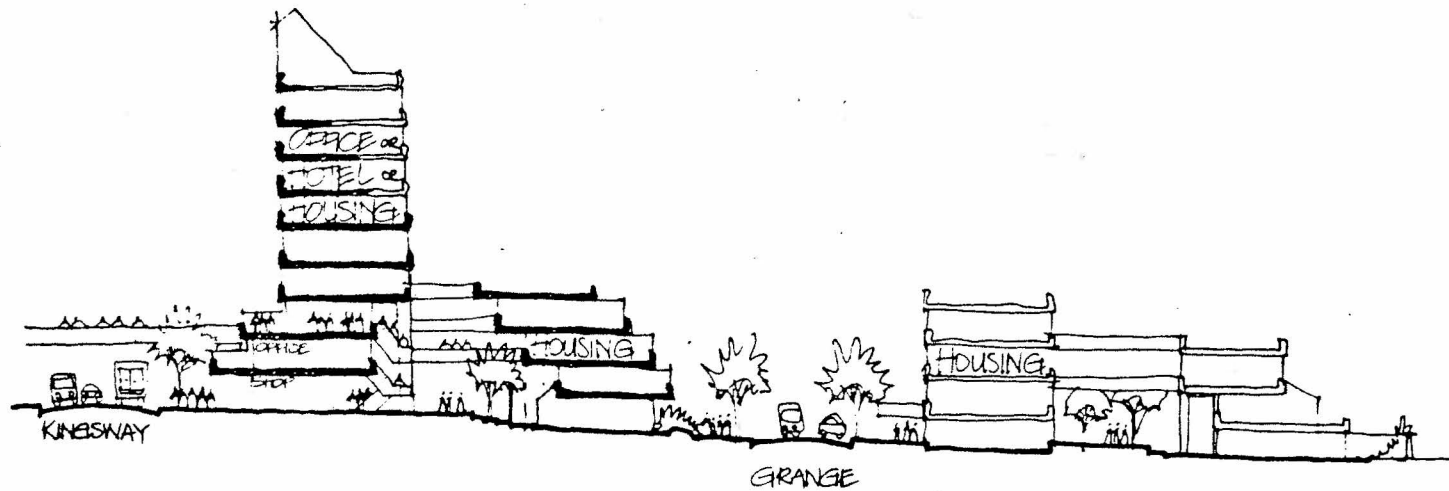
5.2.2 Secondary Mixed Use Areas
- Areas 2 and 3.



These are areas of lower order of activity and built form intensity relative to the core area. These areas will include many of the activities associated with the core area but will not support the level of shared facilities and infrastructure characteristic of the core. The main public orientation of developments in these areas will be towards Kingsway. A greater emphasis will be placed on the development of single uses such as offices, hotels, and apartments together with retail facilities and other uses of an ancillary and service nature. Significant mixing of uses will be promoted as well as a wide range of possible densities and development intensities depending on specified locations. Densities may range up to a maximum 2.5 Floor Area Ratio. Vehicular accessibility to individual projects will be provided through the establishment of a system of north-south local roads.

The following points of more detailed nature will also apply with the secondary mixed-use areas:

- New developments will provide appropriate setbacks and plazas off Kingsway while maintaining and upgrading the linear character of pedestrian use along Kingsway.
- Public pedestrian access to second floor areas will be encouraged where appropriate, with second level pedestrian bridges across Kingsway provided in Area 3 at high intensity pedestrian use locations.
- The lower roof areas of proposed developments should be landscaped and accessible to the building users.
- A lower scale residential interface will be provided on the south side of Grange Street within Area 3 compatible with the existing 3-storey apartments on the north side of Grange Street.
- The Andy Johnson House and site (Royal Oak Funeral Chapel) should be preserved. This building, which is located in Area 2 at the south-west corner of Kingsway and Royal Oak, has been previously identified as a site of historical significance.



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2.2.5 Heritage Buildings

While the area is not considered old in historical terms, it does contain structures that have significance in the history of this Municipality. The Curator of Heritage Village has been consulted and has indicated that two structures are invaluable from an historical point of view: the Royal Oak Funeral Chapel at 5152 Kingsway and St. John the Divine Church at 3895 Kingsway, Burnaby's oldest standing church. For these particular structures, support should be given for their retention or incorporation within a redevelopment project. The Curator has also noted several single family dwellings that may be worthy of preservation. However, this

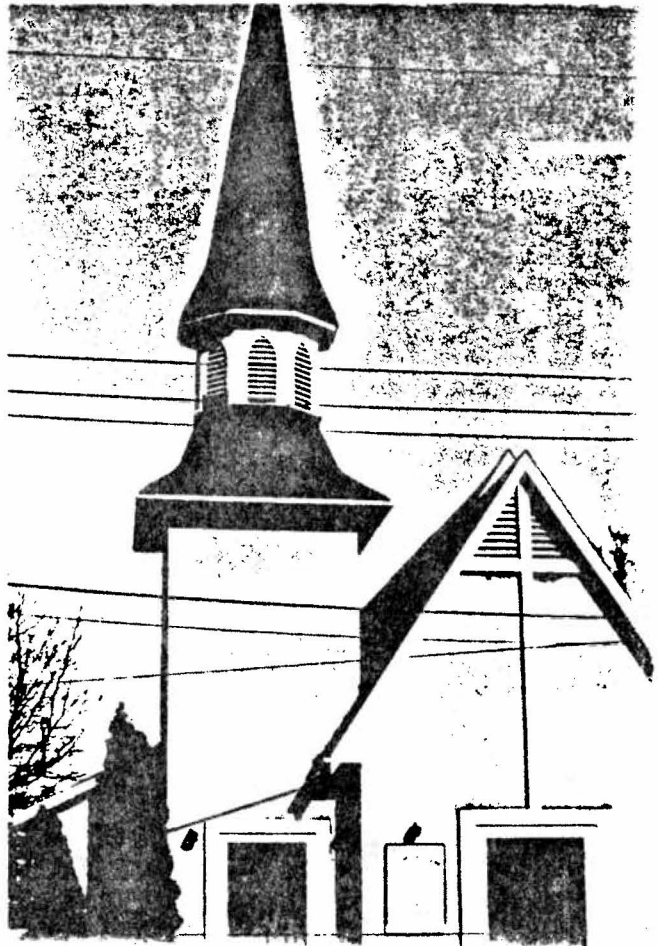
department does not consider it practical to prohibit redevelopment of these structures for the following reasons:

- structures of similar historical value and architectural merit exist in other locations of the municipality and region.
- the feasibility of an alternative use of the dwellings might be minimal because of their location, physical characteristics, finishes, structure, etc.

The Curator has suggested that where buildings themselves cannot be retained, the continuation of historical names in new streets and developments can help to provide a connection with the past.



Royal Oak Funeral Chapel



St. John the Divine Church

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RESIDENTIAL →

← COMMERCIAL

← DEVELOPABLE SITE AREA

← RESIDENTIAL

AERIAL PHOTOGRAPH SENT TO
WALES MCLELLAND

