



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: December 24, 2015
Contact: Anita Molaro
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RTS No.: 10706
VanRIMS No.: 08-2000-20
Meeting Date: January 19, 2016

TO: Vancouver City Council

FROM: Acting General Manager of Planning and Development Services in
consultation with the Acting Director of Legal Services

SUBJECT: 2024 West 15th Avenue - Ludgate Residence - Heritage Designation and
Heritage Revitalization Agreement

RECOMMENDATION

- A. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Section 593 and 594 of the *Vancouver Charter*, a by-law to designate the exterior and the interior fireplace feature in the main floor living room of the heritage building at 2024 West 15th Avenue (PID: 013-266-497; Lot 8, Block 465, District Lot 526, Plan 2983 (the "site")), known as the Ludgate Residence (the "heritage building"), which is listed on the Vancouver Heritage Register in the 'B' evaluation category.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Section 592 of the *Vancouver Charter*, a by-law authorizing the City to enter into a Heritage Revitalization Agreement to:
 - (i) secure the rehabilitation and long-term preservation of the heritage building; and
 - (ii) vary the Zoning and Development By-law to permit the rehabilitation and conversion of the heritage building to a Multiple Conversion Dwelling comprising two Dwelling Units and the construction of a new Infill One-Family Dwelling on the rear of the site as proposed under Development Permit Application DE417169 (the "DP Application").
- C. THAT the Heritage Revitalization Agreement shall be prepared, completed and registered, and given priority on title to the site to the satisfaction of the Director of Legal Services and the General Manager of Planning and Development Services.

D. THAT Recommendations A to C 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 designate the exterior the Ludgate residence at 2024 West 15th Avenue, which is listed on the Vancouver Heritage Register, as well as an interior fireplace feature, as protected heritage property, and to approve a Heritage Revitalization Agreement (HRA) for the site. As incentive and compensation to the owner for the heritage designation, rehabilitation, and conservation of the heritage building, an increase in permitted density as set forth in the DP Application and as described in this report, are proposed. The Acting General Manager of Planning and Development Services is prepared to approve the DP application should Council approve the recommendations of this report.

COUNCIL AUTHORITY

Pursuant to Section 592 of the *Vancouver Charter*, Council, by by-law, may enter into a Heritage Revitalization Agreement with an owner of heritage property which may vary or supplement certain kinds of by-laws and permits, including the *Zoning and Development By-law*.

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. Often this, along with additional compensation to offset rehabilitation costs incurred under an HRA, is achieved by way of by-law variations contained in the HRA so as to permit an otherwise impermissible development.

The proposed heritage designation and HRA for the heritage building require Council approval at public hearing and by-law enactment pursuant to Sections 592, 593, and 594 of the *Vancouver Charter*.

The following Council policies are relevant for this application:

- *Heritage Policies and Guidelines (April, 1991)*
- *Green Buildings Policy for Rezoning (2010, last amended 2014)*

The *Heritage Action Plan* which was approved in December 2013 responds to citizens' and Council's desire to encourage and support heritage conservation in Vancouver. A number of actions were approved including specific direction to use available tools to conserve the city's key heritage resources.

GENERAL MANAGER'S COMMENTS

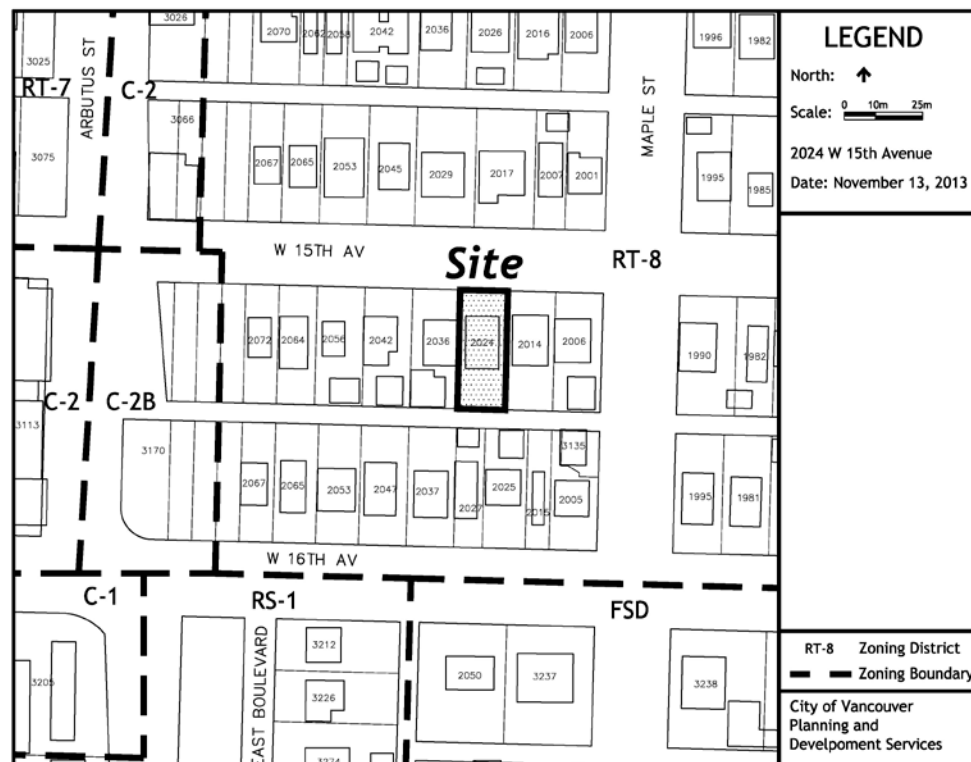
The Acting General Manager of Planning and Development Services RECOMMENDS approval of A, B, C, and D.

STRATEGIC ANALYSIS

Site and Context

The Ludgate Residence is located in the Kitsilano neighbourhood in an area zoned RT-8 (see Figure 1). The *RT-8 District Schedule* of the *Zoning and Development By-law* permits One- and Two-Family Dwellings, the conversion of existing buildings into suites, and in some cases new apartment buildings, townhouses, and infill development. The total area of the site is 581 square metres (6,250 square feet). A six metre (twenty foot) wide paved lane exists at the rear of the site.

Figure 1 - Site and Surrounding Zoning



Heritage Value

Built in 1913, the Ludgate Residence at 2024 West 15th Avenue is significant for its robust craftsman details, its location within the Talton Place subdivision, and the building's association with its second owner, Vancouver Police Chief W.J. Bingham, and possibly even with Sir Winston Churchill (see Appendix A and B). Features of the house include its front-facing gables, deep overhanging eaves, large knee brackets, prominent front porch supported by short, tapered box columns atop granite porch piers on the first floor, and triple square columns on the upper sleeping porch, as well as flared ("bell-cast") shingle cladding. Many original wooden sash and leaded stained glass windows also exist.

The interior of the house is rich in original details and elements. The fireplace and wall assembly shown in Collage 1 in Appendix A is proposed to be protected (see the discussion on the history of the house in Appendix A). The house has an original side entrance porch and the front porch appears never to have had stair access to grade, which is unusual for a house of this era.

The Ludgate Residence is listed on the Vancouver Heritage Register in the 'B' evaluation category.

Development Application and Proposed Incentives

If approved, the incentives and compensation to be provided to the owner for the heritage designation, rehabilitation, and conservation of the heritage building will be in the form of proposed variances to the *Zoning and Development By-law*, as set forth in the DP Application and as described below. The DP Application proposes to restore the heritage building, convert it to a Multiple Conversion Dwelling containing two Dwelling Units, and to construct a new Infill One-Family Dwelling at the rear of the site (see the drawings in Appendix C). The maximum permitted density under the RT-8 zoning is 0.75 floor space ratio (FSR) and the heritage building could be significantly altered and the site developed up to this limit without Council approval. The density proposed for the development is 0.92 FSR (see Table 1 and Appendix D). The proposed number of Dwelling Units is three, whereas up to four could be permitted for the site under the RT-8 zoning.

Table 1: Summary of Proposed Density

Site Area: 6,250 sq. ft.

	Existing	Permitted or Required	Proposed Total for the Lands
FSR	358 m ² (3,853 sq. ft.) 0.62 FSR	436 m ² (4,688 sq. ft.) 0.75 FSR maximum	534 m ² (5,760 sq. ft.) 0.92 FSR
Dwelling Unit Density Total for the Lands	1	4 maximum	3

Staff have considered the potential impact of the proposed development, the results of notification (see the Results of Neighbourhood Notification section), the conservation approach (see Condition of the Heritage Building and Conservation Approach section), and the compatibility of the development with the zoning, and conclude that the application is supportable as an HRA. The Acting General Manager of Planning and Development Services is prepared to approve the development permit application subject to Council approval of the recommendations of this report.

Compatibility with Existing Zoning and Land Use Regulations

The Intent of the *RT-8 Zoning District Schedule* is to:

“... encourage the retention and renovation of existing buildings which maintain an architectural style and building form consistent with the historical character of the area. Redevelopment will be encouraged on sites where existing buildings are smaller, or do not contribute to this character. For renovations and additions, emphasis is placed on maintaining existing external architectural character; for new development, on compatibility in external character. In all cases, neighbourly building scale and placement is emphasized.”

The DP Application is consistent with the intent of the *RT-8 District Schedule*. The retention of the heritage building contributes to the historic architectural character of the area and the proposed infill is compatible with the existing architectural character of the heritage building. The proposal responds well to its neighbours in terms of scale, massing, privacy impact, and placement.

Condition of the Heritage Building and Conservation Approach

The Ludgate Residence is in good condition. A very high level of conservation is proposed both for the exterior and interior of the house. The existing foundations will be underpinned to allow for retention of the stonework on the house. The rich interiors of the house, shown in Appendix A, are being retained and the fireplace feature in the main floor living room will be designated under the heritage by-law. Leaded and stained glass sashes will be refurbished, as well as brackets and post details. Staff concluded that the rehabilitation scheme as proposed in the Conservation Plan is consistent with best conservation practices.

Results of Neighbourhood Notification

Sixty surrounding properties were notified of the application. One response was received expressing concerns about the increase in parking and traffic impacts the development could potentially cause. The development will likely increase traffic and parking impacts in the immediate neighbourhood but these will be commensurate with development approved and constructed over time in the area.

Comments from the Vancouver Heritage Commission

On July 28, 2014, the Vancouver Heritage Commission reviewed the DP Application and unanimously supported it (see Appendix E).

Public Benefits

Development Cost Levies (DCLs)

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 various engineering infrastructure. The subject site is in the City-wide DCL District, where the rate for residential use developed at a density at or below 1.2 FSR is 33.26/m² (\$3.09/square foot). On this basis, a DCL of approximately \$5,900 is anticipated.

DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment which takes place on September 30 of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of 12-months from the date of DCL bylaw rate amendment provided that it has been submitted prior to the adoption of annual DCL By-law rate adjustments.

If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply.

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Heritage

The owner has offered to conserve and rehabilitate the Ludgate Residence and to accept the designation of the exterior and an interior fireplace feature as a protected heritage property, which is a highly valued community feature. If approved, and subject to enactment by Council, the designation will be effected by enactment of a Heritage Designation By-law and the owner will enter into an HRA which among other things, will secure the conservation and rehabilitation of the heritage building as further set out in Appendix C. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$330,000.

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

Financial Implications

The applicant has offered the on-site conservation and rehabilitation of the Ludgate Residence valued at \$330,000. The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$5,900 in DCLs should the DP Application be approved and the project proceed.

Pro forma Evaluation

Real Estate Services staff reviewed the applicant's pro forma evaluation in accordance with Council's approved policies. The Director of Real Estate Services advises that the by-law variances proposed will offset the costs of the rehabilitation and conservation of the heritage building and will not result in any undue profit.

Environmental

The City's *Green Buildings Policy for Rezoning*s applies to the application. The policy allows for exemptions for heritage components provided reasonable design efforts are made to improve green performance where appropriate, while respecting heritage aspirations and promoting heritage retention.

Legal

The by-law variations proposed will provide an improved development potential on the site. The owner's proposal to rehabilitate and conserve the heritage building and designate the heritage building exterior and the interior fireplace feature as protected heritage property in exchange for obtaining the by-law variations needed to get that improved development potential will be appropriately secured as legal obligations contained in the HRA 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 and completed the HRA, which includes rehabilitation 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 caused by a heritage designation. The owner has signed the HRA and in doing so has explicitly accepted the by-law variances to be provided, and the resulting development advantages to be gained thereby, as full compensation for the heritage designation of the exterior and interior features of the heritage building and the obligations to rehabilitate and conserve it.

The HRA will be executed by the City and registered on title following Council's enactment of the by-law authorizing the City to enter into the HRA and before a development permit for the project may be issued.

CONCLUSION

The approval of the heritage designation and the HRA for the Ludgate Residence at 2024 West 15th Avenue, which is listed in the 'B' evaluation category on the Vancouver Heritage Register, will ensure that the heritage building is rehabilitated, conserved, and protected from exterior alterations, and alterations of the interior fireplace feature, which affect its heritage value, and from demolition. The owner has agreed to accept the proposed variances as compensation for the designation, rehabilitation and conservation of the heritage building. The Acting General Manager of Planning and Development Services is prepared to approve the DP Application should Council approve the recommendations of this report. Therefore, it is recommended that Council approve the heritage designation of the Ludgate Residence, and the proposed HRA.

* * * * *

2024 West 15th Avenue
PHOTOGRAPHS



Photo 1: The Ludgate Residence circa 2014 (Looking South)



Photo 2: The Ludgate Residence circa 2014 (Front Porch)



Photo Collage 1: Interiors of 2024 West 15th Avenue

Most of the features in these photographs are original including the light fixtures and the fireplaces. A story exists that Sir Winston Churchill once stood in the living room and smoked a cigar. The story has not been confirmed, but Police Chief W.J. Bingham, who lived in the house (see below), was Churchill's escort during his visit to Vancouver in 1929, and it is plausible the event occurred. The fireplace and wall features visible in the bottom right corner photograph are proposed to be protected.



Alex McFarlane, the first owner



Chief Bingham, second owner

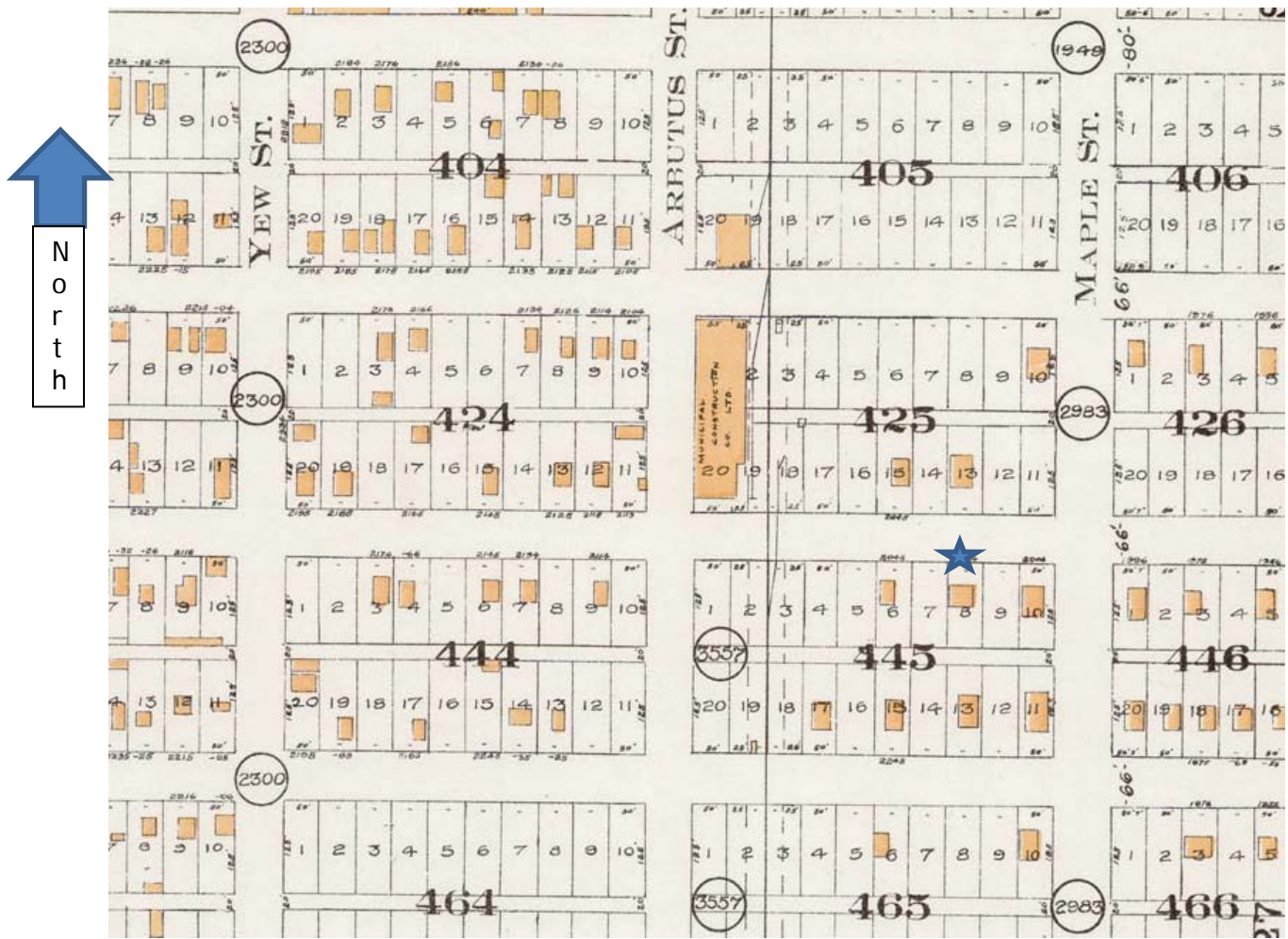
Photos 3 and 4: W.J. Bingham is an important figure in Vancouver's history. He was hired as Police Chief in 1929 to crack down on corruption, a problem facing many cities in North America at the time. Mr. Bingham was also Sir Winston Churchill's escort during Sir Winston's visit to Vancouver in 1929.



Vancouver World December 4, 1912

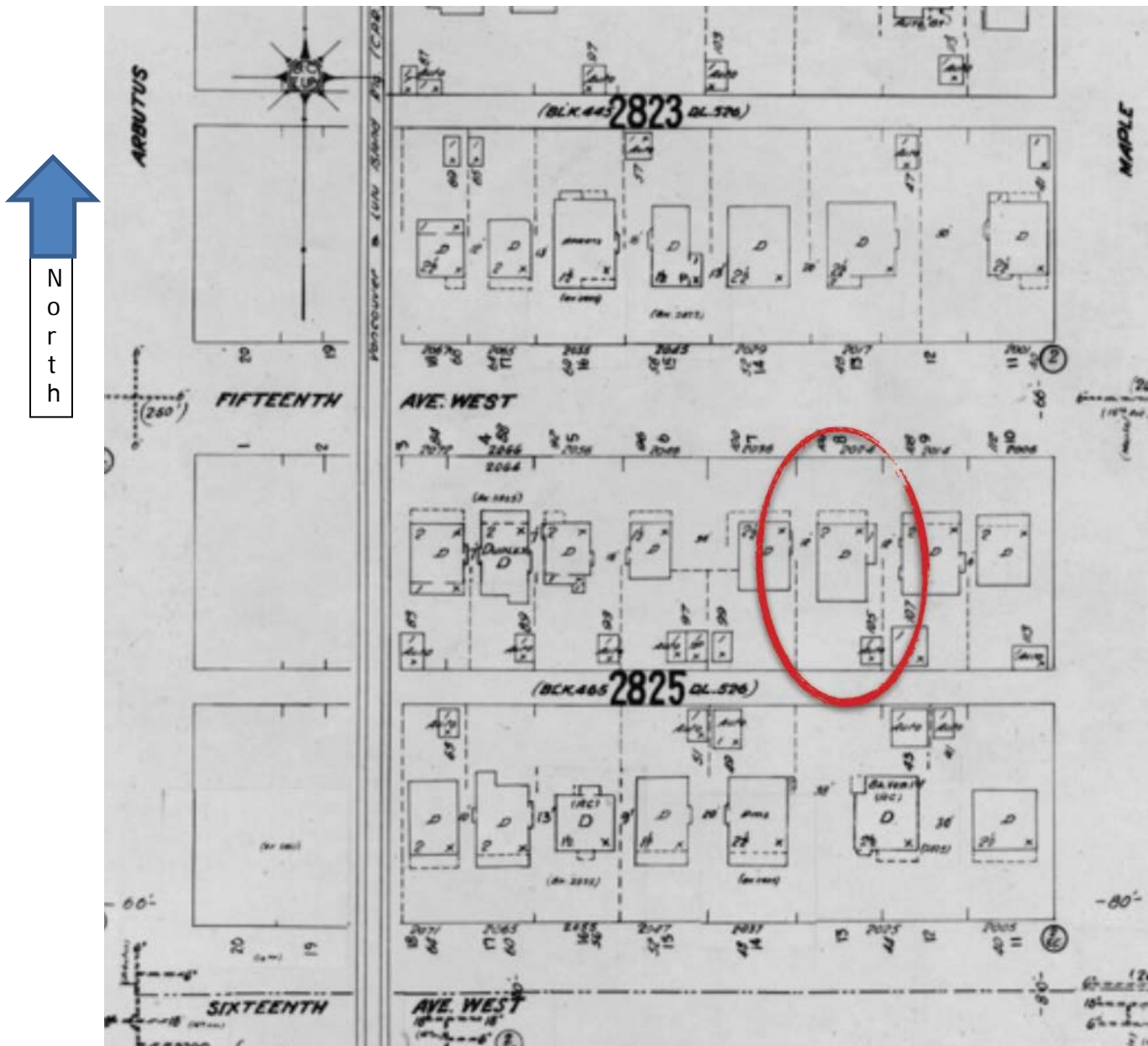
Image 1: Original Notice of the Ludgate Residence's Construction In 1912.

2024 West 15th Avenue
MAPS AND DIAGRAMS



Map 1: Fire Insurance Map circa 1912

The Ludgate Residence is indicated by the star on Block 445.



Fire insurance map from 1927

Map 2: Fire Insurance Map from 1927

The Ludgate Residence at 2024 West 15th Avenue is circled. Note that the side entrance on the house is clearly visible in this map. 'Talton Place', which encompassed the 1900 and 2000 Blocks of West 13th to 16th Avenues, was an ambitious project undertaken by Prudential Builders Incorporated (a component of the Prudential Investment Company) in 1910. According to Major J.S. Matthews, Vancouver's first archivist, "*Talton Place was intended to be a select district; everything was to be done for the purchaser before he walked in*". The houses of Talton Place were known as California Bungalows "... with shingle exteriors, and

wide verandahs with massive steps and pillars [which were] actually merely boards". Intact houses like 'The Ludgate Residence' remain as examples of the type of quality prefabricated construction being carried out by the developer. The houses and their components were most likely manufactured in a factory on West 2nd Avenue. Some of the houses were apparently assembled there, then taken apart and shipped to 'Talton Place' to be reassembled. Prudential Builders went out of business a few years after the heritage house was built. A fire had destroyed the factory where many of these houses were manufactured, but the main reason was likely the economic collapse of 1913 and the advent of the First World War. Prefabricated houses also tended to be expensive despite some technical advantages. Major Matthews notes that 'Talton Place' "... was the first organized attempt of home building in Vancouver, and long before the institution of the Town Planning Commission."

Saturday, March 25, 1911. THE VANCOUVER WORLD.



The Advantages of Talton Place

TALTON PLACE, situated in the heart of the city, commands a fine view of the mountains, the city and English Bay. It is an exclusive home section, and is a unique one of the most exclusive sections on the Pacific Coast. It will naturally attract for all time a better class of the highest type, because of the view, the building materials, the lawns, the gardens, and because the section will naturally maintain a certain standard of a high standard.



Talton Place

The District of Exclusive HOMES

You will only know the attractiveness of this choice residential section by investigating it personally. Your friends may tell you about it—you may read the descriptions, but you really need to visit it and examine the homes to fully realize its superiority.

Here is an example—just one of the choice homes of this section. It is a new, modern, single-story of attractive California design. It contains six large rooms. The splendid living room is the ideal Pacific Coast home in comfort and attractiveness, with built-in fireplace, under an arched alcove, with built-in seats at either side.

An open arch leads from the dining room, which is likewise a typically cheerful room, with built-in buffet and the dining room opens with a swinging door into the kitchen. This modern room is splendidly equipped and has an open porch at the rear.

The bath and toilet are large, with extra enamel plumbing. Each bedroom has separate clothes closet, and the woodwork and finish throughout the house is of the finest quality.

The basement is full size, high and light, fitted with laundry tubs and toilet, and has a hot air Vapor furnace, there being a constant flow and, of course, excellent drainage.

From the outside point of view the wide eaves, heavy hanging brackets and wide porch, with its massive pillars, makes this little home particularly inviting.

The lawn will be graded and seeded and set with shrubs and shade trees planted in the beautiful sunny spots, and there are lawns of soft moss and vines to suit every taste and every purse.



The Advantages of Talton Place

There is the advantage, too. The homes at TALTON PLACE are built by an efficient contractor, the Prudential Builders, at a cost very much lower than they would cost under ordinary conditions. The complete plan of the contract and the economical method of all kinds of expenses, including plumbing, heating, lighting, wiring, etc., and everything else goes into a fully equipped house, makes the final cost of the house very naturally.

As the purchase of a TALTON PLACE house will require the sacrifice of a large sum of money, but he also gets the home of a new house that of other homes which are less desirable than this one.



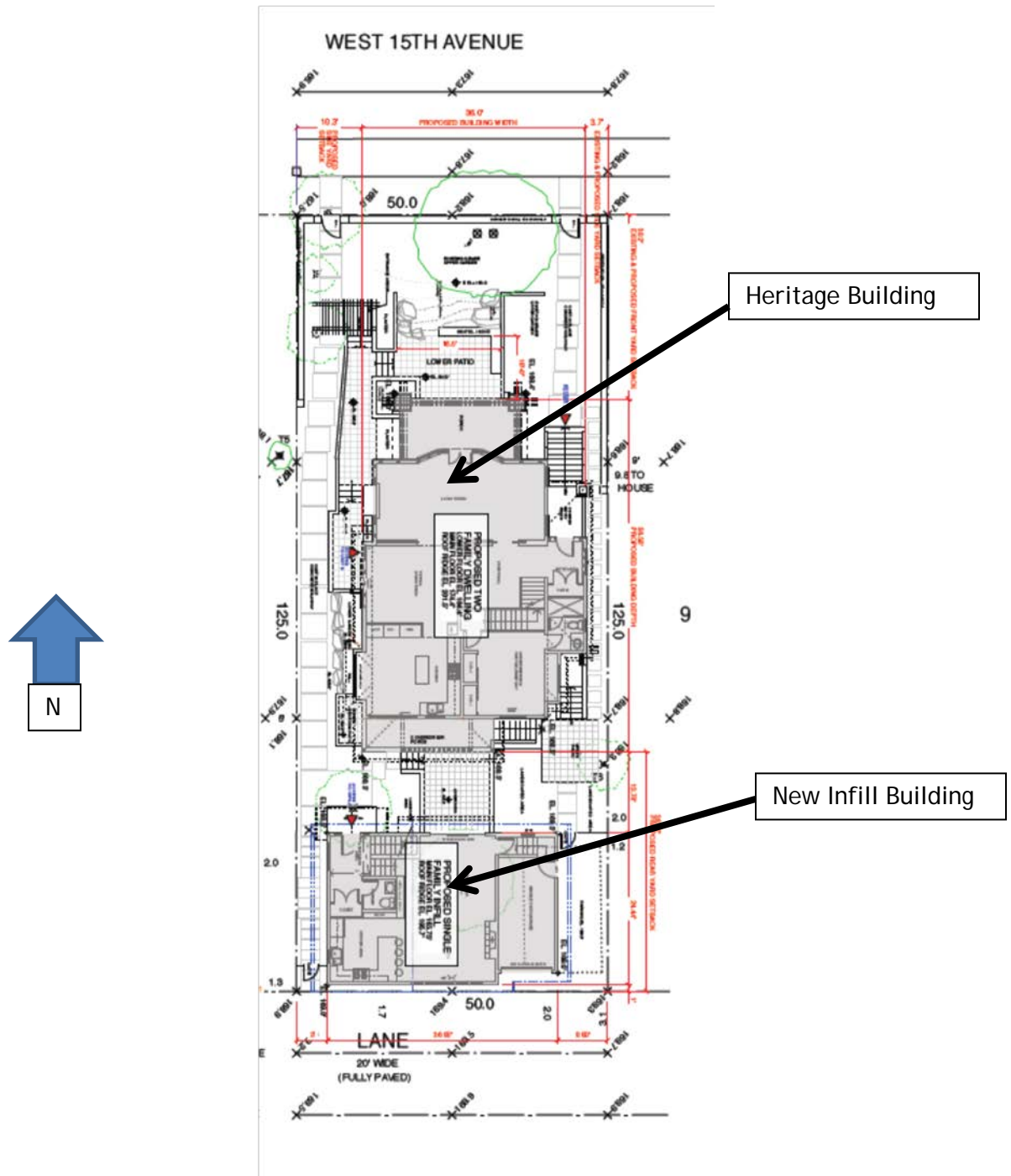
National Finance Co., Ltd.

Corner Homer and Pender Streets, Vancouver, B.C.

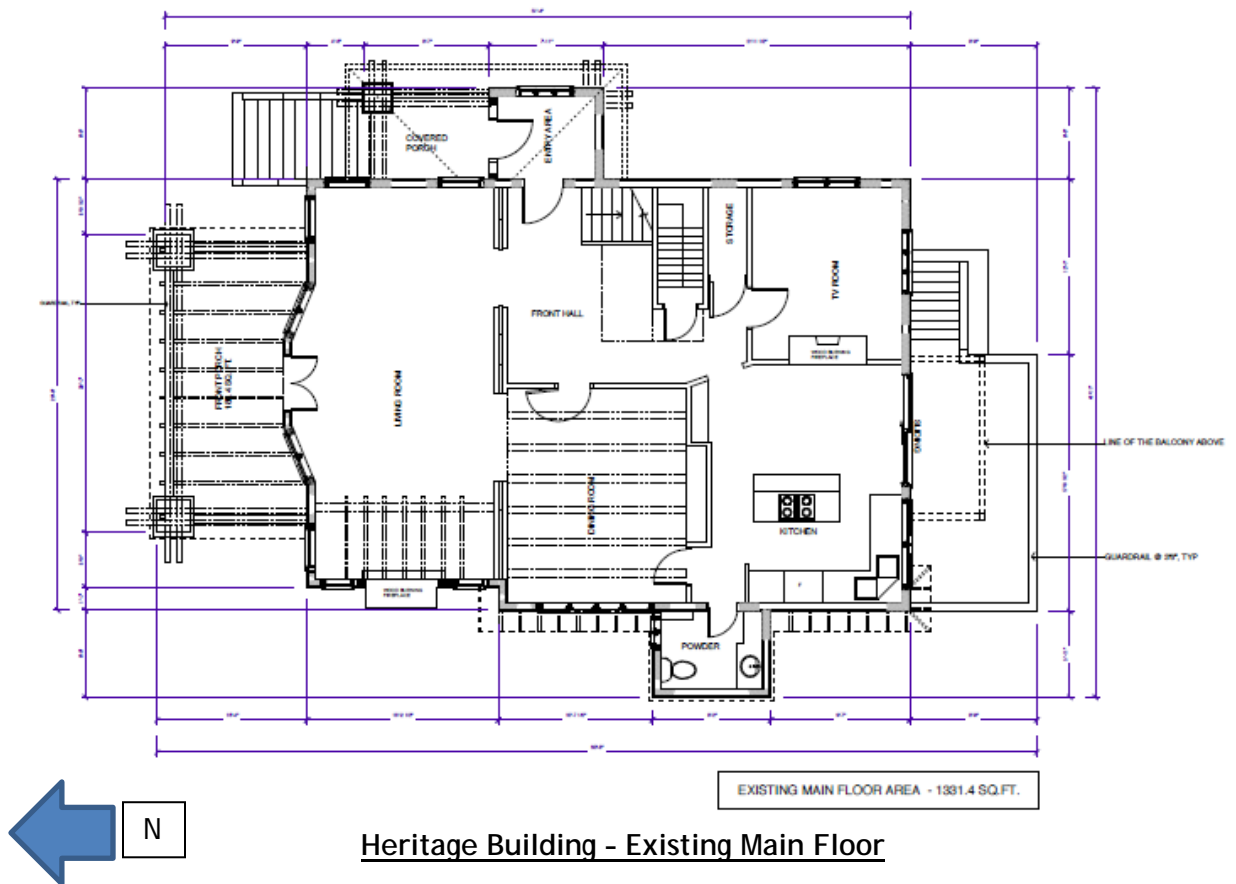
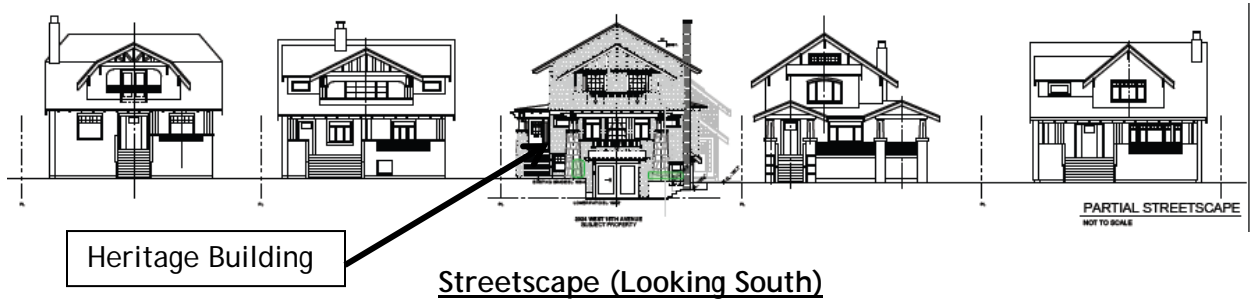
One of many advertisements in the Vancouver World between 1910 and 1913

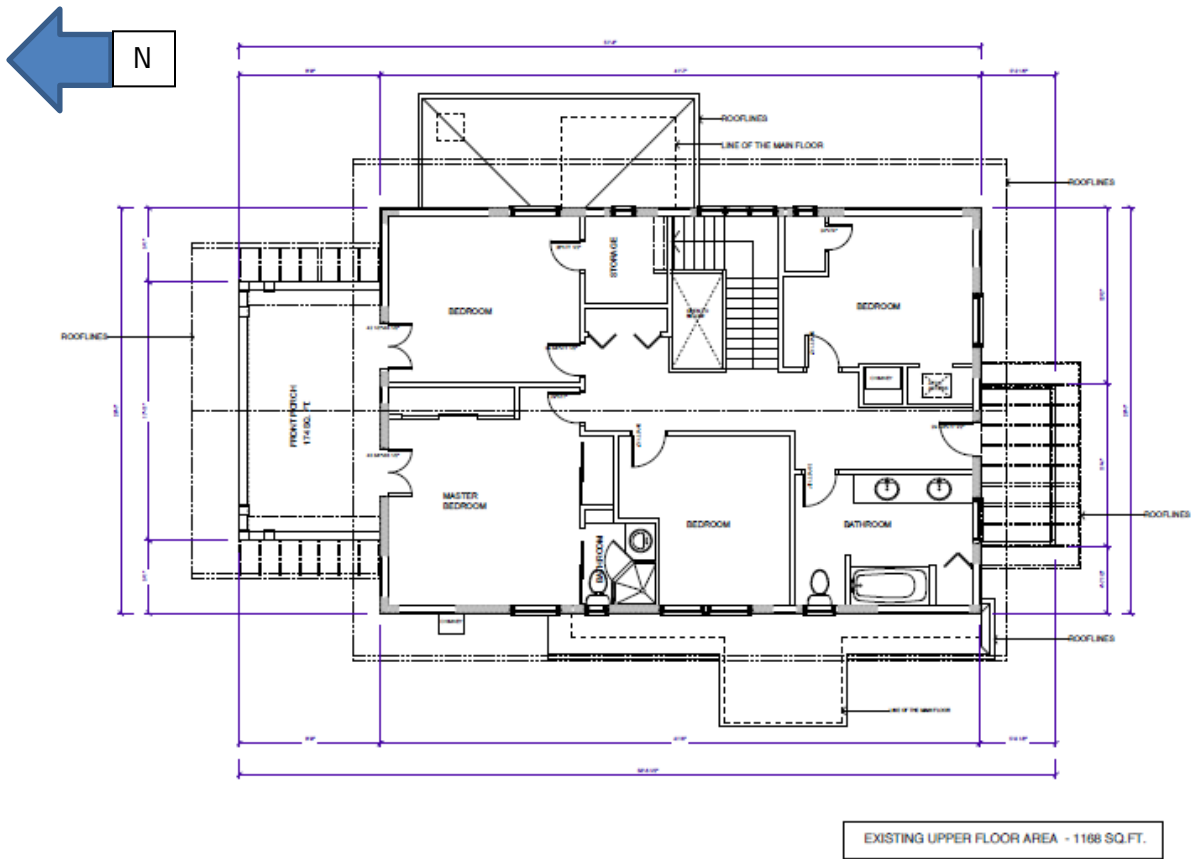
Image 2: 'Talton Place' Advertisement circa 1910 - 1913

2024 West 15th Avenue
DRAWINGS

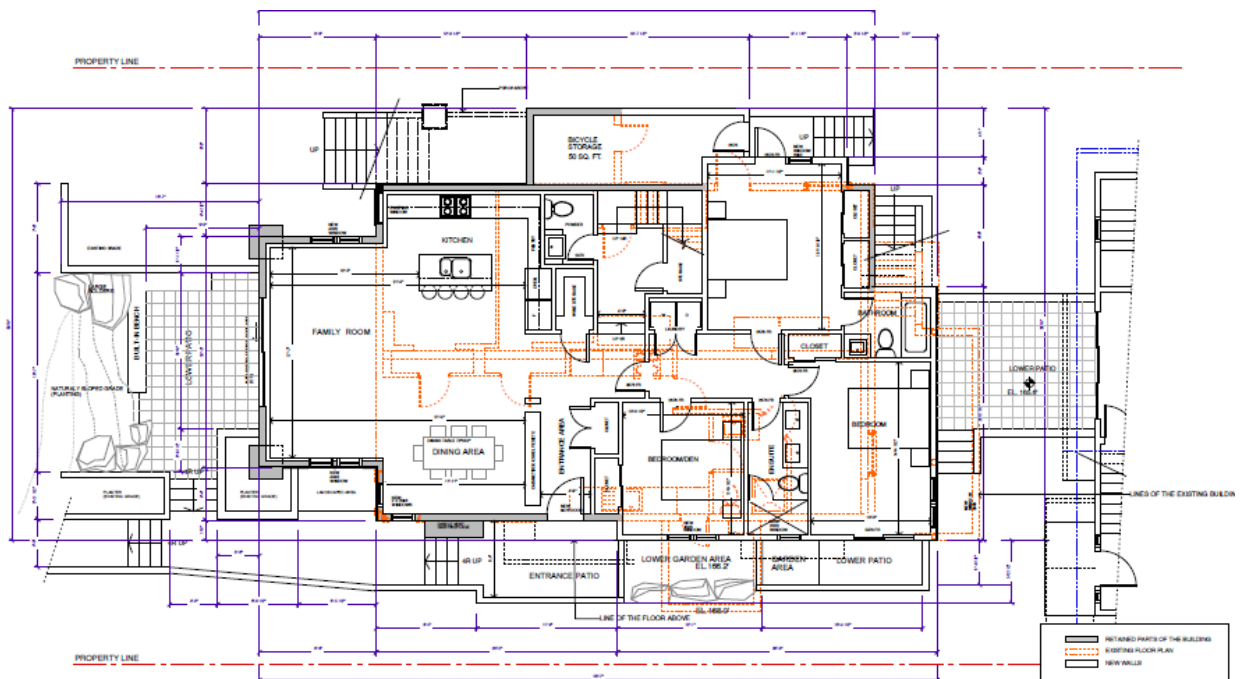


Site Plan





Heritage Building - Existing Upper Floor



Heritage Building - Proposed Basement Floor

This architectural floor plan illustrates the main floor of a residence, detailing room layouts, dimensions, and structural boundaries. The plan includes a central staircase, a master bedroom with an attached bathroom, two additional bedrooms, a full bathroom, a dining area, a kitchen, and a large rear porch. A detached garage is shown on the left side. The plan is annotated with various labels and dimensions to specify the layout and structural requirements.

Room Layout and Dimensions:

- Garage:** 12'-0" x 12'-0" (Left side)
- Master Bedroom:** 12'-0" x 12'-0" (Bottom left)
- Bedroom:** 12'-0" x 12'-0" (Top left)
- Bedroom:** 12'-0" x 12'-0" (Top right)
- Master Bedroom:** 12'-0" x 12'-0" (Bottom center)
- Bath:** 5'-0" x 6'-0" (Bottom center)
- Bath:** 5'-0" x 6'-0" (Bottom right)
- Din:** 12'-0" x 12'-0" (Bottom right)
- Kitchen:** 12'-0" x 12'-0" (Bottom right)
- Porch:** 12'-0" x 12'-0" (Right side)

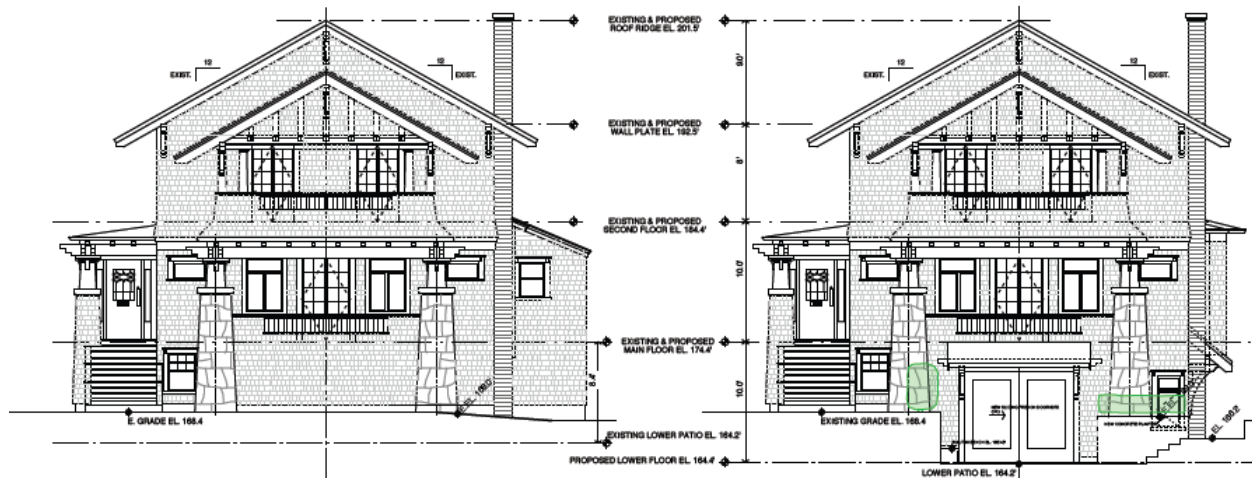
Structural and Boundary Labels:

- MAIN FLOOR ROOFLINE:** Indicated by a dashed line at the top.
- ROOFLINE:** Indicated by a solid line at the top.
- EXISTING GUARDRAIL:** Indicated by a dashed line on the left.
- EXISTING GUARDRAIL:** Indicated by a dashed line on the right.
- LINE OF FLOOR BELOW:** Indicated by a dashed line at the bottom.
- EXISTING GUARDRAIL:** Indicated by a dashed line on the right.

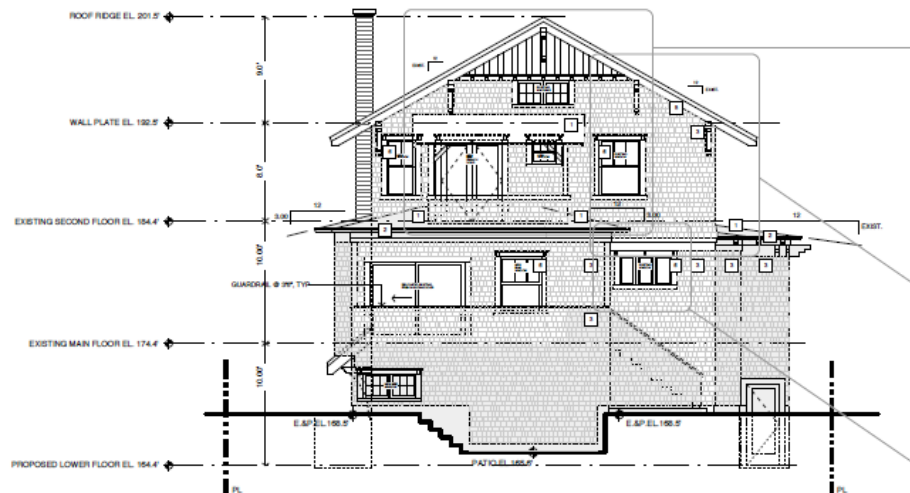
Legend:

- RETAINED WALLS:** Represented by a solid line.
- EXISTING FLOOR PLAN:** Represented by a dashed line.
- NEW WALLS:** Represented by a solid line.

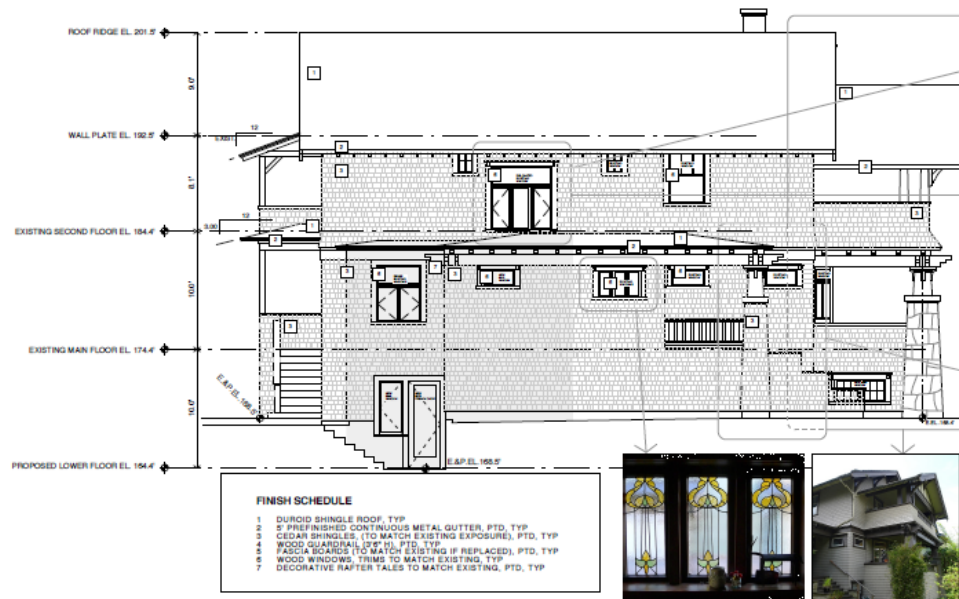
Heritage Building - Proposed Upper Floor



Heritage Building - North Elevation (Existing Left and Proposed Right)



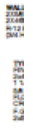
Heritage Building - Rear Elevation (Proposed)



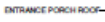
Heritage Building - East Elevation (Proposed)



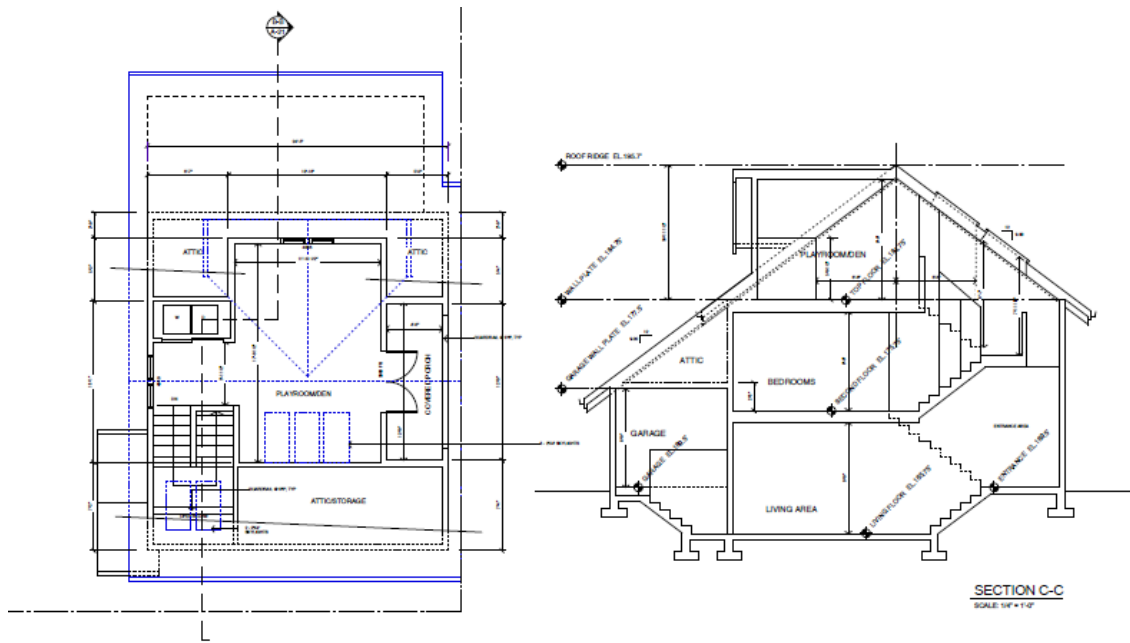
Heritage Building - West Elevation (Proposed)



New Infill Building - Main Floor Plan



New Infill Building - Basement Floor Plan



New Infill Building - Upper Floor Plan and Section



New Infill Building - Elevations

2024 West 15th Avenue
TECHNICAL ZONING AND PARKING SUMMARY

Table A: Zoning and Parking Summary

	Existing	Permitted or Required	Proposed
FSR	358 m ² (3,853 sq. ft.) 0.62 FSR	436 m ² (4,688 sq. ft.) 0.75 FSR maximum	534 m ² (5,760 sq. ft.) 0.92 FSR
Height of Infill Building	-	7.7 metres (25.3 feet) maximum	7.7 metres (25 feet)
Side Yard Required For Infill Development	10.2 feet (with removal of side addition)	Minimum 10 feet	10.2 feet
Dwelling Unit Density	1	4 maximum	3
Off- Street Parking	2	3 minimum	2

**2024 West 15th Avenue
RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION AND STAFF COMMENTS**

On July 28, 2014, The Vancouver Heritage Commission reviewed the application and resolved the following:

THAT the Vancouver Heritage Commission strongly supports the Conservation Plan and overall proposal for 2024 West 15th Avenue, Ludgate Residence, as presented at its meeting on July 28, 2014;

FURTHER THAT the Commission requests that the owners consider using cedar shingles for roofing and wood windows throughout the existing house and the proposed infill, and that more design development be given to the patio doors at both the front and rear.

CARRIED UNANIMOUSLY

Staff Comments:

Wood windows will be required for the heritage building where retention of existing sashes is not possible. The patio doors at the front will be addressed as part of the development permit application completion process.

2024 West 15th Avenue PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation, conservation, and designation of a heritage building, and construction of a new infill building

Public Benefit Summary:

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

	Current Zoning	Proposed
Zoning District	RT-8	HRA
FSR (site area = 581 m ² / 6,250 sq. ft.)	0.75	0.92
Buildable Floor Space (sq. ft.)	4,688	5,760
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed HRA (\$)
Required*	DCL (City-wide) (See Note 1)	2,500	5,900
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		330,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$2,500	\$335,900

Other Benefits (non-market and/or STIR)

Note: DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the City-wide DCL, revenues are allocated into the following public benefit categories: Parks (41%); Replacement Housing (32%); Transportation (22%); and Childcare (5%). Revenue allocations differ among Area Specific DCL Districts.

Note 1: DCLs do not apply to existing floor area.