



## REPORT

Report Date: September 29, 2020  
Contact: Jason Olinek  
Contact No.: 604.871.6479  
RTS No.: 14000  
VanRIMS No.: 08-2000-20  
Meeting Date: October 27, 2020

TO: Vancouver City Council

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

SUBJECT: Heritage Designation – 1215 West 16th Avenue – Baldwin Residence

## RECOMMENDATION

- A. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Sections 593 and 594 of the *Vancouver Charter*, a by-law to designate as protected heritage property the structure and exterior of the existing building at 1215 West 16<sup>th</sup> Avenue (PID: 031-129-382; Lot A, Block 474, District Lot 526, Group 1, New Westminster District, Plan EPP102911 (the “site”)) known as the “Baldwin Residence” (the “Heritage Building”) which is listed on the Vancouver Heritage Register in the ‘B’ evaluation category.
- B. THAT Recommendation A 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 structure and exterior of the Heritage Building at 1215 West 16<sup>th</sup> Avenue, which is listed as a “B” evaluation category on the Vancouver Heritage Register, as protected heritage property. Approval by Council for designation is required to administer conditional relaxations as proposed in Development Permit Application DP-2019-00476 (the “DP Application”) and as permitted by the *Zoning and Development By-law*, prior to the issuance of the Development Permit.

The application proposes to preserve, rehabilitate and restore the exterior of the Heritage Building and to construct two infill dwellings, one to the east and one to the west of the Heritage Building.

To help facilitate and compensate the owner for the heritage designation, restoration and conservation of the Heritage Building’s structure and exterior, the Director of Planning is prepared to approve a relaxation to the *RT-2 Multiple Dwelling Guidelines* as set forth in the DP Application subject to conditions, including Council approval of the heritage designation. Table 2 of Appendix C summarizes the proposed relaxations of the applicable *RT-2 Multiple Dwelling Guidelines*. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application should Council approve the recommendations of this report and all other conditions of the development are met.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

Pursuant to Sections 593 and 594 of the *Vancouver Charter*, Council, by by-law, may designate real property, in whole or in part, within the City of Vancouver as protected heritage property.

Pursuant to Section 595 of the *Vancouver Charter*, if sought, Council is required to compensate an owner of property being designated as a protected heritage property for any reduction in the market value of the property caused by the designation.

The proposed heritage designation for the Heritage Building requires Council approval at a public hearing and by-law enactment pursuant to Sections 593 and 594 of the *Vancouver Charter*.

The following Council policies are applicable to the project:

- *Vancouver Heritage Program* (March 2020)
- *Heritage Policies* (March 2020)
- *Multiple Conversion Dwelling Guidelines (RS-1A, RS-2, RS-4, RS7S, RT-1 and RT-2 Districts)* (April 1984, last amended January 2001)
- *RT-2 Multiple Dwelling Guidelines* (April 1984, last amended February 1992)

## **GENERAL MANAGER'S COMMENTS**

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

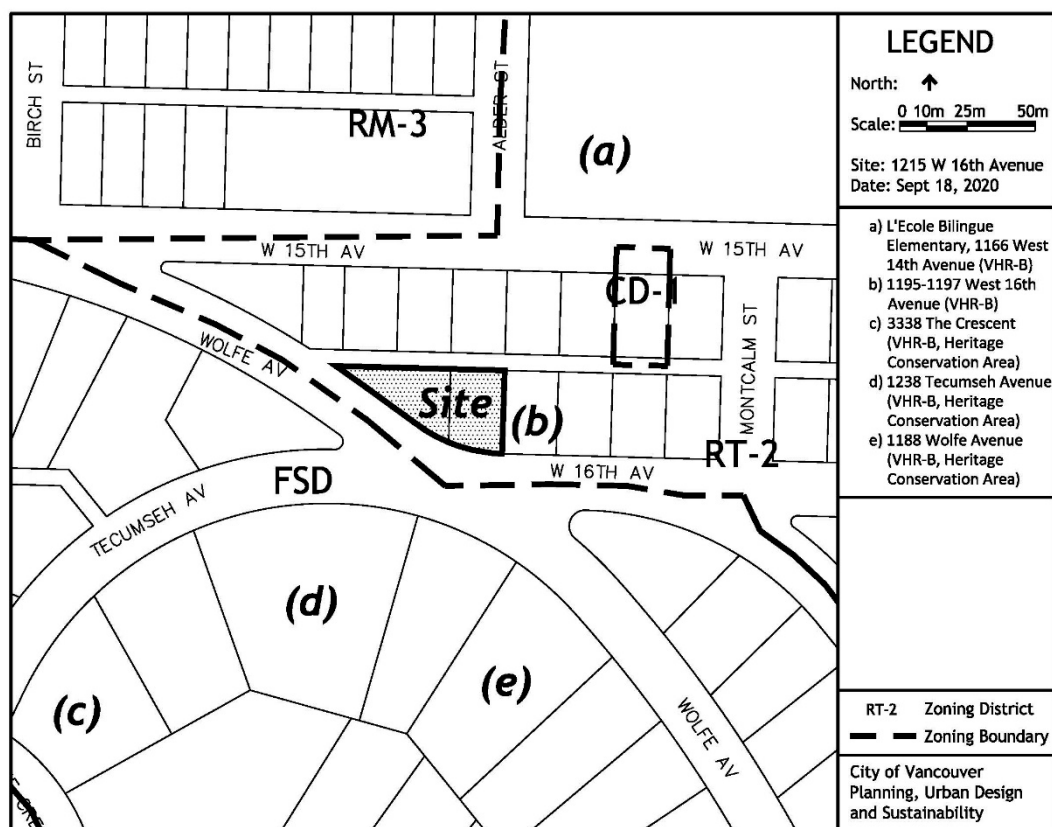
## STRATEGIC ANALYSIS

### Site and Context

The Heritage Building site consists of two separate legal lots which, through the application process, were consolidated to one legal parcel. The lot is located in the Fairview neighbourhood in an area zoned RT-2 (see Figure 1). The *RT-2 District Schedule of the Zoning and Development By-law* is intended to permit two-family dwellings and to conditionally permit, in some instances, low density multiple-family housing. There is a 20-foot wide lane at the rear of the subject site.

The immediate context consists of residential uses with low-rise, walk-up apartments to the north of West 15<sup>th</sup> Avenue and L'Ecole Bilingue Elementary to the north-east. Other properties listed on the Vancouver Heritage Register are listed on the map in Figure 1. This includes the residence immediately to the east of the site as well as the First Shaughnessy Heritage Conservation Area, located directly to the south across West 16<sup>th</sup> Avenue, containing many notable heritage residences.

**Figure 1: The site and surrounding zoning**



### Heritage Value

The “Baldwin Residence” is a two storey Arts and Crafts style house built in 1911, situated across from the northern boundary of First Shaughnessy (photos in Appendix A). The house is valued for its style, its association with the architectural firm of Grant and Henderson, and its

further association with the Baldwin family as detailed in the Statement of Significance (Appendix B). George Baldwin was a Comptroller for the City of Vancouver in the 1910s and served as the city's custodian of archives into the 1920s. The house is also significant for its association with the Canadian Pacific Railway (CPR) subdivision of First Shaughnessy and reflects the prominence of the Baldwins as the first owner. This block and the block immediately to the east were included within the original boundaries of "Shaughnessy Heights" when it was opened up for sale by the CPR in 1910. However, these lots were later excluded when the historic area was defined for planning purposes. As such, this site is zoned RT-2.

### ***Compatibility of Conservation with Community Planning Objectives and Lawful Uses***

A Development Permit Application has been submitted which proposes the conservation of this Heritage Building in the form of a Multiple Conversion Dwelling (MCD) with three dwelling units along with two duplex buildings located to either side of the Baldwin Residence. In total, the proposal is for 7 total new residences with 7 parking spaces having access from the lane. This is consistent with the intent of the *RT-2 District Schedule* of the *Zoning and Development By-law*, which is intended to permit two-family dwellings and to conditionally permit, in some instances, low density multiple-family housing.

With the exception of the existing non-conforming height of the Heritage Building, the proposal complies in all respects with the *RT-2 District Schedule*. The proposed density in the DP Application is slightly less than the maximum permitted FSR of 0.75. A summary of zoning technical specifications is provided in Appendix C.

### ***Development Application and Proposed Incentives***

This DP Application is seeking a relaxation of the *RT-2 Multiple Dwelling Guidelines* for the frontages to allow for multiple dwelling. This provision is intended to maintain and enhance the physical and social character of the area. This lot does present an unusual configuration and is situated at the end of the block. In this case, the relaxation to allow this additional density is permitted under RT-2 zoning and will not undermine the area's character (see Appendix D).

One of the conditions of approval for the DP Application is the heritage designation of the Baldwin Residence. If approved, the incentives and compensation to be provided to the owner for the heritage designation, rehabilitation and conservation, will be in the form of relaxations to the *RT-2 Multiple Dwelling Guidelines*. In addition the number of building on site is being relaxed from one to three using Section 3.2.5 of the *Zoning and Development By-law* which permits relaxation of certain regulations for the conservation of Council designated buildings or sites. These relaxations are within the discretion of the General Manager of Planning, Urban Design and Sustainability as noted in the table below.

**Table 1: RT-2 Guidelines**

<b>Item</b>	<b>Existing</b>	<b>Permitted or Required</b>	<b>Proposed</b>
<b>Section 4.2 Frontage</b>	71.13 m (233 ft.)	The maximum allowable redevelopment frontage should not exceed twice the average lot frontage in the block face and the opposite block face in which the site is located 40.2 m (132 ft.).	To relax maximum allowable frontage to reflect existing 71.13 m (233 ft.)

### ***Condition and Economic Viability of the Heritage Building***

The exterior of the Heritage Building is in good condition. The applicant's heritage consultant has provided a detailed Conservation Plan and staff have concluded that the work is generally consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The Heritage Building retains much of its original Arts and Crafts character and its viability as a Multiple Conversion Dwelling is very good due to its form, size and window configuration. In particular, its proposed conversion follows Part 2 (General Design Considerations) of the *RT-2 Multiple Conversion Dwelling Guidelines*. These call for quality and livability of the resulting units, the suitability of the building for conversion in terms of age and size and the effect of the conversion on adjacent properties and on the character of the area.

The conservation of the Heritage Building includes its retention in situ, maintaining its overall form including characteristic roof overhang, retaining most of the wood sash windows facing the street and sides, retaining and repairing the clinker brick chimney, and retaining the recessed entry and door on the west side. The most significant changes are proposed for the north side facing the lane, including installation of new garage entry doors at the lower level and a reconfiguration of window arrangements on the main and upper floor to accommodate changes to the interior layout (see Appendix D).

### ***Comments of Advisory Bodies***

On September 30, 2019, the Vancouver Heritage Commission reviewed the DP Application and supported it with comments (see Appendix E).

### ***Public Benefits and Financial Implications***

**Development Cost Levies (DCLs):** This site is subject to City-wide DCLs and City-wide Utilities DCLs on the proposed additional 492 sq. m (5,298 sq. ft.) of floor area in excess of the 400 sq. m (4,302 sq. ft.) to be retained, conserved and rehabilitated as designated heritage space. Based on rates in effect as of September 30, 2020, total DCLs of approximately \$34,331 would be anticipated from this development (see Appendix F).

**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. The cost to the applicant of the proposed on-site heritage conservation is estimated to be approximately \$150,000.

### ***Legal***

The relaxations proposed will provide an improved development potential on a site which presents challenges in conforming to zoning, particularly as a result of the lot configuration. The owner's proposal to retain the Heritage Building's exterior in exchange for obtaining these relaxations will be 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 minor 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 Baldwin Residence at 1215 West 16<sup>th</sup> Avenue, which is listed in the Vancouver Heritage Register in the 'B' category, is proposed to be protected by heritage designation based on its cultural and aesthetic values. This will secure the Heritage 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.

\* \* \* \* \*

1215 WEST 16<sup>TH</sup> AVENUE – BALDWIN RESIDENCE  
PHOTOGRAPHS AND HISTORIC PLANS



West elevation featuring main entry (recessed)



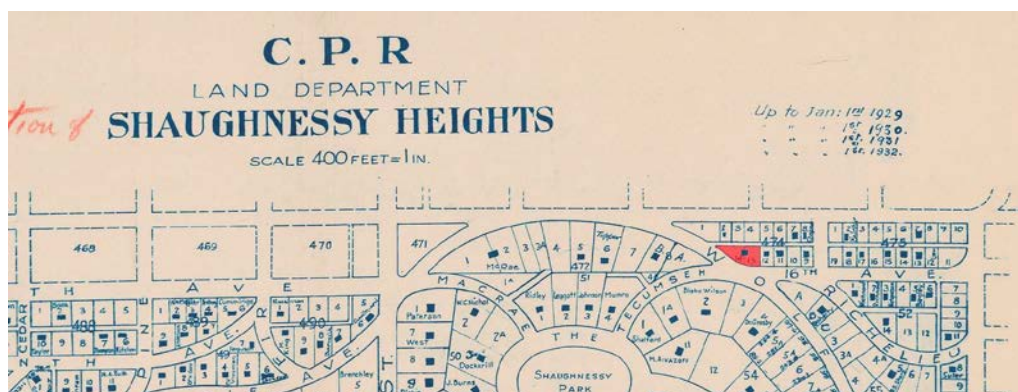
South elevation facing West 16<sup>th</sup> Avenue



East elevation



North elevation facing lane



1929-32 First Shaughnessy Heights Plan showing original owners including the Baldwin Residence in red, Part of CVA MAP 329

## **STATEMENT OF SIGNIFICANCE – 1215 WEST 16<sup>TH</sup> AVENUE**

### **DESCRIPTION**

The Baldwin Residence, built in 1911, is a two-and-a-half storey with a ground floor, wood frame, Arts and Crafts house situated on the north side of West 16<sup>th</sup> Avenue, at the most southerly point of the Fairview neighbourhood in Vancouver, BC.

### **HERITAGE VALUE**

The Baldwin Residence is significant for its Arts & Crafts architectural style, the architect George William Grant, and the Baldwin family.

The Baldwin Residence is valued for its Arts & Crafts architectural style. Typical of the style, the house is asymmetrical and picturesque with steeply pitched gabled roofs; set low to the ground. The Baldwin Residence invokes the style of a country manor.

The Baldwin Residence is valued for its architect of record Grant and Henderson. Born in Pictou, Nova Scotia in 1852, George William Grant was the son of a Nova Scotian born farmer. With little work in Nova Scotia, in 1885, he journeyed across the country with his wife, Olive Burris. He opened an office in Vancouver in 1887. Between 1888 and 1892 he designed and supervised 117 projects, many of which in New Westminster. This prolific firm was responsible for many landmark buildings such as the Carnegie Library at Hastings and Main in Vancouver and the Heather Pavilion at the Vancouver General Hospital. In 1912, Grant added H.T. Cook as a partner to the firm. During this period, the firm completed several residences, including some refined Arts and Crafts-styled residences. Grant died in Bellflower, California in 1925.

The Baldwin Residence is additionally valued for its association with its early owner, George Baldwin who resided here until 1929. In the 1910s he was a Comptroller for the City of Vancouver and in the early 1920s he served as custodian of archives. The house reflects his prominence, set in what was then within the formal boundaries of First Shaughnessy.

### **CHARACTER-DEFINING ELEMENTS**

The elements that define the heritage character of the Baldwin Residence include its;

- Placement on the lot, toward the east
- Triangular shaped property with shallow depth and sloping elevation
- Extensive growth of several mature trees around the residence
- Stone retaining wall between east yard and back lane
- Fully exposed ground floor facing the back lane
- Residential form, scale and massing as expressed by its two-and-one-half storey height
- Steep-gabled roof, dormers and deep overhanging eaves
- Open roof soffit and exposed rafters and purlins
- Discreet inset front entrance at west side elevation
- Cedar shingle cladding with slight bell cast
- Wood frames windows and casings, multi-paned sashes, one west elevation eye-brow dormer
- External red clinker brick chimney



1215 WEST 16<sup>TH</sup> AVENUE – BALDWIN RESIDENCE  
TECHNICAL ZONING SUMMARY

Table 1: Summary of *RT-2 District Schedule of Zoning and Development By-law*  
Site Area: 1215 West 16<sup>th</sup> Avenue – 1198.8 m<sup>2</sup> (12,904 sq. ft.)

Item	Existing	Permitted or Required	Proposed
<b>Section 4.7 Floor Space Ratio (Overall)</b>	0.39 FSR 473 m <sup>2</sup> (5087 sq.ft.)	0.75 FSR Maximum 899 m <sup>2</sup> (9678 sq.ft.)	0.74 FSR * 892 m <sup>2</sup> (9,600 sq.ft.)
<b>Section 4.3 Height (Heritage Building)</b>	11.2 m (36.9 ft.)	9.2 m (30.2 ft.)	11.2 m (36.9 ft.) **

\* Within permitted, no relaxation required

\*\* Existing non-conforming, no relaxation required

Table 2: Summary of *RT-2 Multiple Dwelling Guidelines*

Item	Existing	Permitted or Required	Proposed
<b>Section 4.2 Frontage</b>	71.13 m (233 ft.)	The maximum allowable redevelopment frontage should not exceed twice the average lot frontage in the block face and the opposite block face in which the site is located 40.2 m (132 ft.).	To relax maximum allowable frontage to reflect existing 71.13 m (233 ft.)



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Project  
1215 W 16th Ave

Owner

Street Title  
Concept Plan

Total Sheets  
5

Drawn By  
SD

Reviewed By  
RD

Sheet No.  
L2

Checked By  
RD

Status

Contractors

City of Vancouver

Consultants  
AMA Architects

Documents

No	Date	Issue Notes
1	10-6-20	CP1 REVISION



Site Plan – Heritage Building and Proposed Infills



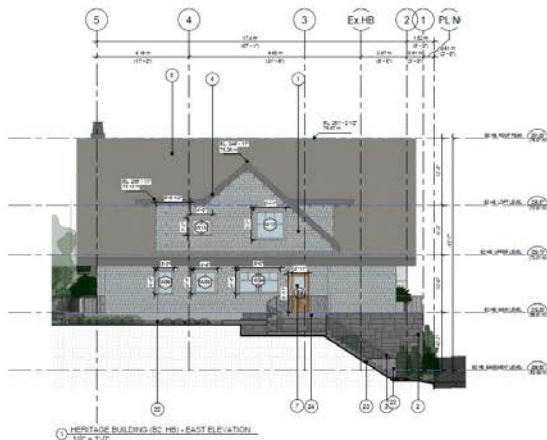
Streetscape rendering of infill dwellings set on either side of the Heritage Building



Proposed South Elevation



Proposed North Elevation



Proposed East Elevation



Proposed West Elevation

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**1215 WEST 16<sup>TH</sup> AVENUE – BALDWIN RESIDENCE**  
**RESOLUTIONS OF THE VANCOUVER HERITAGE COMMISSION**

On September 30, 2019, the Vancouver Heritage Commission reviewed the Development Permit Application and resolved the following:

MOVED by Commissioner Gordon  
SECONDED by Commissioner Massey

**WHEREAS**

1. The Baldwin Residence is a B-listed building on the Vancouver Heritage Register;
2. The architects and consultants have presented a satisfactory conservation plan for it and propose to retain it in situ;
3. The proposal for two infill buildings (Buildings A and C in the presentation) of two units each, and the conversion of the Baldwin Residence into three units, is a conditionally permitted use within the RT-2 Zone;
4. The restrained design of Buildings A and C do not compete with the Arts and Crafts Style of Building B – the Baldwin Residence;
5. The proponent is willing to designate the Baldwin Residence.

**THEREFORE BE IT RESOLVED THAT**

- A. The Vancouver Heritage Commission conditionally supports the application, including the relaxations sought for the non-conforming height of the Baldwin Residence;
- B. The Commission asks the Applicant for further design development of Building 1, specifically of the projection of Unit 2 in order to reduce its proximity to the front door of the Baldwin Residence and its masking of the main gable of the house's front façade;
- C. The Commission asks the Applicant that efforts be made to move Building 1 further west, reducing the size of its units if necessary, in order to provide more space around the original front façade of the Baldwin Residence;
- D. The Commission asks the Applicant for a rethink of the proposed landscape treatment, noting that an element of the Arts and Crafts style is the relationship of the house to its immediate landscape, and further noting that the stamped concrete patios and hedging pattern conflict with the curve of the roadway and negate any sense of the house's historic siting on its lot; and
- E. The Commission expressed concern about the notation of vinyl windows on Sheet A 200, noting that they do not meet heritage standards, and the amount of below-grade space used only as crawl space, leading to more massing above grade.

**CARRIED** (Commissioner Rogers opposed)

**Staff Comments:**

- Resolutions B to E: staff have conveyed this to the applicant in the form of draft Prior-to Conditions as part of the Development Permit review.

**1215 WEST 16<sup>TH</sup> AVENUE – BALDWIN RESIDENCE**  
**PUBLIC BENEFITS SUMMARY**

**Project Summary:**

Rehabilitation and conservation of a heritage building with two new infill dwellings.

**Public Benefit Summary:**

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

	<b>Current Zoning</b>	<b>Proposed</b>
Zoning District	RT-2	RT-2
FSR (site area = 1198.8 m <sup>2</sup> (12,904 sq.ft.))	0.75	0.74
Buildable Floor Area	899 m <sup>2</sup> (9,678 sq.ft.)	892 m <sup>2</sup> (9,600 sq.ft.)
Land Use	Residential	Residential

**Summary of development contributions expected from proposed development**

DCL (City-wide) <sup>2,3</sup>	22,146
DCL (Utilities) <sup>3</sup>	12,185
Heritage	150,000
<b>TOTAL</b>	<b>\$184,331</b>

<sup>1</sup> Based on rates in effect as at September 30, 2020. DCLs would not apply to retained existing floor area of the Baldwin Residence, 1215 West 16<sup>th</sup> Avenue (400 m<sup>2</sup> (4,302 sq.ft.)) within the value under the Proposed column.

<sup>3</sup> 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.