



REPORT

Report Date: March 7, 2022
Contact: Jason Olinek
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VanRIMS No.: 08-2000-25
Meeting Date: May 19, 2022

TO: Vancouver City Council

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

SUBJECT: Heritage Designation – 2014 West 15th Avenue, Morrison 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 the structure and exterior of the building as protected heritage property, located at 2014 West 15th Avenue (PID: 011-000-848, LOT 9 BLOCK 465 DISTRICT LOT 526 PLAN 2983 (the "site")), also known as the Morrison 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 resolution creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs in relation thereto is at the risk of the person making the expenditure or incurring the cost; and
 - ii. THAT the City and all its officials shall not in any way be limited or restricted in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

The purpose of this report is to seek Council approval to designate the structure and exterior of the heritage building known as the Morrison Residence as protected heritage property. The Director of Planning may grant a conditional increase in the maximum allowable density on a site where the proposed development would make a contribution to conserving a building or site designated by Council as protected heritage property. The owner proposes to preserve,

rehabilitate and restore the heritage building and to alter the heritage building to convert it from a one-family dwelling to a multiple conversion dwelling containing 3 dwelling units. The owner also proposes to construct a new infill one-family dwelling at the rear of the site.

To enable the proposed development and the proper rehabilitation and long-term protection of the heritage building, the owner is seeking an increase to the maximum density of up to 10% (from 0.75 to 0.825). The development permit application for the site (DP-2021-00970) is subject to the condition of approval that Council designate the structure and exterior of the heritage building prior to the issuance of the development permit.

COUNCIL AUTHORITY

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

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

The following Council policies are applicable to this proposal:

- Vancouver Heritage Program (March 2020)
- Heritage Policies (2020)
- RT-8 District Schedule (2020)
- Kitsilano Neighbourhood Plan Summary (1977)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Strategic Analysis

Site and Context - The site is located in the Kitsilano neighbourhood, in an area zoned RT-8 (see Figure 1), and addressed as 2014 West 15th Avenue. The site is bound by Maple Street to the west, Arbutus Street to the east, West 15th Avenue to the north and a laneway to the south. Just outside the front property line along West 15th Avenue are three mature trees, all of which will remain undisturbed. The site is in close proximity to the First Shaughnessy Heritage Conservation Area, within an area historically known as “Talton Place” that was developed in 1910 as a planned residential neighbourhood, with buildings characterized by California and Craftsman-style detailing.

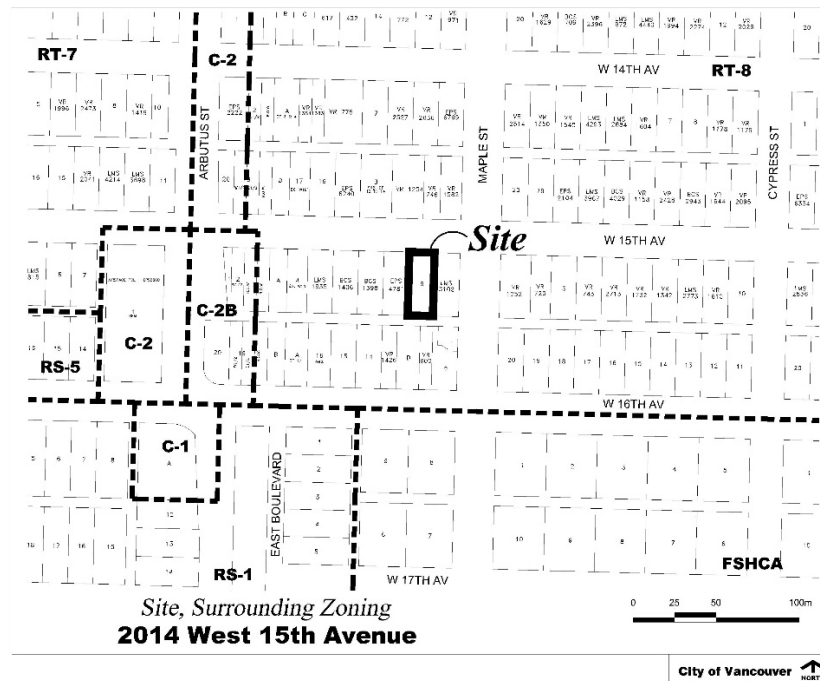


Figure 1: Site and surrounding zoning.

Heritage Value

The heritage values are outlined in the Statement of Significance (Appendix B) prepared by Schueck Heritage Consulting as part of the development permit application. The historic residence was constructed in 1912 as a two-storey Craftsman Style house, and is named after one of its earliest owners, Hector Morrison (Manager of the Western Sheet Metal Works), who lived in the house from 1914 to 1915.

It is valued for its association with builders Bacon & Mugford, and the development company Prudential Buildings. In 1910, Thomas Talton Langlois, the owner of Prudential Builders Limited, developed six-blocks between West 13th and West 16th Avenues as a planned neighbourhood known as “Talton Place”, named after himself. The development was meant to appeal to growing upper middle class population with homes designed in California and Craftsman-style residential architecture, considered as one of the first mass-produced housing development in Vancouver in an area purposefully located adjacent to the wealthy residential neighbourhood of Shaughnessy.

Condition of the Heritage Building and Conservation Approach

The heritage building is generally in good condition, with its overall historic form, scale and massing intact and repairable state. Several unsympathetic interventions to the exterior were documented in the preliminary condition assessment of the building, such as enclosing the front sleeping porch and recladding of walls with asbestos shingles, but these alterations are deemed reversible through proper rehabilitation approach.

A Heritage Conservation Plan was included as part of the applicant’s development permit application (DP-2021-00970). The primary conservation treatment is rehabilitation. The house

will be relocated towards the west property line, which would require selective demolition and reconstruction of the basement level that would result in an overall increase in building height by one foot. The exterior bay window along the east (side) elevation will be altered to introduce a new separate entrance to a dwelling unit, as well as a small addition the south (rear) elevation to increase the functionality of the kitchen area. The front entry stairs will be reconstructed in a historically appropriate manner, and the sleeping porch above will be restored back into its open configuration.

Additional density considered under the development permit application has been justified to enable and encourage the conservation of the heritage building. Staff conclude that the proposal demonstrates a high level of heritage retention, with conservation that includes high level of authenticity and integrity, and is in general conformance with the national *Standards & Guidelines for the Conservation of Historic Places in Canada*.

Compatibility with Existing Zoning and Land Use Regulations and Community Plans

The work contemplated within the development application is to alter, add and convert the heritage building from a one-family dwelling to a multiple conversion dwelling containing three dwelling units, and the construction of a rear infill one-family dwelling with one-dwelling unit, including four parking spaces accessible from the lane. Staff conclude that this development is consistent with the intent of the RT-8 District Schedule, which encourages retention and renovation of existing buildings. The proposed design for the rear infill is also in keeping with the historical character of the area.

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

Comments of the Vancouver Heritage Commission

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

Financial Analysis

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

Public Benefits

The owner has offered to retain, conserve and rehabilitate the heritage building and to accept the designation of the building's structure and exterior as protected heritage property, which is a highly valued community feature and public benefit. The cost to the applicant of the heritage conservation scope of work is approximately \$250,000. The Public Benefits Summary is included in Appendix C.

The site is also subject to City-wide DCL and Utilities DCL, which will be calculated on the floor area (102.61 sq.m.) proposed at the development permit stage. Based on rates in effect as of September 30, 2021, the DCLs are estimated to be \$4,673.

Legal

The Zoning and Development By-law relaxations proposed will provide an improved development potential on this site. The owner's obligation to retain the heritage building's exterior and structure in exchange for obtaining these relaxations will be secured as legal obligations in an agreement (Restoration Covenant) to be registered on title to the site so as to enable the City to enforce those obligations and ensure that they will be fulfilled at the owner's expense. City staff and the owner have negotiated an agreement, which includes retention and conservation obligations on the part of the owner and enforcement provisions for the City.

Section 595 of the Vancouver Charter requires that, if sought, Council must compensate an owner for any reduction in the market value of property caused by a heritage designation. The owner has signed an agreement to be registered on title to the site explicitly stating that the owner has received full and fair compensation for the heritage designation of the heritage building's exterior and the obligations to rehabilitate and conserve the heritage building. The agreement will be executed by the City and registered on title to the site before a development permit for the project may be issued.

CONCLUSION

The heritage building at 2014 W 15th Avenue, known as the Morrison Residence, listed in the Vancouver Heritage Register in the 'B' category, is proposed to be protected by heritage designation of its structure and exterior based on its historical and aesthetic values. This will secure the heritage building from demolition and unsympathetic exterior alterations that may affect its heritage value. The owner has agreed to accept the aforementioned proposed Zoning and Development By-law relaxations as compensation for the proposed heritage designation, and for the heritage building's continued conservation. Therefore, staff recommend that Council approve the recommendations of this report.

* * * * *

Photographs



North elevation, showing partial west elevation. (Photo credit: Julie Schueck)



South (rear) elevation. (Photo credit: Julie Schueck)



North elevation, showing partial east elevation. (Photo credit: Julie Schueck)



Detail photo of partial east elevation, showing existing bay window proposed to be altered to introduce new entrance to a separate dwelling unit. (Photo credit: Julie Schueck)

Statement of Significance

2014 W. 15th Avenue
Vancouver, BC

Statement of Significance

2014 W. 15th Avenue
Vancouver, British Columbia
The Morrison Residence

Description:

The Morrison Residence is located at 2014 W. 15th Avenue in Vancouver, British Columbia. It is a two-storey Craftsman Style house with a side gable roof, a large front gable dormer and an open but covered full-width front porch with triple square wooden posts. The original cladding has been covered with patterned asbestos siding.



Heritage Values:

Constructed in 1912, the Morrison Residence has heritage value primarily for its aesthetic, historic and cultural significance.

The house has aesthetic value for being an excellent example of the Craftsman Style, in particular for its large side gable roof with deep overhangs and exposed rafter tails and wooden knee brackets, the front gable dormer with (now) enclosed sleeping porch, the full-width open front porch, and the bay windows on both side elevations. The windows are the original wood framed and there are four sets of transom stained-glass windows as well as one large triple-pane stained-glass window.

The house has historic and cultural value for its age (1912), as well as for its association with builders Bacon & Mugford, development company Prudential Builders Ltd, and with the planned residential community of Talton Place.

Samuel Bacon (1867 - 1939) and Enoch Mugford (DOB = 1880) were partners in the construction company of Bacon & Mugford and had offices at 1642 W. Broadway in Vancouver. Between 1909 and 1913, they constructed numerous buildings in Vancouver, most of which have since been demolished. They mostly constructed single family houses, and typically bought properties upon which they constructed houses and then sold them. They also worked with Prudential Builders Ltd. The Morrison Residence has value for being one of a handful of Bacon & Mugford buildings still extant.

July 2021

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Prudential Builders Ltd. was part of the Prudential Investment Company, an investment and loan company that existed during the “highly speculative building climate of Vancouver”¹ during the first dozen years of the Twentieth Century. Prudential Builders Ltd. also owned its own timber rights and sawmill and had a large house-building factory at the corner of Manitoba and Dufferin Streets on the south side of False Creek in Vancouver. They focussed on the “mass production of popularly priced housing”². The Morrison Residence has value for its strong association with Prudential Builders Ltd. and for possibly being one of their prefabricated houses.

The Morrison Residence also has strong historic and cultural value for having been constructed as part of what was once called “Talton Place”, a planned residential neighbourhood purposely located adjacent to the wealthy residential neighbourhood of Shaughnessy. In 1910, the owner of Prudential, Thomas Talton Langlois had a six-block area between W. 13th and W. 16th Avenues, Cypress and Arbutus Streets in Vancouver cleared, graded and landscaped. Ads in the newspapers at the time promoted it as an area of exclusive California- and Craftsman-style homes with building restrictions that would prohibit stores and apartment buildings.³ Based on a similar development in Los Angeles, California, the “Talton Place” development is considered to have been the first mass-produced housing development in Vancouver that was marketed to the burgeoning upper-middle class.⁴

The house has some minor value for its association with the first three owners, all of whom were managers of their respective businesses: Hector Morrison, Manager of the Western Sheet Metal Works lived in the house from 1914-15; Frederick Hutchins, Manager of the Dominion Fuel Saver who lived there from 1916-21, and George Markle, Manager of “Kirkhams Groceries Ltd.” who lived there from 1922-28. All three represent the type of owner to whom Langlois marketed Talton Place.

The house has some scientific and social value by providing visual information that helps people understand and appreciate the era in which it was built and for contributing to the community’s sense of identity. The house provides architectural stability to the neighbourhood and is an important component on a streetscape of older and historic houses of the same era.

Character-defining Elements

Key elements that define the heritage character of the house include:

- The orientation of the house facing 15th Avenue
- The original form, scale and massing as expressed by its:

¹ G.E. Mills and D.W. Holdsworth. “The B.C. Mills Prefabricated System: The Emergence of Ready-made Buildings in Western Canada. The Demise of the System.” Parks Canada. Part of the Series: Canadian Historic Sites: Occasional Papers in Archaeology and History No. 14. <http://parks.canada.ca/history/> P. 2.

² Ibid.

³ Statement of Significance for 2024 W. 15th Ave, by John Atkin, p. 7.

⁴ E. Mills and D.W. Holdsworth. “The B.C. Mills Prefabricated System: The Emergence of Ready-made Buildings in Western Canada. The Demise of the System.” Parks Canada. Part of the Series: Canadian Historic Sites: Occasional Papers in Archaeology and History No. 14. <http://parks.canada.ca/history/> P. 3

- 2 storey height, plus partly exposed basement
- Gable roof (side with a medium pitch)
- Deep open and full-width front porch under the primary gable roof
- Its Craftsman Style design and architectural elements such as the:
 - Front gable dormer with remnants of a sleeping porch
 - Very small shed dormers to either side of the front gable dormer
 - Large shed dormer on the rear elevation
 - Wide overhanging, closed eaves
 - Exposed rafter ends
 - Decorative wooden open knee brackets
 - Shallow 3-sided bay windows (two on the west side and one on the east side)
 - Full-width covered front porch with access on the left (east) side by wide steps, with two sets of triple and two sets of double square cut wooden posts with horizontal ties and wooden dentils, short railings with square spindles and horizontal wood ties, tongue-in-groove wood floor and ceiling, and a set back front door at the east corner.
- Windows
 - Location and fenestration pattern of windows
 - Windows with original wood casings and frames
 - Four transom-style stained-glass windows (two on the front elevation and two on the west side elevation)
 - One large triple-pane stained-glass window (on the east elevation, a feature of the mid-floor landing of the stairwell)

**2014 WEST 15TH AVENUE (MORRISON RESIDENCE)
PUBLIC BENEFITS SUMMARY**

Project Summary:

To alter, add and convert the heritage building from one-family dwelling to multiple conversion dwelling containing three dwelling units, and the construction of a rear infill one-family dwelling with one-dwelling unit, including four parking spaces accessible from the lane.

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	RT-8
FSR (site area = 581 sq.m.; 6,255 sq.ft.)	up to 0.75 <i>(with retention of Character House)</i>	up to 0.825 <i>(with municipal heritage designation)</i>
Buildable Floor Area	435.99 sq.m. (4,691.25 sq.ft.)	479.59 sq.m. (5,160.38 sq.ft.)
Land Use	Residential	Residential

Summary of development contributions expected from proposed development

DCL (City-wide) ¹	\$4,673
TOTAL	\$4,673

Other benefits:

Proposed heritage conservation scope of work is estimated to be approximately \$250,000.

¹ Estimate is based on buildable floor area of the non-heritage parcel. Based on rates in effect as of September 30, 2021. DCL rates are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection, see the City's [DCL Bulletin](#) for details.

Vancouver Heritage Commission (February 28, 2022)

**1. 2014 West 15th Avenue - Morrison Residence – Heritage Designation
(VHR-B) - DP-2021-00970**

MOVED by Commissioner Massey
SECONDED by Commissioner Evans

WHEREAS The Morrison Residence is an historic 1912 two-storey Craftsman Style house listed on the Vancouver Heritage Register in “B” evaluation category, and is located at 2014 West 15th Avenue in the historic “Talton Place” neighborhood of Kitsilano; and

WHEREAS Its owners wish to alter, add, and convert this existing heritage building (VHR-B) from one-family dwelling to a multiple conversion dwelling (three-dwelling units) with infill, with zoning applicable as RT-8 as contemplated in the Development Permit application; and

WHEREAS the owners are proposing the restoration and the designation of the exterior and structure of the Morrison Residence;

THEREFORE BE IT RESOLVED THAT the Vancouver Heritage Commission supports the Heritage Conservation Plan, in particular:

- Proposed alterations to the heritage buildings (relocation, selective demolition, and proposed additions);
- Compatibility of the proposed addition to the heritage buildings, as well as the compatibility of the proposed infill at the rear of the site;
- Proposed level of structural retention, authenticity, and integrity of character-defining elements; and

FURTHER THAT the Vancouver Heritage Commission supports the Heritage designation of the exterior and structure of the Morrison Residence, in exchange for bonus density of up to 10%; and

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

- Consider potential reuse of the existing materials on the front wall of the house under the front deck, only if the materials are salvageable;
- Clear labelling of the retained and refurbished posts, brackets, timbering, facia, bargeboards, wood detailing, and soffits;
- Further design development of the main level façade, the French doors in particular;
- Ensure that the stone-retaining wall is refurbished if required.

CARRIED UNANIMOUSLY

Draft Designation By-Law – 2014 West 15th Avenue

2014 West 15th Avenue
(Morrison Residence)

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

DRAFT BY-LAW NO. _____

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

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

1. Council considers that the real property described as:

Structure and exterior
envelope and exterior
building materials of
the heritage building
(Morrison Residence)

2014 West 15th
Avenue

PID: 011-000-848
Lot 9 Block 465
District Lot 526
New Westminster District
Plan 2983

has heritage value or heritage character, and that its designation as protected heritage property is necessary or desirable for its conservation.

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

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

ENACTED by Council this _____ day of _____, 2022

Mayor

City Clerk
