



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: December 12, 2017
Contact: Anita Molaro
Contact No.: 604.871.6479
RTS No.: 12322
VanRIMS No.: 08-2000-20
Meeting Date: January 16, 2018

TO: Vancouver City Council

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

SUBJECT: Heritage Designation - 2425 West 5th Avenue (Tunstall Residence)

RECOMMENDATION

- A. THAT Council add the Tunstall Residence at 2425 West 5th Avenue (PID: 014-973-227; Lot 13, Block 241, District Lot 526, Plan 1058 (the "site")) to the Vancouver Heritage Register in the 'C' evaluation category.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment, pursuant to Sections 593 and 594 of the *Vancouver Charter*, a by-law to designate the exterior of the Tunstall Residence (the "heritage building") as protected heritage property.
- C. THAT Recommendations A and B be adopted on the following conditions:
 - i. THAT the passage of the above 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 add the existing building at 2425 West 5th Avenue to the Vancouver Heritage Register in the 'C' evaluation category, and to designate its exterior as protected heritage property to ensure its rehabilitation and

conservation, and long-term protection. As incentive and compensation to the owner for the proposed heritage designation and conservation of the heritage building's exterior, certain discretionary zoning relaxations are proposed to permit the development as set forth in the Development Permit Application Number DP-2017-00502 (the "DP Application") and as described in this report. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application should Council approve the recommendations of this report.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Pursuant to Section 582 of the *Vancouver Charter*, Council, by resolution, may establish a heritage register identifying real property that Council considers to be heritage property and, by resolution, to add such properties to the register from time to time.

Pursuant to Sections 593 and 594 of the *Vancouver Charter*, Council, by by-law, may designate real property, in whole or in part, 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 is achieved by way of zoning relaxations so as to permit an otherwise impermissible development.

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

The following Council policies are applicable to the project:

- Heritage Policies and Guidelines (May 1986, last amended September 2002)
- *Heritage Proforma Review - Interim Policy Planning By-law Administration Bulletin (June, 2014)*

The Heritage Action Plan, which was approved in December 2013, responds to citizen and Council desire to encourage and support heritage conservation in the City. A number of actions were approved including maximizing the use of available tools to conserve the City's heritage resources.

GENERAL MANAGER'S COMMENTS

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

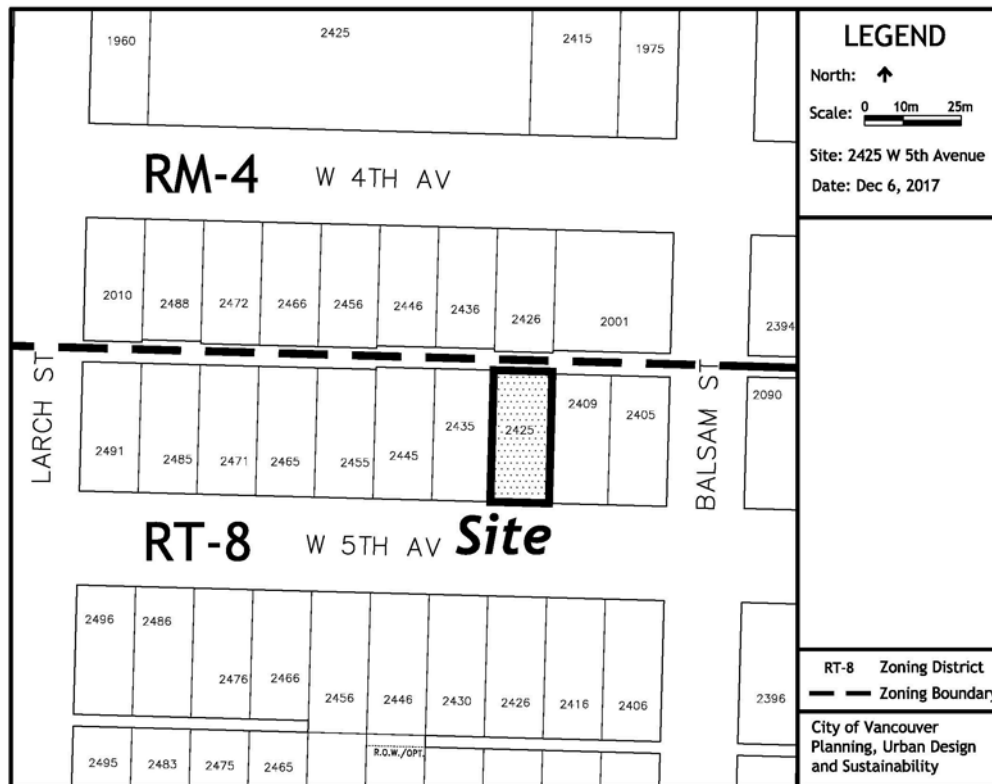
STRATEGIC ANALYSIS

Site and Context

The site 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 site area is 520 m² (5,602 sq.ft.) and a 4.8-metre (16 ft.) wide lane exists at the rear of the property.

Figure 1: Site and Surrounding Zoning



Heritage Value

Built in 1911, the Tunstall Residence is a good example of an early Craftsman style house. It exemplifies the type of development occurring in Kitsilano immediately prior to the First World War, the result of the city-wide real estate boom and extension of streetcar lines. Its association is with Dr. Simon J. Tunstall, who commissioned the house for his daughter, Marjorie Brown, and her family. Designed by a local architectural firm, Grant and Henderson, who partnered between 1903 and 1914, it is unusual as a modest single-family house: the work of these architects was more commonly attributed to more substantial commercial and institutional developments including Vancouver General Hospital (Heather Pavilion) and the Carnegie Library. Their firm was also commissioned by Dr. Simon Tunstall to develop a downtown office building, the Tunstall Block, at Dunsmuir and Granville Streets (1902 and 1909, demolished c. 1990). It is proposed to add the Tunstall Residence to the Vancouver Heritage Register in the 'C' evaluation category.

Development Application and Proposed Incentives

The incentives and compensation to be provided to the owner for the heritage designation of the exterior of the heritage building together with the rehabilitation, and conservation of the heritage building will be in the form of relaxation of requirements in the *Zoning and Development By-law* as set forth in the DP Application which are within the discretion of the

General Manager of Planning, Urban Design and Sustainability and are further described below.

The zoning applicable to the site is RT-8. The house will be moved slightly forward on the site, with a minor alteration to the rear to remove an existing porch, as proposed in the DP Application. An Infill One-Family Dwelling will be developed at the rear of the property. A number of *Zoning and Development By-law* variances are proposed, including variances which will provide for an increase in permitted density on the Lands. The maximum permitted density under the RT-8 zoning is 0.75 floor space ratio (FSR), which is 4,201 square feet. The total density for the proposed development would be 0.77 FSR, which is 4,298 square feet (see Table 1 below and the Technical Zoning Summary in Appendix C). The interior layout of the heritage building will be modified to allow for the building to be converted to a Multiple Conversion Dwelling containing two Dwelling Units.

Table 1: Zoning Summary

Site Area: 520 m² (5,602 sq.ft.)

RT-8 District Schedule	Existing	Required or Permitted	Proposed
Section 4.7 FSR	0.58 302 m ² (3,256 sq.ft.)	0.75 390 m ² (4,201 sq.ft.)	0.77 399 m ² (4,298 sq.ft.)
Section 4.8 Site Coverage	21% 111 m ² (1,202 sq.ft.)	35% for infill 45% overall 250 m ² (2,700 sq.ft.)	37.8% for infill 40% overall 207 m ² (2,236 sq.ft.)

The 14.5-foot proposed side yard for infill development is slightly less than the 16 feet prescribed in the *Kitsilano RT-8 Guidelines*, the rationale for infill development relates to the configuration of the residential units on the neighbouring lot to the east, several of which are oriented toward the side yard. An infill building, rather than an enlargement of the heritage house, would be more compatible with those neighbouring units, and therefore a relaxation of the guidelines is supportable.

As part of the DP Application review, staff considered the probable impact of the proposed development, including the results of notification (see the Results of Neighbourhood Notification and Staff Comments section), as well as the compatibility of the development, and concluded that the application is supportable.

Compatibility with Existing Zoning and Land Use Regulations and Community Plans

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 retention of the heritage building contributes to the historic architectural character of the area and the infill dwelling is compatible with the architectural character of the heritage

building. The proposal responds well to its neighbours in terms of scale, massing, privacy impact, and placement. Staff conclude the proposal is consistent with the intent of the zoning and community planning objectives for the area.

Condition of the Heritage Building and Conservation Approach

The Tunstall Residence is in fair condition, as noted in the Conservation Plan presented as part of the DP Application. The front windows have been replaced with a sliding glass door and the shingle cladding has experienced significant weathering, and in some places the shingles are missing. The DP Application proposes to restore the original character of the building, including new shingle cladding and wood windows. As a condition of the DP Application, the applicant will be required to amend the drawings to show windows that are more in keeping with the style and operation of the original windows. The building will be painted in its original colour scheme as determined from on-site analysis, or historic colours if the original colours cannot be identified. Staff have concluded that the rehabilitation scheme is consistent with best conservation practices.

Results of Neighbourhood Notification

159 notifications were sent out as part of the DP Application, and one response was received objecting to the proposal. It expressed concern for the parking that would be required for the additional residential units, in an area where on-street parking is already at a premium. The proposal will create traffic and parking impacts commensurate with those anticipated to occur over time with development permitted under the RT-8 zoning. Staff considered the results of neighbourhood notification and concluded that the DP Application is supportable.

Comments of the Vancouver Heritage Commission

On October 3, 2016, the Vancouver Heritage Commission reviewed and endorsed the recommendation to add the Tunstall Residence to the Vancouver Heritage Register in the 'C' evaluation category.

On October 23, 2017, the Vancouver Heritage Commission reviewed the DP Application and unanimously supported it with comments (see Appendix D).

Proforma Evaluation

The Heritage Proforma Review - Interim Policy approved in June 2014 allows an application to be exempt from a proforma review subject to certain conditions, including that any bonus density granted to the site for heritage conservation does not exceed 10% beyond the maximum permitted density in the zoning. The DP Application complies with the policy and therefore a proforma analysis of the project is not required.

Financial Implications

As noted in the section on Public Benefits, the applicant has offered the on-site conservation and rehabilitation of the Tunstall Residence valued at \$219,000.

The site is within the City-wide DCL District and it is anticipated that the applicant will pay approximately \$3,782 in DCLs should the DP Application be approved and the project proceed.

Environmental

The City's *Green Buildings Policy for Rezonings* does not apply to the project as an HRA is not proposed. However, the application will comply with all the environmental provisions embodied in the current *Vancouver Building By-law*.

Legal

The discretionary relaxations of the *Zoning and Development By-law* proposed will provide an improved development potential on the site. The owner's proposal to rehabilitate and conserve the heritage building's exterior in exchange for obtaining the relaxations needed to get that improved development potential will be appropriately secured as legal obligations in an agreement to be registered on title to the site so as to enable the City to enforce those obligations and ensure that they will be fulfilled at the owner's expense. City staff and the owner have negotiated an agreement, which includes 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 of property caused by a heritage designation. The owner has signed the agreement noted above and in doing so has explicitly accepted the discretionary zoning 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 addition of the Tunstall Residence at 2425 West 5th Avenue to the Vancouver Heritage Register, along with approval of the heritage designation of the heritage building's exterior, will ensure that the heritage building is rehabilitated and protected from exterior alterations which might affect its heritage value, and from demolition. The owner has agreed to accept the proposed discretionary zoning relaxations as compensation for the designation of the heritage building's exterior as protected heritage property and for the rehabilitation and conservation of the heritage structure. The General Manager of Planning, Urban Design, and Sustainability is prepared to approve the DP Application for the project should Council approve the recommendations of this report. Therefore, it is recommended that Council approve the proposed addition of the Tunstall Residence at 2425 West 5th Avenue to the Heritage Register, and the proposed heritage designation of the exterior as protected heritage property.

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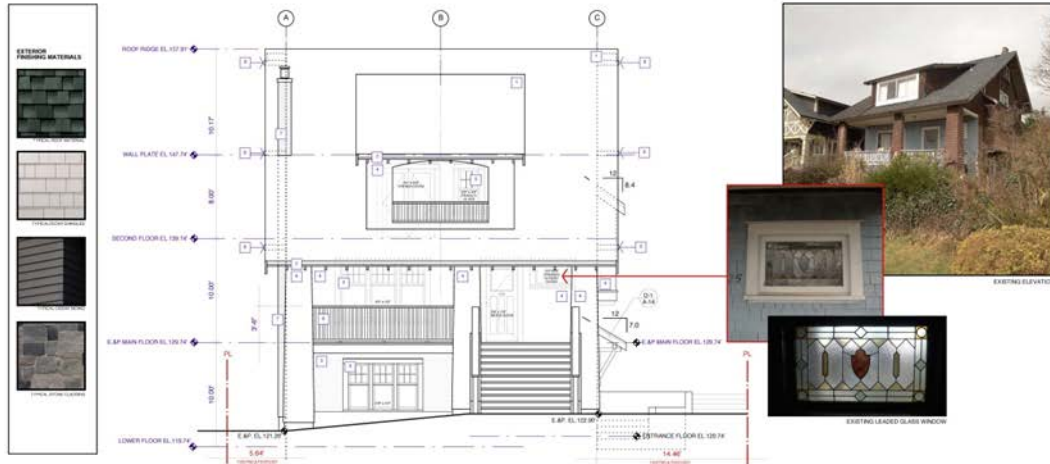
2425 West 5th Avenue - Front Elevation



2425 West 5th Avenue - Front Elevation

ELEVATIONS

FRONT ELEVATION



- FINISH SCHEDULE**
- DURIGO SHINGLE ROOF, TYP.
 - 3" PREFINISHED CONTINUOUS METAL GUTTER, PTD, TYP.
 - CLEAR SIDING, 2" EXPOSURE, PTD, TYP.
 - CEDAR SHINGLES, PTD, TYP. (PATTERN TO MATCH EXISTING)
 - SINGLE SHINGLED WOOD SHOULDER, TYP.
 - WOOD SHOULDER, PTD, TYP.
 - GUTTER, TYP. (BRICK PATTERN TO MATCH EXISTING), TYP.
 - WOOD BRACKETS, PTD, TYP.
 - FASCIA BOARDS (2X12), PTD, TYP.
- EXISTING DECORATIVE: COLUMNS, SKIRTING, FASCIA, TRIMS & BRACKETS TO BE RETAINED.
ANY NECESSARY REPLACEMENTS TO MATCH EXISTING.
ALL NEW WOOD APPROX. MATCHING EXISTING WOOD WINDOWS ARE TO HAVE SASHES OF SUBSTANTIAL SECTION MATCHING THE EXISTING WINDOWS AND ARE TO BE INSTALLED IN CASINGS AND FRAMES MATCHING THE EXISTING PROFILES.
ALL NEW TRIMS AND WOOD ELEMENTS ARE TO BE SANGED AND PAINTED FPR OR CEDAR (TEXTURED AND COMBED PRODUCTS ARE NOT APPROVED).
TOP OF DOORS AND WINDOW CASINGS TO LINE THROUGH. TYP.
ALL DOOR/FIT, INCLUDING THOSE AT THE FRONT PORCH, ARE TO BE WOOD T&G (EXISTING OR NEW) SANDED NO PAINTED, TYP.



1. ALL PARTS OF THE BUILDING SHOWN AS BEING RETAINED WILL BE TO REMAIN IN PLACE AND NOT REMOVED FROM THEIR ORIGINAL LOCATION WITHIN BUILDING AT ANY TIME.
2. 'RETAINED WALL' MEANS THE RETENTION OF EXISTING FLOOR, CEILING AND BRICKWORK.
3. 'RETAINED FLOOR' MEANS THE RETENTION OF EXISTING FLOOR, CEILING AND BRICKWORK.
4. 'RETAINED ROOF' MEANS THE RETENTION OF EXISTING ROOF RAFTERS AND BRICKWORK.
5. WHEN STRUCTURAL UPGRADING IS REQUIRED, THE PROVISION OF NEW STRUCTURAL ELEMENTS INCLUDING STRUCTURAL MEMBERS SUCH AS JOISTS, STUDS, ETC. SHALL REMAIN IN PLACE.

GENERAL NOTES:
CONTRACTOR SHALL VERIFY ALL DIMENSIONS, DATUM AND LEVELS FROM TO CORNER/POINT OF WORK. ALL ERRORS AND OMISSIONS OF THIS DOCUMENT SHALL BE THE RESPONSIBILITY OF THE CONTRACTOR.
NEW WORK SHALL BE PROVIDED UNLESS OTHERWISE NOTED AS PER VANDOVER TREE BY LAW AS INDICATED.

THE ENTIRE BUILDING TO BE FOR SPRINKLING TO THE REQUIREMENTS OF NFPA 13R, SECURITY BLOODING AT ALL INCHES AS PER V.B.S.L. PATTERNS OF WINDOWS, DOORS, BEAMS, ALL RESTRICTORS AND SHOWER ENCLOSURES AS PER V.B.S.L. PRE-FABRICATED REPLACES TO CONFORM TO THE V.B.S.L.

- SEQUENCE OF CONSTRUCTION**
- Secure the existing structure at the main floor level.
Remove all framing and foundation below main floor level.
Excavate form and pour concrete for new footings for the new addition and renovated basement.
Construct new basement bearing walls.
 - Add new main floor beams, reinforcing joist hangers as required to existing main floor framing.
Construct main floor for the new addition.
 - Add temporary support for existing second floor framing.
Demolish interior main floor walls that are to be removed as indicated on the plans.
Construct new walls, new window openings for the retained structure and new addition.
 - Add new second floor beams, reinforcing joist hangers.
Construct second floor framing for the new addition.
 - Add temporary support for existing roof structure.
Demolish existing second floor interior walls that are to be removed as indicated on plans.
Construct new walls, new window openings for the existing structure and new addition.
 - Reinforce existing roof framing that is to be retained as required.
Construct new roof framing as indicated on plans.
 - Review overall framing, support all joint loads and correct all structural deficiencies as required.

ALEXANDRE RAYKOV INC
P.O. Box 45122, #1111 15th Avenue
The Woodlands, TX 77380-4512

CLIENT:
CANDIS HOLDINGS LTD

PROJECT:
DAYS WEST 8TH AVE, VANCOUVER, BC

MAIN HOUSE SOUTH ELEVATION

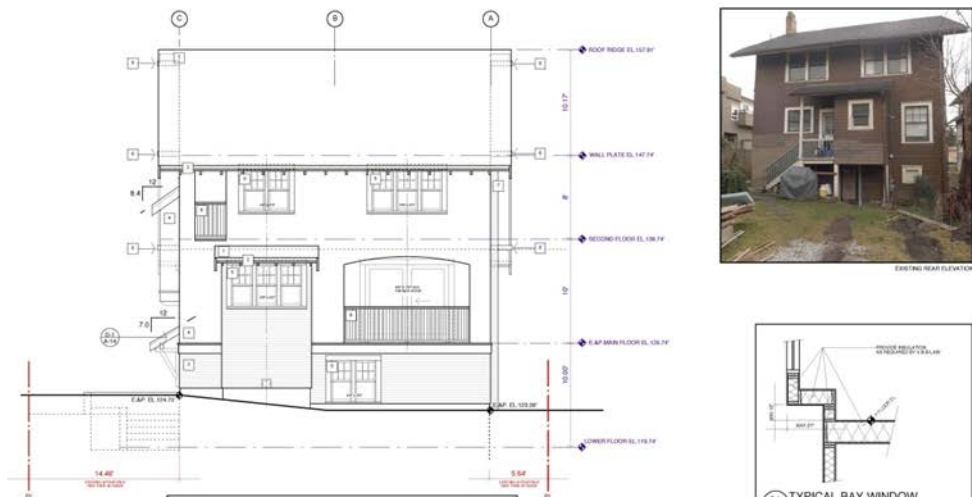
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SHEET: A-12 **REVISION:**

REAR ELEVATION



- FINISH SCHEDULE**
- DURIGO SHINGLE ROOF, TYP.
 - 3" PREFINISHED CONTINUOUS METAL GUTTER, PTD, TYP.
 - CEDAR SIDING, 2" EXPOSURE, PTD, TYP.
 - CEDAR SHINGLES, PTD, TYP. (PATTERN TO MATCH EXISTING)
 - SINGLE SHINGLED WOOD SHOULDER, TYP.
 - WOOD SHOULDER, PTD, TYP.
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TOP OF DOORS AND WINDOW CASINGS TO LINE THROUGH. TYP.
ALL DOOR/FIT, INCLUDING THOSE AT THE FRONT PORCH, ARE TO BE WOOD T&G (EXISTING OR NEW) SANDED NO PAINTED, TYP.



- ALL WINDOWS SHALL CONFORM TO ARTICLE 7.1.5 AND SHALL BE PROVIDED WITH RESTRICTORS.
1. ALL PARTS OF THE BUILDING SHOWN AS BEING RETAINED WILL BE TO REMAIN IN PLACE AND NOT REMOVED FROM THEIR ORIGINAL LOCATION WITHIN BUILDING AT ANY TIME.
2. 'RETAINED WALL' MEANS THE RETENTION OF EXISTING FLOOR, CEILING AND BRICKWORK.
3. 'RETAINED FLOOR' MEANS THE RETENTION OF EXISTING FLOOR, CEILING AND BRICKWORK.
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5. WHEN STRUCTURAL UPGRADING IS REQUIRED, THE PROVISION OF NEW STRUCTURAL ELEMENTS INCLUDING STRUCTURAL MEMBERS SUCH AS JOISTS, STUDS, ETC. SHALL REMAIN IN PLACE.

GENERAL NOTES:
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ALEXANDRE RAYKOV INC
P.O. Box 45122, #1111 15th Avenue
The Woodlands, TX 77380-4512

CLIENT:
CANDIS HOLDINGS LTD

PROJECT:
DAYS WEST 8TH AVE, VANCOUVER, BC

MAIN HOUSE NORTH ELEVATION

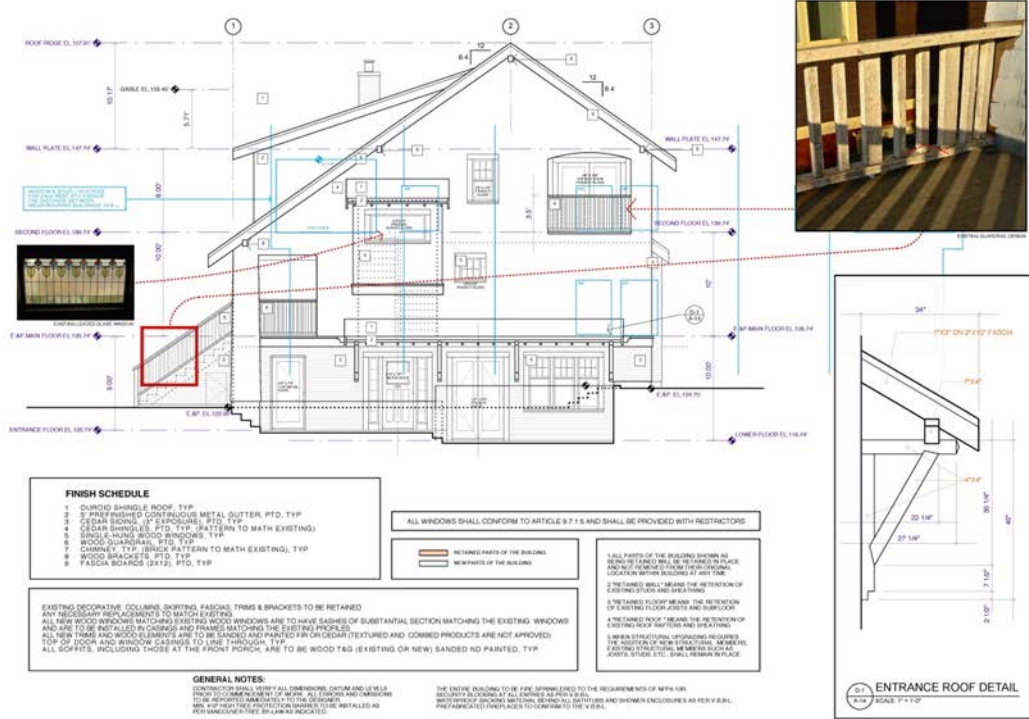
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SHEET: A-13 **REVISION:**

EAST ELEVATION



ALEXANDRE RAYKOV INC.
210 W. 10TH AVE. SUITE 200
VANCOUVER, BC V6C 2M7
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WWW.ALEXANDRE-RAYKOV.COM

CLIENT: CANDE HOLDINGS LTD.

PROJECT: 3425 WEST 5TH AVE. VANCOUVER BC

SHEET TITLE: MAIN HOUSE EAST ELEVATION

SCALE: AS SHOWN

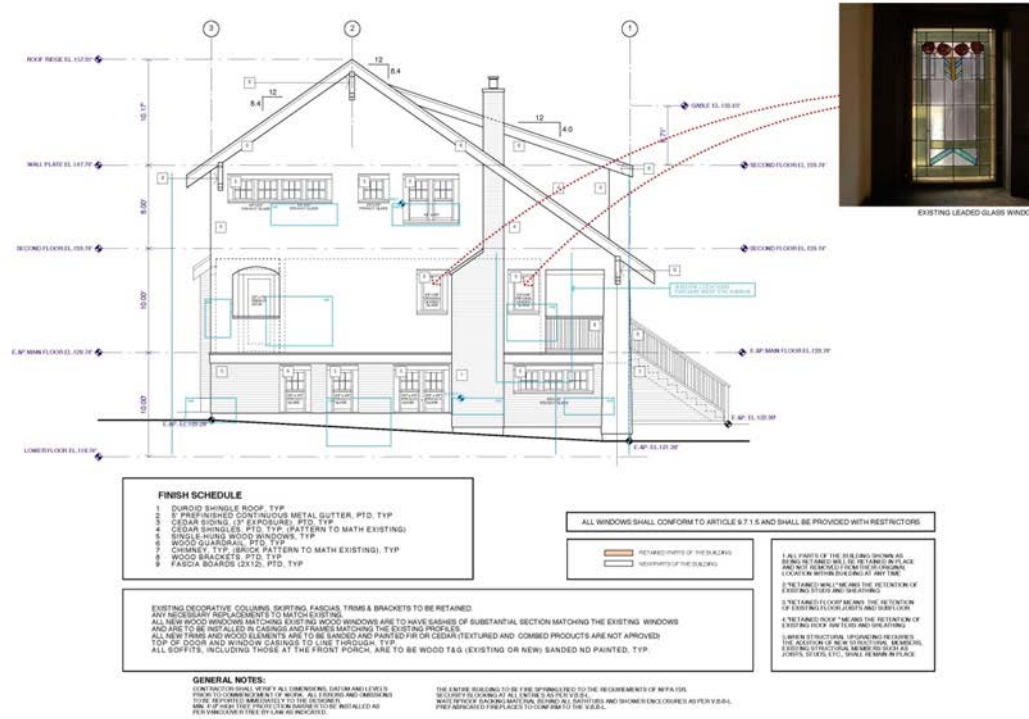
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NO.	DATE	DESCRIPTION
1	10-18-22	PRELIMINARY REVIEW
2	10-18-22	PRELIMINARY REVIEW
3	10-18-22	FOR APPROVAL

REVISIONS:

SCALE: A-14

WEST ELEVATION



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210 W. 10TH AVE. SUITE 200
VANCOUVER, BC V6C 2M7
TEL: 604-681-1111
WWW.ALEXANDRE-RAYKOV.COM

CLIENT: CANDE HOLDINGS LTD.

PROJECT: 3425 WEST 5TH AVE. VANCOUVER BC

SHEET TITLE: MAIN HOUSE WEST ELEVATION

SCALE: AS SHOWN

DATE: 10-18-22

NO.	DATE	DESCRIPTION
1	10-18-22	PRELIMINARY REVIEW
2	10-18-22	PRELIMINARY REVIEW
3	10-18-22	FOR APPROVAL

REVISIONS:

SCALE: A-15

2425 West 5th Avenue
TECHNICAL ZONING SUMMARY

Variances of the RT-8 Zoning District Schedule of the Zoning and Development By-law:

Table 1: RT-8 Zoning District Schedule Summary

Site Area: 520 m² (5,602 sq.ft.)

RT-8 District Schedule	Existing	Required or Permitted	Proposed
Section 4.3 Height *	3 storeys 10.6 m (34.8 ft.)	2 storeys 10.7 m (35 ft.)	3 storeys 10.6 m (34.8 ft.)
Section 4.7 FSR	0.58 302 m ² (3,256 sq.ft.)	0.75 390 m ² (4,201 sq.ft.)	0.77 399 m ² (4,298 sq.ft.)
Section 4.8 Site Coverage	21% 111 m ² (1,202 sq.ft.)	35% for infill 45% overall 250 m ² (2,700 sq.ft.)	37.8% for infill 40% overall 207 m ² (2,236 sq.ft.)

* Height of heritage house conforms when measured in metres/feet, but when measured as number of storeys, is defined as 3-storey due to the above-grade basement and the proposed top floor.

Relaxation of RT-8 Guidelines:

Table 2: RT-8 Guidelines Summary

Item	Existing	Required or Permitted	Proposed
Side Yard Requirement for Infill Development	4.4 m (14.5 feet)	4.9 m (16.1 feet) minimum on at least one side of an existing building	4.4 m (14.5 feet)

2425 West 5th Avenue
RESOLUTION OF THE VANCOUVER HERITAGE COMMISSION AND STAFF COMMENTS

Review of Heritage Register Nomination and Statement of Significance

On October 3, 2016, the Vancouver Heritage Commission reviewed the report from the Statements of Significance/Vancouver Heritage Register Subcommittee and resolved the following:

THAT the Vancouver Heritage Commission supports adding the following building to the Vancouver Heritage Register as a C-listing:

- 2425 West 5th Avenue (Tunstall Residence)

THAT the Vancouver Heritage Commission requests that the Statement of Significance for the following building be referred back to the consultants for revisions and, where necessary, to complete revisions to the Vancouver Heritage Register Evaluation:

- 2425 West 5th Avenue (Tunstall Residence)

Review of Development Permit Application

On October 23, 2017, the Vancouver Heritage Commission reviewed the proposed heritage designation of the building known as the Tunstall Residence at 2425 West 5th Avenue and resolved the following:

THAT the Vancouver Heritage Commission supports the development application to add an infill building to 2425 West 5th Avenue, the Tunstall House Property, noting the following:

- The Commission understands that the Tunstall House will be registered and designated as a condition of approval.
- The Commission requests that a conservation plan which ensures the preservation of the character defining elements of the Tunstall House be required by staff as a conditional of approval.
- That staff ensure any window replacements be wood and not vinyl.

Staff Comments:

The applicant will be directed to amend the drawings to show all replacement windows as wood, and that the windows be in keeping with the existing windows, in accordance with the Conservation Plan prepared by the heritage consultant dated December 2017.

2425 West 5th Avenue
PUBLIC BENEFITS SUMMARY

Project Summary:

Rehabilitation and conservation of a heritage building with infill building at the rear.

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 = 520 m ² (5,602 sq.ft.))	0.75	0.77
Buildable Floor Area	390 m ² (4,201 sq.ft.)	399 m ² (4,298 sq.ft.)
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed DE (\$)
Required*	DCL (City-wide) (See Note 1)	15,249	3,782
	DCL (Area Specific)		
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		219,000
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$15,249	\$222,782

Other Benefits (non-quantified components):

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: Replacement Housing (36%); Transportation (25%); Parks (18%); Childcare (13%); and Utilities (8%).

Note 1: DCLs do not apply to existing floor area. As the RT-8 zoning generally requires retention, the value for the 'Current Zoning' column does not include the existing floor area.