



COUNCIL REPORT

Report Date: November 7, 2024
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VanRIMS No.: 08-2000-20
Meeting Date: December 10, 2024
[Submit comments to Council](#)

TO: Vancouver City Council
FROM: General Manager, Planning, Urban Design and Sustainability
SUBJECT: 2610 Marine Crescent – Heathfield House – Heritage Designation

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 2610 Marine Crescent (PID: 019-139-373, Lot 1 Blocks 6 and 7 of Block 3 District Lot 315 Plan LMP21416 (“Lot 1”)) known as the “Heathfield House” (the “heritage building”) which is listed on the Vancouver Heritage Register.
- B. THAT Council determines that the proposal to develop Lot 1 and that adjacent property at 2606 Marine Crescent (PID: 019-139-381, Lot 2 Blocks 6 and 7 of Block 3 District Lot 315 Plan LMP21416 (“Lot 2”) (together, Lot 1 and Lot 2 comprise the “site”)), as submitted under Development Permit Application DP-2024-00294 (the “DP Application”) and as described in this report, makes a contribution to the conservation of the heritage building with respect to the provisions of Section 5.1.2 of the *Zoning and Development By-law*.
- C. THAT Recommendations A and B 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

Council approval is being sought to designate the structure and exterior of the Heathfield House, which is listed on the *Vancouver Heritage Register* (VHR) and located at 2610 Marine Crescent, as protected heritage property. Council approval is also being sought to determine the proposed development, as described in the DP Application (DP-2024-00294) and in this report, would make a contribution towards conserving heritage property under Section 5.1.2 of the Zoning and Development By-law, thereby enabling the Director of Planning to relax certain by-law provisions in exchange for the rehabilitation and protection of the heritage building.

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

Section 5.1.2 of the *Zoning and Development By-law* states that where Council determines that a proposed development would make a contribution to conserving a building or site designated by Council as protected heritage property or a building or site on the VHR, the Director of Planning or Development Permit Board, in the exercise of their jurisdiction, may relax the provisions of the *Zoning and Development By-law* subject to certain provisions (see Appendix F for the full regulation).

The following Council policies are applicable to the project:

- *Vancouver Heritage Program* (March 2020)
- *Heritage Policies* (March 2020)
- *Vancouver Plan* (July, 2022)

CITY MANAGER'S COMMENTS

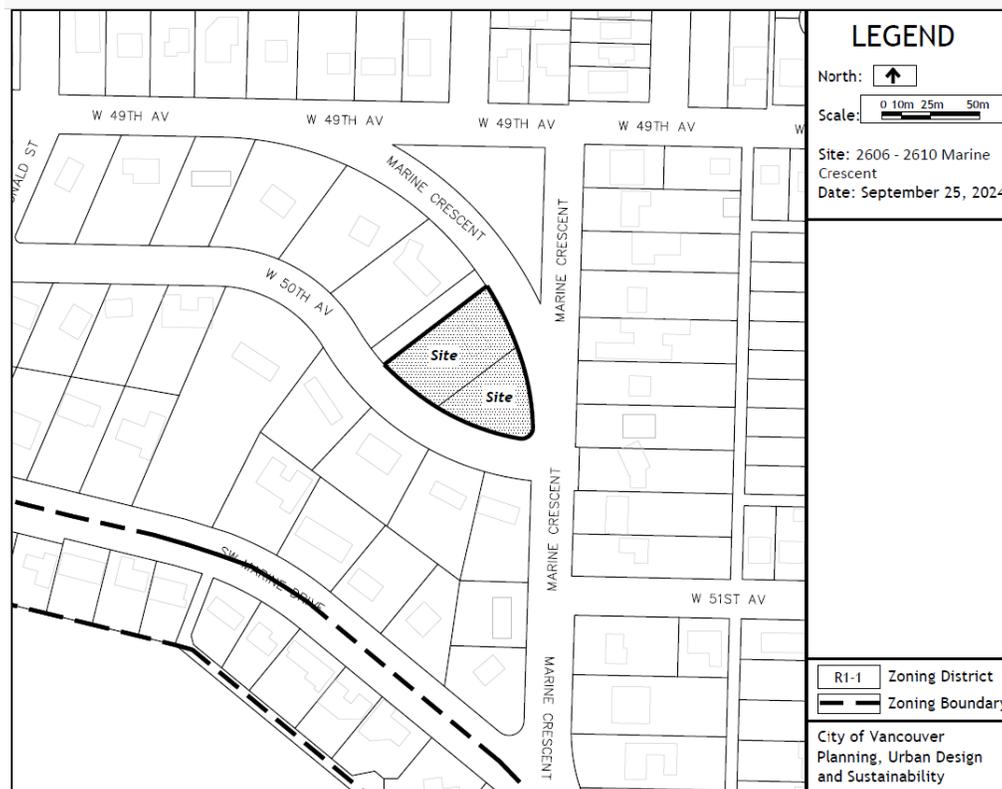
The City Manager recommends approval of the foregoing.

REPORT

Strategic Analysis

Site and Context - The site consists of two parcels located at the intersection of Marine Crescent and the 2600 – 2700 Block of West 50th Avenue in the Kerrisdale neighbourhood in an area zoned R1-1. Lot 1 is located at 2610 and contains the heritage building, and Lot 2 is located at 2606 Marine Crescent and is currently vacant and contains gardens and landscape associated with the site. The total site area is 3,355 m² (36,029 sq. ft.). The heritage building fronts onto Marine Crescent, as do most of the other houses on the block (see Figure 1). West 50th runs along the rear of the site and intersects with Marine Crescent.

Figure 1: The site and surrounding zoning



Heritage Value - The Heathfield House was built in 1927 in the Tudor-Revival Style. Features include its large, hipped roof, Tudor half-timber and stucco exterior, prominent brick chimney, original wooden sashes and leaded glass windows, extensive gardens and landscaping, porte-cochere and curved driveway, and gates (see Appendix A and B). The Heathfield House is listed on the VHR. Additionally, the west side of the 2600 block of Marine Crescent is listed in the VHR as a Heritage Streetscape.

Compatibility of Conservation with Community Planning Objectives and Lawful Uses - The *Vancouver Plan* and the *R1-1 District Schedule* encourage the retention of heritage and character buildings and sites, through zoning incentives including infill development and bonus

density, as well as opportunities under the City's *Heritage Policies* such as relaxations and variances, in return for heritage conservation. The residential uses proposed are consistent with the objectives of the *Vancouver Plan* in increasing housing in the City in a variety of forms including infill duplexes, rowhouses, and multiple conversion dwelling units.

Development Application and Proposed Incentives – The project was originally received as a rezoning application (RZ-2022-00078) in January of 2022. However, the application was withdrawn by the applicant after the base zoning was changed from RS-5 to R1-1 in October 2023. Staff and applicant have determined that a development permit application process could now be considered for the proposal subject to compliance with the *Heritage Policies* (as described below) and Council's approval of an associated designation by-law. The DP Application was submitted on March 27, 2024, for the same form of development as the previous rezoning.

The DP Application adds fourteen new dwelling units to Vancouver's housing supply and includes rehabilitating the Heathfield House while also converting it to contain four dwelling units. Four infill buildings are proposed in total. Three of these are duplexes and one is a rowhouse containing four dwelling units. A total floor area of up to 3,683 m² (39,632 sq. ft.), including an underground parking garage, is proposed, which is a density of 1.10 FSR. (See Appendix C for Technical Zoning Summary.)

The R1-1 zoning allows for a maximum density of 1.0 FSR for multi-unit development, and up to 0.85 FSR for sites retaining a character building, including infill development. The *Heritage Policies* state that bonus density of up to 10% over the maximum permitted density under the applicable zoning may be considered without an economic analysis or a rezoning in return for supportable conservation of heritage property. The application proposes to rehabilitate and designate the heritage building by a designation-by-law in return for a relaxation of density up to a maximum of 1.10 FSR. It is proposed to use Section 5.1.2 of the *Zoning and Development By-law* which would allow the Director of Planning to relax the provisions of the by-law subject to Council support (see Council Authority/ Previous Decisions and Appendix F). This would be achieved by Council's approval of the recommendations of this report.

The proposed density of 1.10 is consistent with the provision of the *Heritage Policies* in this case. The designation of the heritage building is required as a condition of the approval of the DP Application. For more technical information see Appendix C.

Staff support the DP Application with an FSR of 1.10 and the Director of Planning is prepared to grant the relaxation of density and approve the DP Application subject to Council's approval of the recommendations of this report, and subject to the conditions of the approval of the DP Application including Council's approval of designation.

Viability of Proposed Conservation - 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 consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The heritage building retains much of its structure and original character and can be retained, including brackets and stonework. Certain elements like the chimney are proposed to be replicated because of the existing structure's seismic instability.

While not all of the gardens areas and trees can be maintained due to the proposed infill development, the periphery of the site, which is contained by tall hedging and features mature vegetation, will be maintained where viable or replaced with comparable species. The porte

cochere and curved driveway at the front are also proposed to be maintained as well as the substantially landscaped perimeter. Maintaining the heritage building and its porte cochere, as well as maintaining the landscaped perimeter, will minimize impact on the existing Marine Crescent streetscape (see Heritage Value).

Public/Civic Agency Input

Vancouver Heritage Commission - On May 8, 2023 the Vancouver Heritage Commission reviewed the DP Application and unanimously supported it (see Appendix E).

Results of Notification – On July 30, 2024, 659 postcard notifications were sent to surrounding residents. Nine responses were received - 7 in opposition and 2 of mixed opinions. Concerns expressed include:

- Vehicular access from West 50th Avenue (none exists on the street currently) impacts the character of the north side of the street.
- Extent of the removal of large trees is excessive.
- The proposal's scale and density are incompatible with the context.

The vehicular access from West 50th Avenue is supportable as the surrounding properties on the block front Marine Crescent, and access to the parkade from West 50th Avenue would assist in maintaining the existing streetscape on Marine Crescent (see Heritage Value). Some of the mature vegetation is in the buildable envelope and cannot be retained (tree replacement will be required as per the Tree By-law and the R1-1 zoning). The proposal is generally consistent with the form and density achievable under the R1-1 zoning. Staff conclude that the proposal is supportable regarding land-use provisions and policies for the area and recommend approval of the Recommendations of this report.

Legal

The owner's proposal to conserve the heritage building's exterior and structure in exchange for obtaining certain by-law relaxations will be secured as legal obligations in an agreement (Section 219 Heritage 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 agreement described above includes a statement from the owner explicitly accepting the relaxations and increases to be provided, and the resulting development advantages to be gained thereby, as full and final compensation for the heritage designation of the heritage building's exterior and structure 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.

* * * * *

2610 MARINE CRESCENT
PHOTOGRAPHS



Aerial View (Current)



Heathfield House from Marine Crescent

View From Marine Crescent



South Elevation



The garden

Views Showing Gardens



Left: Bracket details. Right: open soffits



Left: window in the stairwell. Right: ledged casements and sash windows

Details

STATEMENT OF SIGNIFICANCE – 2610 MARINE CRESCENT

Description of Historic Place

Heathfield House is a two storey Tudor Revival house set in an expansive garden that occupies two lots on the south side of Marine Crescent at the intersection of West 50th Avenue, in the Kerrisdale neighbourhood of Vancouver, BC

Heritage Value

Built in 1927, Heathfield House is significant as a representative example of the estate-like homes established above SW Marine Drive in the early part of the 20th Century, it is aesthetically important for its Tudor Revival style and its setting within an extensive and intact early garden landscape. Heathfield House is valued as an example of the development in the early part of the 20th Century which saw the southern edge of Kerrisdale overlooking Marine Drive and the Fraser River farmlands developed with estate-like properties by owners migrating away from older neighbourhoods such as the West End. Architect Bernard Cuddon Palmer used the popular Tudor Revival style, based on broad reinterpretations of English manor houses and folk cottages, for Heathfield House which is valued as an example of Palmer's work exhibiting the influence of his time working in the Maclure and Fox office. Additionally, significance is found for its association with its second owner George and Juliet Thompson who developed much of the garden plan including rose garden with rose varieties from England and the grass tennis court. Brick walkways allowed Juliet to enjoy the garden when she was confined to a wheelchair.

Character Defining Elements

The elements that define the character of Heathfield House are: - continuous residential use since its construction:

- residential form, scale and massing as expressed in its Tudor Revival form, two storey height, hipped roof, small entry porch, original window openings with sash and casement assemblies containing original leaded glass panes
- set back from the street with horseshoe drive framed by brick gate posts
- Half timbering with stucco panels on the upper storey with shallow bays at each corner 'supported' on mock beam ends, over the ground floor which is clad in wide lap siding
- a nine light, one and a half storey window assembly of leaded glass panels set to the left of the entrance
- pair of shallow flat roofed square bays on the east side
- open soffits - prominent chimney on the east side

Interior elements include:

- decorative ceiling plaster work, pointed arched doorways, oak panelling, door trim and grand staircase, oak floors feature intricate marquetry border details

The Garden:

- key defining element of Heathfield House is the garden which includes a trellised walk below a tennis lawn, a formal 'sun dial' rose garden, flowering cherry trees and brick and stone pathways and steps

2610 MARINE CRESCENT
TECHNICAL ZONING SUMMARY

Site Area: 3,355 m2 (36, 029 sq. ft.)

| Item | Existing | Permitted or Required (R1-1) | Proposed |
|---|--------------------------|---|--|
| Density (FSR) | 0.29 (10,550 sq. ft.) | 0.85 to 1.0* Depending on Use (30,625 sq. ft. to 36,029 sq. ft.) | 1.10 FSR (39,632 sq. ft.) |
| Density (FSR) Heritage Bonus | – | 1.10* (Heritage Policies) (39,632 sq. ft.) | 1.10* (Heritage Policies) (39,632 sq. ft.) |
| Height (Heritage Building) | 38.4 feet 3.5 storeys | 37.7 feet 3 storeys maximum | 38.4 feet 3.5 storeys (existing) |
| Height (New Buildings) | – | 37.7 feet 3 storeys maximum | 35.2 feet 2.5 storeys maximum |
| Number of Buildings (Multiplex under R1-1)** | - | 2 Principal Buildings | - |
| Number of Buildings (Infill Development R1-1) | 1 | Not Regulated | 5 |
| “Multiplex” under R1-1** | - | Up to 12** | - |
| Number of Dwelling Units (with Infill Development) | 1 | Not Regulated | 14 |
| Parking*** | 1 (porte cochere) | 14 minimum with no relaxations | 24 |

**infill development allows up to 0.85 FSR and Multiplex (Multiple Dwelling) allows up to 1.0 FSR under the R1-1 zoning.*

***provided for comparison with re-development at maximum density. The site is comprised of two parcels – for purposes of comparison it is assumed that each parcel could bde developed as a separate multiplex project at maximum permitted densities.*

****the project also supplies the required number of bicycle spaces and accessible parking spaces.*

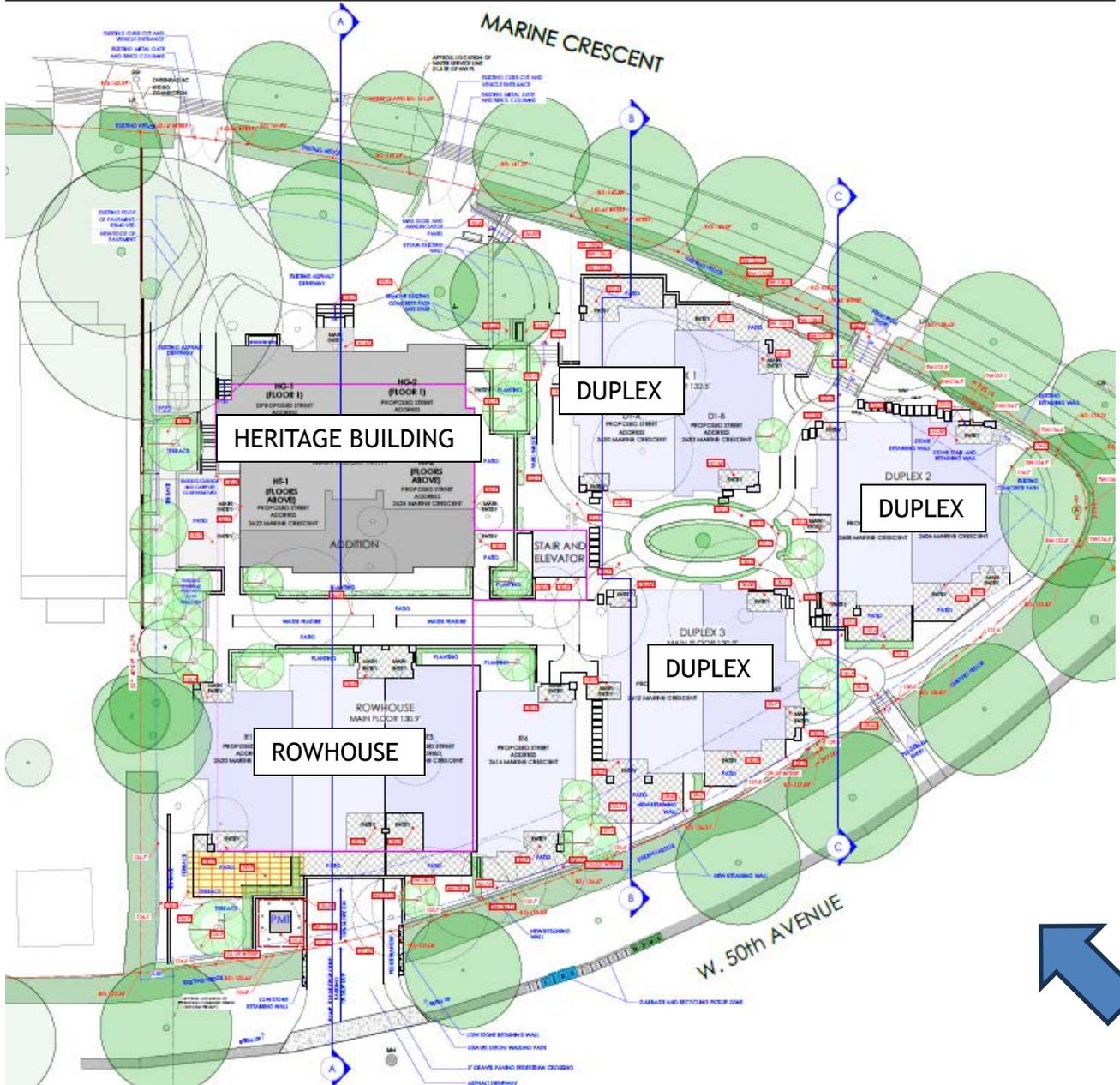
2610 MARINE CRESCENT
DRAWINGS



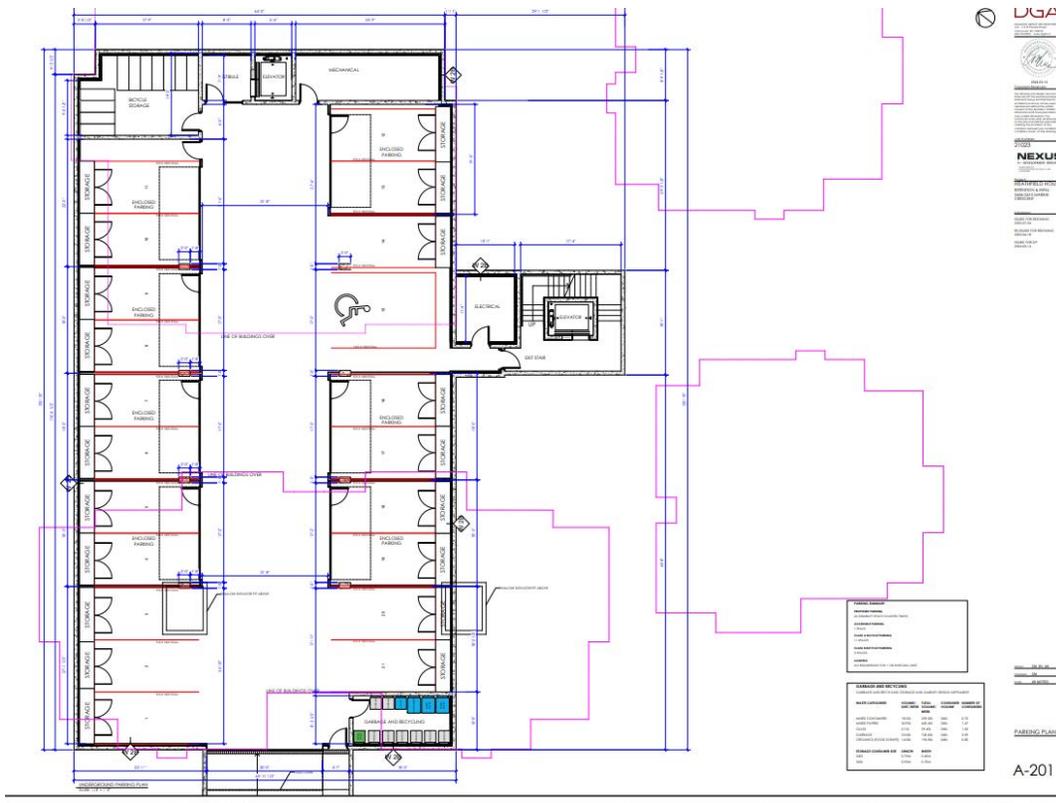
Site Diagram



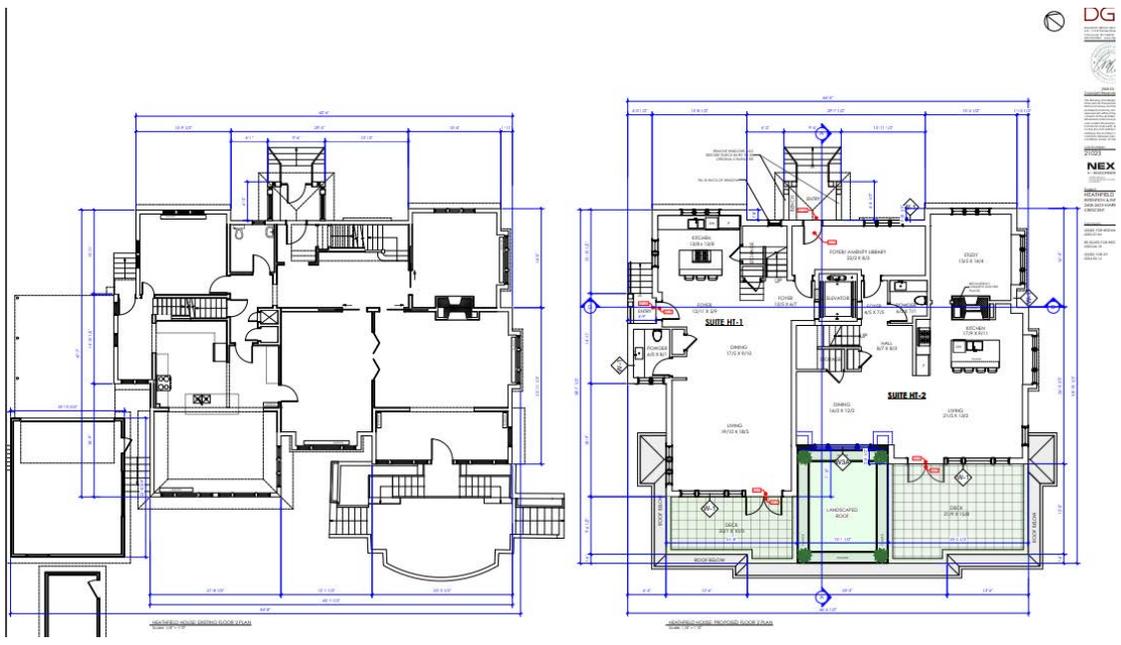
Heathfield House



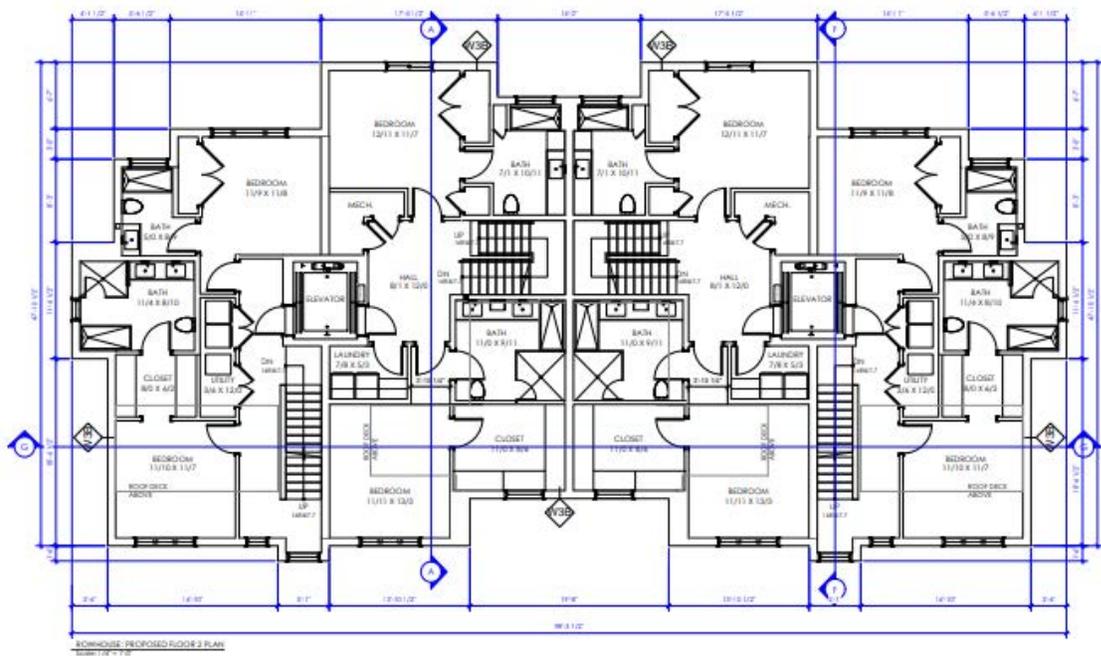
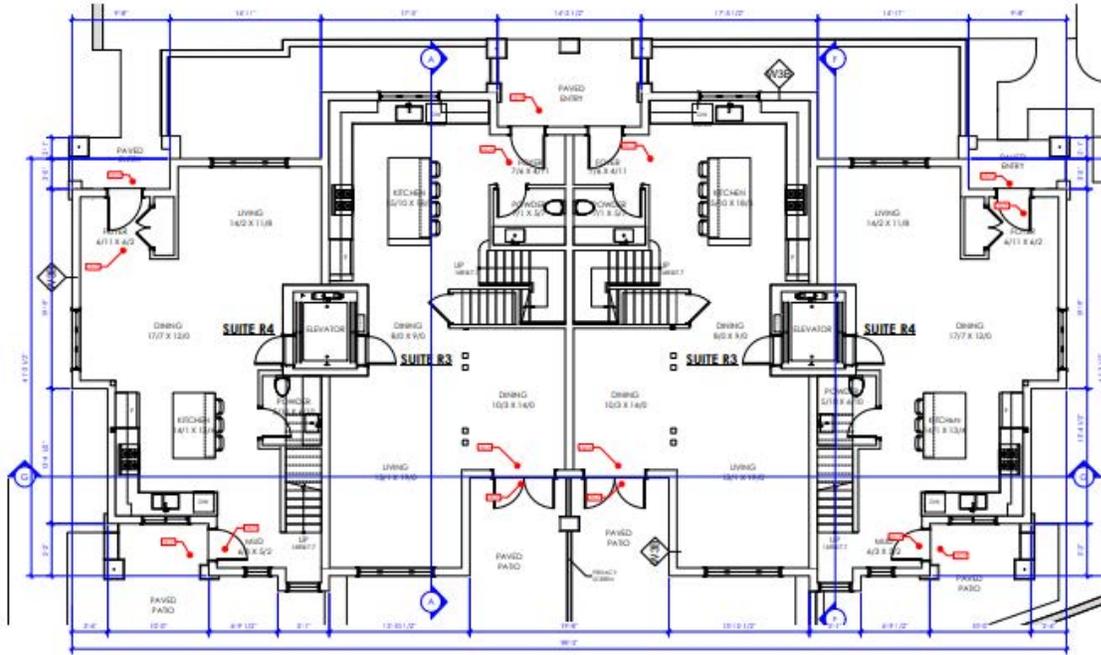
Building Placement Diagram



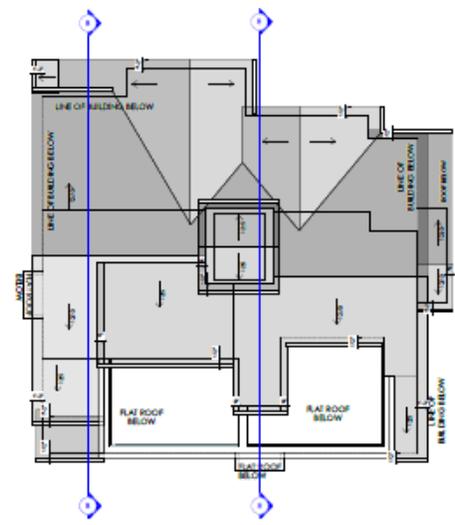
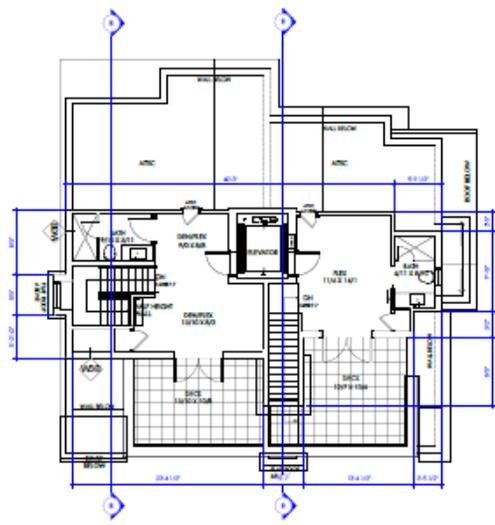
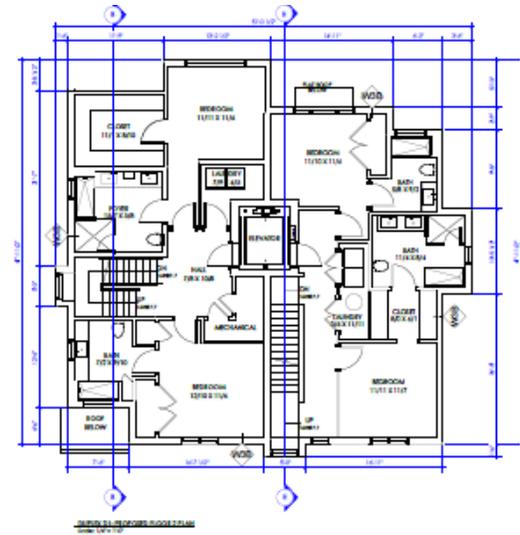
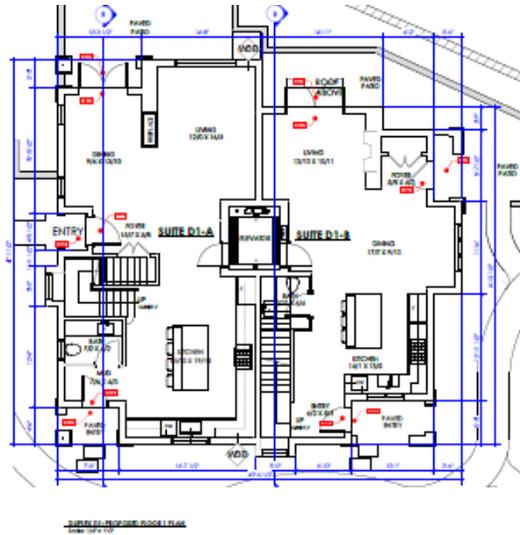
Parkade (Basement) Plan



Existing (Left) and Proposed (Right) Main Floor Plans of the Heritage Building



Plans of the Infill Rowhouse Building



Floor Plans of the Infill Duplex Buildings Typical



Project Rendering – Looking North-West From West 50th / Marine Crescent Intersection



Project Rendering – Looking North From West 50th Avenue

**2610 MARINE CRESCENT
RESOLUTION OF THE VANCOUVER HERITAGE COMMISSION**

On May 8, 2023, the Vancouver Heritage Commission reviewed the rezoning application RZ-2022-00078 and resolved the following:

WHEREAS the current rezoning application for 2606 Marine Crescent – Heathfield House (VHR-B) is enabled by the Arbutus Ridge/Kerrisdale/Shaghnessy Community Vision (ARKS) which allows consideration of infill housing on heritage sites along or near arterial streets subject to conservation;

AND WHEREAS the application proposes to retain and rehabilitate the house and construct four infill buildings on the site;

THEREFORE BE IT RESOLVED THAT the Vancouver Heritage Commission support the conservation plan as presented and the designation of the Heathfield House.

CARRIED UNANIMOUSLY

Staff Comments:

The Vancouver Heritage Commission reviewed the rezoning application at this meeting. Staff did not seek to re-review the DP Application with the Heritage Commission because it is the same project as proposed under the rezoning application. The rezoning application was withdrawn after the zoning was changed from RS-5 to R1-1 and changed to a development permit application (the DP Application) as the zoning change allowed staff to consider the proposal without a rezoning.

**2610 MARINE CRESCENT
ZONING AND DEVELOPMENT PROVISION**

Section 5.1.2 of the *Zoning and Development By-law*

Except as otherwise specified in this by-law, in any case where Council determines that the proposed development would make a contribution to conserving a building or site designated by Council as protected heritage property or a building or site on the Heritage Register, the Director of Planning or Development Permit Board, in the exercise of their jurisdiction, may relax the provisions of this by-law, except that before granting the relaxation, the Director of Planning or Development Permit Board must:

- (a) consider any advice from the Vancouver Heritage Commission or any other body established by Council for a similar purpose, defining the aspects of the building or site that give it heritage value and advising on the proposed conservation work;
- (b) notify such adjacent property owners and tenants as deemed necessary, consider the responses received, and, if there is significant objection, refer the matter to Council for advice; and
- (c) consider the provisions of this by-law and all applicable Council policies and guidelines, and any development permit issued must specify the heritage aspects of the building or site that merit the relaxation authorized by this section