

**COMMUNITY HERITAGE COMMISSION
AGENDA**

Wednesday, December 1, 2021, 6:00 p.m.

Meeting held electronically and open to public attendance

Council Chamber, City Hall

We recognize and respect that New Westminster is on the unceded and unsurrendered land of the Halkomelem speaking peoples. We acknowledge that colonialism has made invisible their histories and connections to the land. As a City, we are learning and building relationships with the people whose lands we are on.

	Pages
1. <u>CALL TO ORDER AND LAND ACKNOWLEDGEMENT</u> The Chair will open the meeting and provide a land acknowledgement.	
2. <u>CHANGES TO THE AGENDA</u> Additions or deletion of items.	
3. <u>ADOPTION OF MINUTES FROM PREVIOUS MEETINGS</u>	
3.1. November 3, 2021	3
4. <u>REPORTS AND PRESENTATIONS</u> Staff and guest reports and presentations for information, discussion, and/or action	
4.1. Heritage Revitalization Agreement and Heritage Designation: 514 Carnarvon Street – Project Update	12
4.2. Heritage Revitalization Agreement Refresh: Principles and Community Consultation To provide an update on the progress of the Heritage Revitalization Agreement (HRA) Refresh project and seek the CHC's feedback on principles.	36
5. <u>STANDING REPORTS AND UPDATES</u> Regular and ongoing reports from staff or members for information and discussion.	
5.1. General Inquiries from the Commission	

6. **NEW BUSINESS**

Items added to the agenda at the beginning of the meeting.

7. **UPCOMING MEETINGS**

To be determined.

8. **END OF MEETING**

COMMUNITY HERITAGE COMMISSION
MINUTES

Wednesday, November 3, 2021

**Meeting held electronically and open to public attendance
in Council Chamber, City Hall**

PRESENT:

Councillor Jaimie McEvoy*

Ms. Maureen Arvanitidis	Community Member
Mr. Samuel Boisvert	Community Member*
Mr. John Davies	Community Member/Alternate Chair*
Ms. Jill Davy	NWHPS Representative*
Ms. Lindsay Macintosh	Community Member
Mr. David Sarraf	Community Member*

ABSENT:

Mr. Robert Petrusa	Community Member
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STAFF PRESENT:

Ms. Britney Dack	Senior Heritage Planner, Climate Action, Planning and Development
Mr. Rob McCullough	Manager, Museums and Heritage Services Office of the CAO*
Ms. Kathleen Stevens	Heritage Planning Analyst, Climate Action, Planning and Development*
Mr. Hardev Gill	Planning Technician, Climate Action, Planning and Development
Ms. Carilyn Cook	Committee Clerk, Legislative Services

GUESTS:

Ms. Kirsten Sutton	D3 Design*
Ms. Elana Zysblat	Heritage Consultant*
Mr. James Garbutt	Applicant, 328 Second Street*
Ms. Gail Ancill	Applicant, 125 Third Street*
Ms. Bernita Boersma	Applicant, 349 Cumberland Street
Ms. Heather Boersma	Applicant, 349 Cumberland Street
Mr. Bal Gill	Applicant, 133 Debeck Street*

*Denotes electronic attendance

1. WELCOME AND LAND ACKNOWLEDGEMENT

Councillor McEvoy opened the meeting at 6:00 p.m. and recognized that New Westminster is on the unceded and unsundered land of the Halkomelem speaking peoples and acknowledged that colonialism has made invisible their histories and connections to the land. He recognized that, as a city, we are learning and building relationships with the people whose lands we are on.

2. CHANGES TO THE AGENDA

MOVED and SECONDED

THAT the agenda of the November 3, 2021 Community Heritage Commission meeting be adopted with the addition of New Business Item 7.1 Condolences for Julie Schueck, Schueck Consulting, on the passing of her father, by John Davies, Community Member.

Carried.

All Commission members present voted in favour of the motion.

3. ADOPTION OF MINUTES FROM PREVIOUS MEETINGS

3.1 October 6, 2021

MOVED and SECONDED

THAT the minutes of the October 6, 2021 Community Heritage Commission meeting be adopted.

Carried.

All Commission members present voted in favour of the motion.

4. REPORTS AND PRESENTATIONS

4.1 Heritage Revitalization Agreement Application: 328 Second Street

Hardev Gill, Planning Technician, reviewed the staff report dated November 3, 2021 regarding an application for a Heritage Revitalization Agreement (HRA) at 328 Second Street, a protected property in the Queen's Park Heritage Conservation Area. It is noted that the application is not subject to the temporary hold the Council has placed on these types of applications as it was received before June 2021.

James Garbutt, Owner/Applicant of 328 Second Street, shared a brief history of his ownership of the property and his family's future plans for the property.

Kirsten Sutton, D3 Design, and Elana Zysblat, Design Consultant, provided a PowerPoint presentation which outlined the history, current state, and proposed restoration and rehabilitation of the house located at 328 Second Street.

In response to questions from the Commission, Ms. Sutton, Ms. Zysblat, and Mr. Garbutt provided the following comments:

- If restoration aspects of the house are irreplaceable, they will be replaced in kind and, when possible, original aspects will be kept;
- With respect to outdoor space, the play area for children will be oriented towards the front of the property and the nearby park can also be utilized for outdoor enjoyment;
- The proposed infill house will be three stories, compliant for setbacks in every direction, and with a footprint below the maximum allowable for a laneway house;
- Restoration of an unmaintained heritage house such as this is a big expense which the infill house needs to be compensated for;
- Good conservation includes sustainable living in a comfortable sized dwelling; and,
- Resources for restorations are not always available to meet the Standards and Guidelines, which are the best case scenarios.

The Commission provided the following comments:

- Considering the challenges that come with restoration, the proposal is elegant, will fit nicely in the neighbourhood, and will see the property realize its heritage potential;
- It is appreciated that the owner plans to restore the house as opposed to demolition;
- The proposed infill house is too large with respect to the size of the lot and will take away from the look of the heritage house. A laneway house should be considered instead to improve the appearance overall and fit in better with the neighbourhood; and,
- There is the potential to have three households residing on the property without sufficient outdoor space for enjoyment.

MOVED and SECONDED

THAT the Community Heritage Commission recommend that Council support the Heritage Revitalization Agreement for 328 Second Street and its inclusion on the City's Heritage Register.

Carried.

Maureen Arvanitidis voted in opposition of the motion.

4.2 Heritage Review (Demolition): 349 Cumberland Street

Kathleen Stevens, Heritage Planning Analyst, reviewed the staff report dated November 3, 2021 regarding the duplex located at 349 Cumberland Street, which is not legally protected by bylaw nor on the City's Heritage Register, although is

included on the City's Heritage Resource Inventory. Commission members are asked to review the heritage value of the building prior to the Demolition Permit process.

Heather Boersma, on behalf of Bernita Boersma, owner of 349 Cumberland Street, provided a presentation which outlined the rationale behind the demolition application, the engineering/inspection report and other overall findings, and future plans for the property which includes a proposal for a new home with a one bedroom secondary suite, as well as a laneway house which is allowed in the neighbourhood.

In response to questions from Commission members, Ms. Boersma and Ms. Boersma advised that the property, which has great street appeal, was for sale last summer but did not sell. The applicant noted that she had followed Heritage Revitalization Agreements over the years and was not interested in pursuing one for this property.

The Commission provided the following comments:

- As demolition of this unique build would be a loss for the neighbourhood, an alternate plan to retain the building should be sought out;
- It appears that most the problems associated with the house presently are in relation to the foundation and, if that were fixed, cracks in the stucco and windows, etc., could be corrected; however, that would be an expensive undertaking and it is unknown what the cost would be to raise the house and fix the foundation;
- The energy efficiency that would come with a new build would not offset the carbon emissions of a demolition and rebuild;
- The proposed new house does not have an historical look to it but is similar to other contemporary houses in the neighbourhood;
- The applicant is urged to enter into a Heritage Revitalization Agreement to avoid what would be a significant loss for the community;
- Members agreed that, in addition to further exploration of retention options for the building be conducted, a temporary protection order should be placed on the property.

MOVED and SECONDED

THAT the Community Heritage Commission recommend the Director of Development Services direct staff to further explore retention options for the house at 349 Cumberland Street and to place a temporary protection order on the property.

Carried.

All Commission members present voted in favour of the motion.

4.3 Heritage Review (Demolition): 133 Debeck Street

Britney Dack, Senior Heritage Planner, reviewed the staff report dated November 3, 2021 regarding 133 Debeck Street, a modest, single-storey cottage, noting that most of the original materials have been changed over time with additions and renovations. The house is not legally protected, nor is it listed on the City's Heritage Register or Inventory. Commission members are asked to review the heritage value of the building prior to the Demolition Permit process.

The Commission acknowledged that the building was not visually appealing nor did it have heritage value and that moving forward with demolition was appropriate.

MOVED and SECONDED

THAT the Community Heritage Commission recommend the Director of Development Services issue the Demolition Permit for 133 Debeck Street, and that the applicant consider deconstruction as an alternative to demolition waste.

Carried.

All Commission members present voted in favour of the motion.

4.4 Heritage Designation Application: 125 Third Street

Kathleen Stevens, Heritage Planning Analyst, reviewed the staff report dated November 3, 2021 regarding 125 Third Street for which an application has been received to protect the building through one of the strongest forms of heritage protection, a Heritage Designation Bylaw. Ms. Stevens noted that the recommendations in the report incorrectly includes the word "Avenue" as opposed to "Street."

Commission members commended Gail Ancill, the owner of 125 Third Street, for her work in preserving the house.

Ms. Ancill shared that she purchased the house in 1989 and noted that it was in such disrepair in the 1980's that it was a surprise that it was not demolished at that time. She shared that the owner, Ms. Johnson, received a promise from the new owners that they would not tear it down. Ms. Ancill stated that it has been a pleasure to restore and preserve the memory of J.J. Johnson and his family.

MOVED and SECONDED

THAT the Community Heritage Commission recommend that Council support protecting 125 Third Street through a Heritage Designation Bylaw.

Carried.

All Commission members present voted in favour of the motion.

5. UNFINISHED BUSINESS FROM PREVIOUS MEETINGS

5.1 Heritage Revitalization Agreement Refresh: Timeline and Work Plan

Britney Dack, Senior Heritage Planner, advised that the October 6, 2021, agenda report titled, “Heritage Revitalization Agreement Refresh: Timeline and Work Plan,” which was deferred from the October meeting, was supplemented by a secondary report titled, “HRA Refresh: Queen’s Park Heritage Conservation Area Post-Implementation Evaluation and Report Back on Final Incentives” which was circulated to Commission members earlier today. She noted that both reports provided updates for the Commission who have been very involved in the development of the Queen’s Park Heritage Conservation Area, the related incentives program, and the implementation plan. She shared that as that process is now complete, the Heritage Revitalization Agreement Refresh project would now begin.

In response to questions from the Commission, Ms. Dack advised that staff will work on the draft policy, following the standard policy development process, and that foundational principles are anticipated to go to Council in November. Ms. Dack shared that this item will come back to the Commission for further discussion related to infill and density implications, etc., in order to inform a draft policy for Council’s consideration and, possibly go out to the community for input on the final policy for Council’s endorsement. The intention is to have the policy finished before the summer of 2022.

Commission members noted that they are looking forward to having the policy complete and acknowledged that the community will have a lot of input to contribute to the creation of it, including what values we want to attach to Heritage Revitalization Agreements.

5.2 Feasibility Study for 302 Royal Avenue (Museum & Archives Annex Building)

Rob McCullough, Manager, Museums and Heritage Services provided an overview of the October 6, 2021 report which was deferred from the October 6, 2021 meeting, regarding the feasibility study for 302 Royal Avenue, the Museum and Archives Annex Building, in order to inform potential redevelopment of the building which is adjacent to Irving House.

In response to questions and suggestions from the Commission, Mr. McCullough provided the following comments:

- The washrooms in Irving House will be available if the Archives Annex building is no longer usable;

- The old museum building contains the site utilities and will be something to consider through the study. A small building may be required to house utilities, as Irving House cannot;
- The collections are already either at the Anvil Centre or in the process to be moved over to the Anvil Centre and currently being reviewed as they currently have no stories to go with them;
- A heritage garden located behind Irving House has been created in partnership with students from École Qayqayt Elementary School and it would be nice to incorporate orchard trees in the garden along with the other food that is being grown and donated to the Union Gospel Mission's food program;
- The building is seismically unsafe and either needs to come down or receive significant upgrades;
- Duplicate items go to the Museum Advisory Board and Council prior to removal from the collection and could then be used for hands on teaching, transfer to other museums, return to the original donor or sale through city auction;
- When the Statement of Significance (SOS) is updated, the role and importance of the Native Sons and Daughters in seeing that the Irving House was saved, could be included in the Statement.
 - Information to update the SOS could be found in the records of a study group for the Native Sons and Daughters which is now available to staff;
- An endowment from the Native Sons came to the City to be passed onto the Irving house and not to be used for general city purposes; and,
- Irving House is currently being fully booked on a regular basis on weekends since reopening after the COVID-19 lockdown.

The Commission provided the following comments:

- Implementation of a tea house would encourage people to stay at the museum for longer visits; and,
- The Hastings Mill Museum in Vancouver has a fantastic Native art collection and may have a lot of useful information for updating the Statement of Significance.

6. STANDING REPORTS AND UPDATES

6.1 General Inquiries from the Commission

A discussion ensued regarding the heritage review policy for properties on the Heritage Inventory List.

In response to questions from the Commission, Britney Dack, Senior Heritage Planner, and Kathleen Stevens, Heritage Planning Analyst, provide the following comments:

- As part of the heritage review process, buildings over 50 years of age are reviewed by staff but if a property is listed on the Heritage Inventory, it typically is brought forward to the Commission for feedback; however, there is no requirement that a Heritage Assessment be provided unless a building is 100 years and older; and,
- Staff have the opportunity through the redevelopment process to require a Heritage Assessment be submitted for properties that are part of a redevelopment application beyond the site's existing entitlement.

The Commission provided the following comments:

- It is surprising that the City does not have a heritage review policy for places included on the Heritage Inventory List and 349 Cumberland is a good example of where such a policy would be appropriate;
- Heritage assessments should be required regardless of the age of the building;
- It would be beneficial to receive input on this issue from the community to gain a sense of how the community values a property. This may be helpful in avoiding unnecessary conflict in the community and, while it may take a long time to compile the feedback, it would be a good place to start; and,
- Consideration should also be made with respect to same-style homes in close proximity to one another and preserving them all as houses lend to the importance of one another.

MOVED and SECONDED

THAT the Community Heritage Commission recommend that Council apply the same heritage assessment requirements included in the 100 Years or Older Policy to properties included on the City's Heritage Inventory List.

Carried.

All Commission members present voted in favour of the motion.

7. NEW BUSINESS

John Davies, Community Member, advised that Julie Schueck's father passed away recently and that given her frequent work with the Community Heritage Commission, it would be appropriate for the Commission to offer condolences to Ms. Schueck.

MOVED and SECONDED

THAT the Community Heritage Commission send its condolences to Julie Schueck with respect to the passing of her father.

Carried.

All Commission members present voted in favour of the motion.

Ms. Britney Dack, Senior Heritage Planner, and Ms. Kathleen Stevens, Heritage Planning Analyst, offered to send condolences to Ms. Schueck on behalf of the Commission.

8. END OF MEETING

The meeting ended at 7:30 p.m.

9. UPCOMING MEETINGS

December 1, 2021

MEMO

Climate Action, Planning and Development

To: Community Heritage Commission **Date:** December 1, 2021

From: Rupinder Basi,
Supervisor of Development Planning **File:** HER00510
HER00528

Item #: [Report Number]

Subject: **Heritage Revitalization Agreement and Heritage Designation: 514
Carnarvon Street – Project Update**

PURPOSE

To provide an update to the committee on this development application.

SUMMARY

A Heritage Revitalization Agreement (HRA) application is in-progress for Holy Trinity Cathedral, located at 514 Carnarvon Street in the downtown. If approved, the application would allow development of a 30 storey mixed-use tower adjacent to the cathedral and underground parking. The current mid-century parish hall would be demolished, and new parish space would be integrated into the base of the tower.

As part of the project, the applicant would conduct interior renovations, a seismic upgrade, an energy/mechanical upgrade, and restoration on the exterior of the cathedral. The exterior of the cathedral would also be protected through a Heritage Designation Bylaw. On April 4, 2018, the Community Heritage Commission (CHC) reviewed the cathedral's Statement of Significance, the proposed Heritage Conservation Plan, and the overall site design. That staff report to the CHC is Appendix A. Feedback gathered (see Appendix B for minutes of the meeting) has been fully integrated into the proposal. As such, no further comment is sought from CHC at this time. Renderings of the updated proposal are included in Appendix C.

This application is now moving towards the final stages of the review process. The project is being brought forward to the Advisory Planning Commission on Tuesday December 7, 2021, which include an opportunity for the public to provide comments to the APC. Feedback from that session would also be integrated into the proposal, following which it would be sent to Council for consideration. As part of Council's

consideration of the project, a Public Hearing would be held. This is anticipated for the spring of 2022.

ATTACHMENTS

Appendix A: Staff report to CHC, April 4, 2018

Appendix B: Minutes of April 4, 2018 CHC Meeting

Appendix C: New Renderings for the Development Proposal

This report was prepared by: Britney Dack, Senior Heritage Planner

Appendix A

Staff report to CHC, April 4 2018

REPORT

DEVELOPMENT SERVICES DEPARTMENT

To: Community Heritage Commission Date: April 4, 2018

From: Rupinder Basi, Senior Planner File: HER00510
Britney Quail, Heritage Planner

Subject: 514 Carnarvon Street (Holy Trinity Cathedral): Heritage Revitalization
Agreement Application

EXECUTIVE SUMMARY

An Official Community Plan (OCP) amendment, a Heritage Revitalization Agreement (HRA) and a Special Development Permit (SDP) application have been received for Holy Trinity Cathedral located at 514 Carnarvon Street.

The application would allow development of a 30 storey residential tower adjacent to the Holy Trinity Cathedral, with space for a new Parish Hall, and underground parking. The current Parish Hall would be demolished. In exchange, the applicant would conduct interior renovations, a seismic upgrade and restoration of the exterior of the Cathedral, and provide long-term legal protection to the Cathedral through a Heritage Designation Bylaw. The proposal also provides new space for a publically accessible plaza, and an elevator which would provide secured, accessible, public, pedestrian access between Carnarvon and Clarkson Streets, and a connection to the Columbia Street SkyTrain station.

POLICY AND REGULATIONS

Official Community Plan (OCP) Land Use Designation

The existing OCP designation for this site is Residential – Mid Rise Apartment which permits mid-rise apartments, low rise apartments, townhouses, stacked townhouses, row houses, community amenities (such as churches, child care, community space) and small-scale retail and service uses (such as restaurants or stores). The intent of this designation is to permit buildings up to 12 storeys.

The subject site is in the Albert Crescent Precinct of the Downtown Plan. The intent of this Precinct is to encourage the development of more ground-oriented housing and housing suitable for families, to preserve the existing market rental housing stock, and to respect, enhance and celebrate the recognized heritage resources such as Irving House and the four historic churches in the area.

Given that the applicant is proposing a high-rise on the site, the proposal is not consistent with the current OCP Land Use Designation. The City is considering a change in Land Use Designation as the proposal supports the City's heritage and housing policy goals.

Zoning Bylaw

The existing zoning for the subject property is Public and Institutional District (P-1). The intent of this zone is to allow institutional uses at a low density (FSR of 0.6). The proposed mixed use development does not comply with this zone. A Heritage Revitalization Agreement is being considered to support this mixed used development, in exchange for the conservation and seismic upgrade of Holy Trinity Cathedral.

Heritage Revitalization Agreement

There is recognition in the community that there should be a variety of heritage incentive tools that assist and encourage property owners to conserve their heritage buildings, and that the most appropriate legislative tool to achieve this is the Heritage Revitalization Agreement (HRA). In exchange for long-term legal protection and exterior restoration, certain zoning relaxations, including an increase in density, are considered appropriate incentives that offer property owners a financially viable means for conservation. Provisions for the local government to negotiate a Heritage Revitalization Agreement are set out in Section 610 of the *Local Government Act*.

Heritage Designation

A heritage property which is the subject of an HRA is also protected with a Heritage Designation Bylaw. A Heritage Designation Bylaw is a form of land use regulation that places long-term protection on the land title of a property and which is the primary form of regulation that can prohibit demolition. Any changes to a protected heritage property must first receive approval from City Council (or its delegate) through a Heritage Alteration Permit. Provisions for the local government to place Heritage Designation Bylaws on properties are set out in Sections 611, 612 and 613 of the *Local Government Act*.

Standards and Guidelines for the Conservation of Historic Places in Canada

Council adopted the “Standards & Guidelines for the Conservation of Historic Places in Canada” (“Standards & Guidelines”) in 2008 as a basis for assessing heritage projects within the city. All HRA proposals are carefully evaluated by staff using the “Standards & Guidelines” to determine the level of compliance.

Staff have conducted a review of the revised Heritage Conservation Plan for the proposed conservation of the exterior and interior of the Cathedral and have identified that it meets some of the heritage principles outlined in the “Standards & Guidelines”. A discussion of this review is detailed later in the report.

BACKGROUND

Site Characteristics and Context

The subject property is located within the Albert Crescent Precinct of the Downtown neighbourhood, in an area consisting of a mix of multi-family residential, single-family residential, commercial, and institutional uses. The site is bordered to the north by Carnarvon Street and to the south by Clarkson Street and is within half a block of both Sixth Street and Columbia Street. There is a publicly used private passageway through the property from Carnarvon to Clarkson Street, which pedestrians often travel to reach the Columbia Street SkyTrain station. A site context map is provided in Appendix 1.

There are currently two buildings on site: Saint George’s Hall (western building) and the Holy Trinity Cathedral (eastern building). At the Carnarvon Street frontage, the Holy Trinity Cathedral building is lower than the street level and is very close to the front property line. Saint George’s Hall is at grade on Carnarvon Street. However, the overall lot is heavily sloped with a substantial grade difference between Carnarvon and Clarkson Street. Both the Cathedral and Hall are uphill from Clarkson Street.

The total floor space of Saint George’s Hall is 1,016 sqm (10,934 sqft) and the total floor space of the Holy Trinity Cathedral is 512 sqm (5,516 sqft). The Floor Space Ratio (FSR) for the site is 0.492, which is less than the Zoning Bylaw entitlement for the site.

Figure A: Existing Site Statistics

Lot Frontage	70.49 m	(231.79 sq.ft.)
Lot Depth	40.23 m	(131.99 ft)
Lot Area	3,107 sq.m.	(33,428 sq.ft.)
Existing Gross Floor Area (Institutional)	1,528 sq.m.	(16,450 sq.ft.)
Existing Site Coverage	32.48%	

Heritage Value of the Cathedral

Holy Trinity Cathedral is listed on the City of New Westminster's Heritage Register. This does not provide legal protection however; it means that the property has been recognized by the City as having heritage value to the community. The Cathedral is valued for its age and association with the pioneer days of New Westminster and for its connection to the Royal Engineers and their design of the city. The Cathedral, as a building, is an important heritage asset in the Downtown and in the city, and the congregation and the institution have played a significant role in the community life of New Westminster since the 1850s.

Holy Trinity Cathedral was established as a Parish in 1859 and its site chosen by Colonel Richard C. Moody. The intention of the Royal Engineers was to locate this church on this site as a prominent central feature to demonstrate loyalty to England's primary faith. The Cathedral has been used continuously on this site since 1859. The Cathedral was originally constructed in wood in 1860, destroyed by fire in 1865, rebuilt in sandstone in 1862, only to be nearly destroyed in the Great Fire of 1898. The current structure was built immediately after the Fire between 1899 and 1902 using the surviving exterior stone walls. To cover the scorch marks of the fire, the walls were covered with cement parging, leaving only the stonework on the tower exposed.

Significance is also found in the historic architectural value of the Cathedral and for the architects associated with the three iterations of the building. The last design of the Cathedral was completed in the Gothic Revival style and designed by George William Grant, a well-known local architect of the time. The interior of the Cathedral was based on St. Paul's Church in Kensington, London, England. The bell tower was redesigned in 1910 by architect Frank Gardiner, also a noted New Westminster architect who, together with partner A.L. Mercer, designed many buildings in the city.

The Cathedral is substantially in its original condition in terms of both exterior and interior design and material elements. Valued interior elements include the vaulted space, the Bloomfield stained glass windows in the apse, dark-stained woodwork, the altar and reredos. Valued exterior elements include the steeply pitched rooflines, an offset buttressed tower, the asymmetrical bell tower and Gothic pointed-arch windows. Of particular note, the only bell, of the eight original bells, to survive the Great Fire still hangs in the tower.

For a detailed review of the heritage value and character-defining elements of the Cathedral, see the Statement of Significance in Appendix 2 (in the Heritage Conservation Plan). For photographs of the Cathedral in its current condition, see Appendix 8.

Application Background

The City has been working with the Parish since the first inquiry in 2013, and has always acknowledged the concept of using added density and height, beyond what is otherwise permitted in the Zoning Bylaw and OCP, in order to offset the costs of the heritage conservation required on the Cathedral. Since then, discussions with staff have focused on the overall tower size and design.

Density Bonus/Density Transfer Options

Consideration was given to using the heritage density transfer program, but further study by the City's land economist concluded that the market value of development density was not achievable, and that the market would not provide the profit necessary to restore and maintain the Cathedral. In addition, the existing zoning of the property does not offer any density to transfer.

PROPOSAL

The application would allow development of a residential tower adjacent to the Holy Trinity Cathedral, with space for a new Parish Hall, and underground parking. The current Parish Hall would be demolished. In exchange, the applicant would conduct interior renovations, a seismic upgrade, restoration of the exterior, and provide long-term legal protection to the Cathedral through Heritage Designation. The proposal also provides new space for a publically accessible plaza, and an elevator which would provide secured public pedestrian access between Carnarvon and Clarkson Streets, and a connection to the Columbia Street SkyTrain station. Public access to these areas would be secured through a covenant.

See Appendix 3-5 for the proposed site design, landscape design, and design rationale.

The project is being considered by the City as the density and height provided would be in support of:

- 1) restoring the exterior of the Cathedral;
- 2) substantially upgrading the seismic elements of the Cathedral;
- 3) renovating the interior of the Cathedral;
- 4) constructing a new Parish Hall space and publicly accessible plaza;
- 5) providing affordable housing through both secured non-market and market rental housing;
- 6) improving and securing public access from Carnarvon Street to Church Street, Clarkson Street, and the Columbia Skytrain Station; and
- 7) funding future Parish operations and maintenance.

See Appendix 3 for the Streetscape Renderings, Architectural Elevations, and Appendix 4 for the Site Landscape Drawings.

Restoration of Cathedral

The intent is to preserve the existing historic structure of the Cathedral, while undertaking a rehabilitation that will upgrade its structure and services to increase its functionality. Restoration interventions are proposed to preserve character-defining elements of the Cathedral and restore elements that have been altered over the years.

See Appendix 2 for the Heritage Conservation Plan, Appendix 5 for the Restoration Colours, and Appendix 7 for sketches of the seismic upgrading work.

Tower

The applicants are proposing to construct a 30 storey, 245 unit residential tower which includes 173 market condominium units, 30 secured market rental housing units, and 42 secured non-market rental housing units, with an overall 6.20 Floor Space Ratio (FSR) (0.17 FSR for existing church, 0.2 FSR for new church space within tower and 5.83 FSR for residential). The proposal would also include ground-level Parish-related uses within the new residential tower and five levels of underground parking.

Site Statistics	Existing	Proposed
Floor Space Ratio (FSR)	Residential: 0.0 Institutional: 0.5 Total: 0.5	Residential: 5.83 Institutional: 0.37 Total: 6.2
Building Height	30 ft. (9.14m)	288 ft (87.8 m)
Number of Storeys	up to 2	30
Site Coverage at Grade	40%	33.6%
Site Coverage at 40 feet	n/a	23%

As currently proposed, the project would meet the requirements of the City's Family-Friendly Housing Bylaw for the market condominium and secured market rental units. As such, a minimum of 30% of multi-family ownership units would be two and three bedroom (25% of multi-family rental units) with at least 10% of the total number of units being three-bedroom (5% for rental units). Through the project review process, the unit mix for the non-market rental units would be further determined through discussions with BC Housing and would be confirmed prior to formal consideration of the applications.

Tower Design

The application provides architectural design which intends for the new tower to be read as a modern reincarnation of the Cathedral's bell tower. The first few storeys pull away from the Cathedral then the building cantilevers above Cathedral in a design which is intended to mirror the Cathedral's column and buttress rhythm. The current design still retains a slender tower and increased glazing at the lower levels of the residential tower in order to provide greater visibility to the Cathedral.

Through the development review process, staff will continue to work with the applicant in regards to further ensuring this design is respectful of the Cathedral, and the adjacent building located at 520 Carnarvon Street (1899 heritage building with active HRA application). The project will also be reviewed by the New Westminster Design Panel.

DISCUSSION

Balance of Benefits

Staff recognizes that the restoration of the Cathedral exterior and seismic upgrading would require significant work, and that the applicant has made efforts to limit interior work. Staff also recognizes the strong urban and architectural design of the tower and plaza. With the inclusion of both secured market rental and secured non-market rental housing units within the development, staff now considers the balance of heritage benefits and other benefits to be more balanced with the benefits that would be conferred to the applicant through the density proposed within this project.

Standards and Guidelines for the Conservation of Historic Places in Canada

The design of the proposed residential tower seeks to be respectful of the Cathedral in terms of material and form, using vertical and horizontal setbacks at the base of the tower on the elevations closest to this building, and extensive glazing to give the appearance of lightness. However, given the height of 30 storeys, the proposed building is not consistent with City heritage policy. Staff considers that, from a heritage evaluation perspective, any building over six storeys constructed adjacent to the Cathedral would have an impact on the heritage value, as detailed below:

- *“Conserve the heritage value of an historic place.”* The heritage value of the Cathedral lies partly in its location on the site, including the space around it and the view of it from Columbia Street. The view of the Cathedral from Church Street and from Columbia Street will continue to be present.

- *“Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction.”* The character-defining elements of the Cathedral are predominantly being conserved and restored through the proposed conservation work.
- *“Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.”* Although every effort has been made to create a compatible tower design, the height and massing of the proposed tower is not compatible with or subordinate to the Cathedral. The height of the tower would overwhelm the Cathedral. The tower would, however, be distinguishable from the historic fabric. Further efforts could be made with material choices on the base of the tower to be more compatible with the Cathedral.
- *“Avoid adding a new feature that alters or obscures the spatial organization of the historic site and avoid introducing a new feature that is incompatible in size, scale or design with the spatial organization.”* The height and massing of the proposed tower on such a constrained site would alter and obscure the spatial organization of the site. The proposed tower would not be compatible with the Cathedral in terms of size or scale.

The proposed residential tower does not meet the “Standards & Guidelines” however; the applicant has attempted to address the heritage elements of the site as best as possible while ensuring the density could achieve the City’s housing goals and the applicant’s goals of ensuring sufficient funds remain available to support ongoing Parish operations.

FEEDBACK FROM THE COMMISSION

The Community Heritage Commission is being asked to review the application in relation to:

- sustainability and appropriateness of the heritage work, detailed in the Heritage Conservation Plan (Appendix 2);
- consistency between the level of heritage work and the zoning and density benefits that the applicant is receiving, recognizing that the density benefits are for both heritage conservation and secured market rental and non-market rental housing; and
- the design of the tower in relation to the heritage context of the Cathedral and site.

NEXT STEPS

Below is an overall outline of the anticipated development review process for this project. The bold text outlines where the applicant currently is at within the process:

1. Preliminary Report to Land Use and Planning Committee (LUPC);
2. LUPC referral of applications to Council;
3. Circulation of the application to all City Departments for review;
- 4. Presentation of application to the Community Heritage Commission;**
5. Public consultation, including presentation to the Downtown Residents' Association and the hosting of an applicant-led Open House;
6. Presentation of application to the New Westminster Design Panel;
7. Section 475 and 476 Report to Council for OCP consultation with external stakeholders;
8. Presentation application to the Advisory Planning Commission;
9. Report to LUPC in regards to process update;
10. Report to Council for Housing Agreement principles;
11. Formal consideration of First and Second Readings of OCP Amendment, HRA, and Heritage Designation Bylaw by Council;
12. Public Hearing and formal consideration of Third Reading of OCP Amendment, HRA and Heritage Designation Bylaws by Council;
13. Council consideration of First, Second, and Third Readings for Housing Agreement Bylaws (market and non-market rental units); and
14. Final Consideration of OCP Amendment, HRA and Heritage Designation Bylaws by Council and Final Consideration of Housing Agreement Bylaws.

OPTIONS

The following options are available for consideration by the Community Heritage Commission:

- 1) That the Community Heritage Commission recommend that Council support the Heritage Revitalization Agreement for 514 Carnarvon St (Holy Trinity Cathedral);
- 2) That the Community Heritage Commission recommend that Council does not support the Heritage Revitalization Agreement for 514 Carnarvon St (Holy Trinity Cathedral);
- 3) That the Community Heritage Commission provide alternative recommendation.

APPENDICES

Appendix 1: Site Context Map

Appendix 2: Heritage Conservation Plan (Statement of Significance)

Appendix 3: Streetscape Renderings and Architectural Elevations

Appendix 4: Site Landscape Drawings

Appendix 5: Restoration Colours

Appendix 6: Heritage and Architectural Design Rationale (Floor Plans of Cathedral)

Appendix 7: Seismic Upgrade Sketches

Appendix 8: Current Photographs of the Cathedral

Appendix B

Minutes of April 4, 2018 CHC Meeting

COMMUNITY HERITAGE COMMISSION

April 4, 2018 6:00p.m.
Committee Room #2, City Hall

MINUTES

VOTING MEMBERS PRESENT:

Councillor Jaimie McEvoy	- Chair
Maureen Arvanitidis	- Community Member
John Davies	- Vice-Chair, Community Member
Deane Gurney	- Community Member
Rosanne Hood	- NWHPS Representative
Lauren Neufeld	- Community Member (left at 7:25)
Lynn Radbourne	- Community Member
David Sarraf	- Community Member

GUESTS:

Stefan Aepli	- Francel Architecture
Joe Carreira	- Conwest Group
Carla Jones	- Holy Trinity Cathedral
Donald Luxton	- Donald Luxton and Associates

STAFF:

Rupinder Basi	- Senior Development Planner
Britney Quail	- Heritage Planner
Heather Corbett	- Committee Clerk

The meeting was called to order at 6:03 p.m.

1.0 ADDITIONS TO AGENDA

There were no additions to the agenda.

2.0 ADOPTION OF MINUTES

2.1 Adoption of the Minutes of March 7, 2018

MOVED and SECONDED

THAT the minutes of the March 7, 2018 Community Heritage Commission meeting be adopted.

CARRIED.

All members of the Commission present voted in favour of the motion.

3.0 PRESENTATIONS

3.1 514 Carnarvon Street: Holy Trinity Cathedral HRA, OCP, SDP Applications

Mr. Rupinder Basi, Senior Planner, summarized the report dated April 4, 2018, regarding the proposal for a 30 storey residential tower at 514 Carnarvon Street, adjacent to the Holy Trinity Cathedral. The application also proposes to conduct interior renovations, a seismic upgrade and restoration of the exterior of the cathedral, legally protect the cathedral and provide new parish space and a publicly accessible plaza.

Mr. Basi reviewed the project details, including the height of the tower, the number and breakdown of residential units, the ground level layout, the provision of parking, and a publicly accessible pedestrian plaza, corridor and elevator. He also noted the existing Official Community Plan designation and the conditions of the Heritage Revitalization Agreement, which would provide long-term legal protection to the cathedral through a Heritage Designation Bylaw.

In response to a question from the Commission, Mr. Basi introduced Joe Carreira from Conwest Group, who he identified as the co-applicant, along with the Holy Trinity Church, represented by Carla Jones, a warden of the church.

Carla Jones, Warden at Holy Trinity, discussed the importance of maintaining the church, which has been on the same site since 1859, and the immense amount of restoration and seismic upgrading that it requires. Ms. Jones also discussed the Church's wish to restore its stained glass and maintain its vibrant community, which uses the parish hall extensively for social and community based programs.

Don Luxton, Donald Luxton & Associates, provided a PowerPoint presentation covering the following information:

- History of the building and the benefits for the restoration, including:
 - Seismic upgrades to ensure life safety;
 - Preservation of the primary and historic use of the building, lending community support and space for faith-based gathering in the downtown;
 - Conservation of the building , which will be possible via investment and development of the remnant land on the church property;

- Details of the improvements and seismic upgrades, including gentler interventions on the interior of the building;
- Details of the community plaza, parish hall and offices, including barrier-free access, lighting and safety;
- Investment in heritage assets, including functionality improvements and code upgrades to the church; and,
- How the design team had considered the residential building and its design in the context of Standard 11 in the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010).

Stefan Aepli, Francel Architecture, reviewed the rendering of the residential tower and provided comments on the urban context of the building. Mr. Aepli discussed the concept of the new building shape, which has taken cues from the church and its bell tower and has been translated into a contemporary building through the use of stepping and colouring. Mr. Aepli also discussed the public plaza and the incorporation of the current lawn space into the building as flex units.

In response to questions from the Commission, Mr. Luxton and Mr. Aepli provided the following information:

- There is no information on when or how the turret on the bell tower was removed from the building;
- There is no evidence of burial grounds on the property, however there is a memorial garden, and all remains will be un-interred and re-located to the far east side of the church;
- The parish hall that is being replaced is a concrete block structure, utilitarian in nature and in disrepair – it is of minimal heritage value compared to the cathedral;
- The church faces southeast, therefore no matter how tall the new structure would be, whether 12, 20 or 30 storeys, there would be a shadow on the church as of 1:30 pm;
- The residential tower has been designed 30 storeys high in order to be economically feasible to provide the required restoration on the church, secured rental, and non-market rental housing;
- The balance of community benefits, i.e. the number of affordable housing and market rental units that have been built in, was reached in conjunction with City staff;
- The current passageway between the church and parish hall is shadowed, so no loss of sunlight will be felt on the plaza
- When looking up Church Street, there are currently trees in front of the church – this view will be maintained;
- The intention of the building on Clarkson Street is to create an urban edge and to complete the streetscape;
- The elevator is proposed as glass on two sides;
- The elevator would be owned by the building and maintained by the strata;

Mr. Basi and Ms. Britney Quail noted that the aim of including the elevator in the project is to provide a public and accessible approach to the SkyTrain as well as to the church and plaza. In regards to safety concerns, the elevator would be reviewed by staff and the New Westminster Design Panel from a CPTED perspective.

In response to further questions from the Commission, Ms. Jones, Mr. Luxton and Mr. Aepli provided the following information:

- The current parish hall is located to the west of the church, creating a narrow pathway for pedestrians to pass through;
- The current parish hall would be replaced by a two-level hall at the base of the residential tower, including a full kitchen for community events and a second level for church offices;
- The new parish hall would be marginally larger in terms of square footage, but would have much more functionality;
- The term “subordinate to” in the language of Standard 11 means respectful, drawing less attention to itself, being a good neighbour, quieter than etc. – the intention is for a building to be respectful, not that it needs to be smaller.
- The intention of the architect has been to make the base of the tower visually compatible and complimentary to the church, in terms of its form, massing and materials – the tower has been designed as a quietly elegant response to the church that doesn’t overpower it;
- The church and plaza will be well lit in evenings;
- A meeting has been set up with the City to improve the eastern approach to the church along Carnarvon Street, as the road is City property;
- The value of the heritage restoration work is approximately \$12 million, including the seismic upgrades, interior and exterior restoration, parking, and parish hall;
- The church will share ownership of the market rental units, and will receive revenue which will generate ongoing funds to maintain the heritage building;
- The agreement for ownership of the rental units will be for 60 years or the life of the building, whichever is longer;
- The affordable housing units will be operated by the Holy Trinity Church Housing Society;
- The congregation of the church is usually 80 people on a weekly basis, however the parish roll is 180-200; and,
- The cathedral seats approximately 200 people.

In response to a question regarding the timeline for the project, Mr. Basi noted that there are still a number of steps for the project to go through as part of the OCP amendment and HRA application processes. Development Services is targeting a public hearing in early 2019, with construction beginning in 2020. The project would not likely come back to the Community Heritage Commission.

Upon discussion, the Commission noted the following comments:

- It would be preferable for the whole of the church to stand out and be visible from all approaches, particularly from Church Street, without the obstruction of trees;
- The tower's urban fronting face on Clarkson and is too contrasted to the church and would benefit from elements that reflect the style of the church through distinctive windows or brick work;
- Window designs could be incorporated into the building beneath the plaza to mimic the church;
- Ensuring safety of the site and the elevator through CPTED, lighting, and security is of utmost importance; and,
- Emphasizing and maximizing views of the church is most important.

MOVED AND SECONDED

THAT the Community Heritage Commission recommend that Council support the Heritage Revitalization Agreement for 514 Carnarvon Street (Holy Trinity Cathedral), with the Commission's suggested modifications being addressed.

CARRIED.

Rosanne Hood voted in opposition of the motion.

Procedural Note: The Commission recessed and reconvened at 7:25 p.m. Lauren Neufeld left the meeting.

3.2 Heritage Orientation No. 2 – Heritage in the Municipal Context

Britney Quail, Heritage Planner, provided a PowerPoint orientation presentation regarding heritage in the municipal context.

Ms. Quail led discussion and highlighted information relevant to the Commission in regards to:

- The definition and types of heritage, using examples of UNESCO sites;
- Heritage conservation jurisdictions, and the difference between Federal and Provincial jurisdictions;
- Heritage tools and categories, such as protection areas, recognition types and interpretive methods;
- Types of protection and the tools used by the City for protecting assets, i.e. covenants, heritage designation bylaws, heritage revitalization agreements and heritage conservation areas; and,
- The Commission's role in the discussion of heritage within New Westminster and suggestions for the Commission to consider when evaluating heritage items.

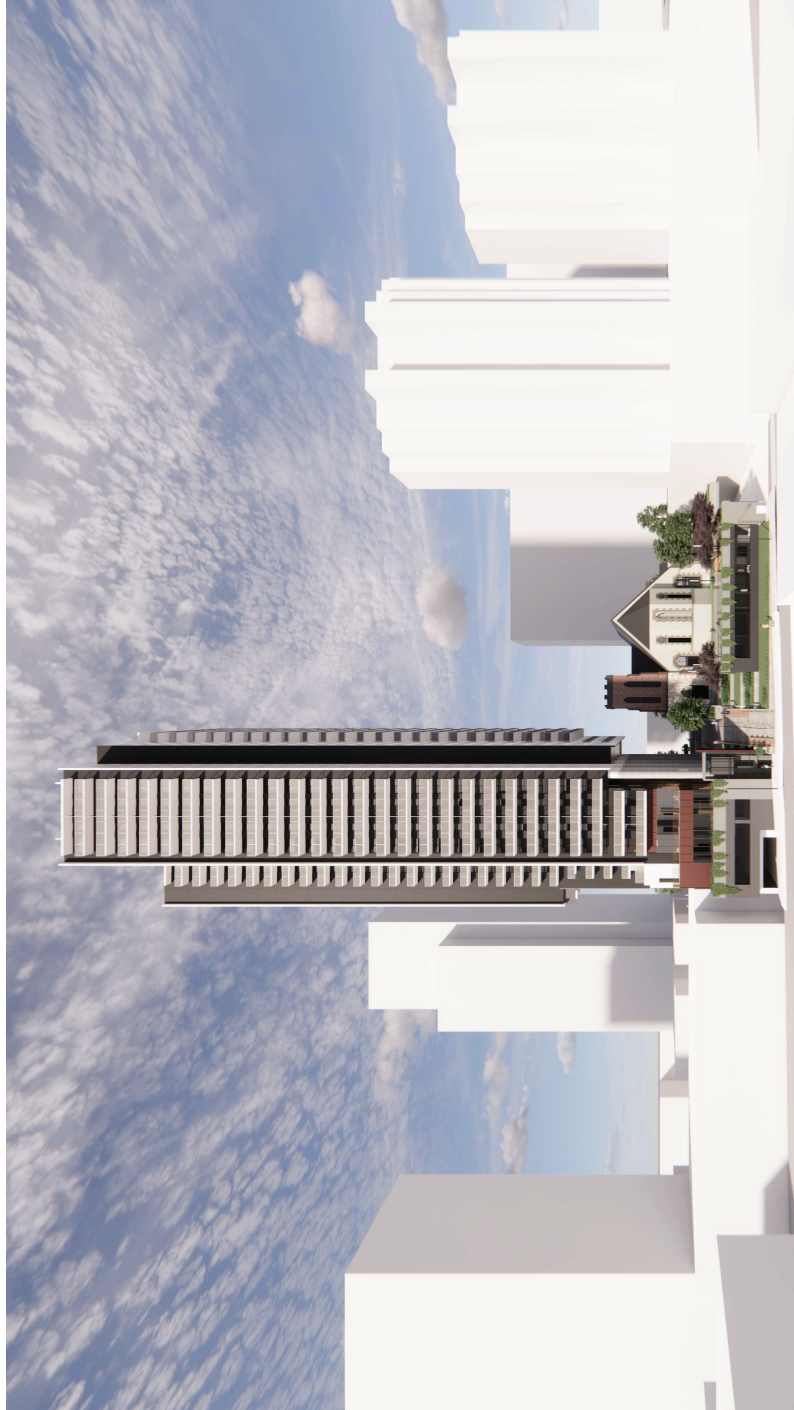
Appendix C

New Renderings for the Development Proposal

HOLY TRINITY CATHEDRAL TOWER

514 CARNARVON STREET, NEW WESTMINSTER

ISSUED FOR ADVISORY PLANNING COMMISSION SUBMISSION, 19 OCTOBER 2021



DRAWING LIST

ARCHITECTURAL

A 000	Cover
A 001	Data
A 002	Data
A 003	Data
A 100	Context Plan
A 101	Survey
A 102	Civil Key Plan
A 103	Shadow Studies
A 104	Rendering
A 105	Rendering
A 106	Rendering
A 107	Rendering
A 108	Aerial View
A 150	Site Plan
A 201	Floor Plan- P5
A 202	Floor Plan- P3-4
A 203	Floor Plan- P2
A 204	Floor Plan- P1
A 205	Floor Plan- Level 1
A 206	Floor Plan- Level 2
A 207	Floor Plan- Level 3
A 208	Floor Plan- Level 4
A 209	Floor Plan- Level 5
A 210	Floor Plan- Level 6-7
A 211	Floor Plan- Level 8-28
A 212	Floor Plan- Level 29
A 213	Floor Plan- Level 30
A 214	Floor Plan- Roof
A 300	East and North Elevations
A 301	West and North Elevations
A 400	Sections
A 401	Sections

LANDSCAPE

L 100	Ground Level Overall Landscape Plan
L 101	Roof Level Overall Landscape Plan

PROJECT TEAM

CLIENT	DEVELOPMENT PARTNER	ARCHITECT	HERITAGE CONSULTANT	LANDSCAPE ARCHITECT	STRUCTURAL	ELECTRICAL	MECHANICAL	CODE	TRAFFIC	CIVIL	ENVELOPE
Holy Trinity Anglican Cathedral 514 Carnarvon St New Westminster, BC V3L 1C4	Conwest Developments Ltd. 401-1580 Pandora St Vancouver BC V5L 0C7	Frand Architecture 970 Homer St Vancouver BC V6B 2W7	Donald Lutton and Associates Inc. 1030-470 Granville Street Vancouver, BC V6C 1V5	Durane Kruk Landscape Architects 102 - 1187 West 5th Avenue Vancouver, BC V6J 1N5	Gloman-Simoon 1663 West 5th Avenue, Vancouver, BC V6J 1N5	Nemetz Electrical 2009 West 4th Avenue Vancouver, BC V6J 1N3	MCW Group Suite 1400, 1111 West Georgia Street Vancouver, BC V6E 4M3	CFT Engineering #609 - 1301 Fraser Avenue Burnaby, BC V5C 6R6	Burt & Associates Suite 1550 1050 West Pender St, Vancouver, BC V6W 1G2	Core Group 320-8888 Fraserston Court, Burnaby, BC V3J 5H8	Morison Hestfield 4923 Still Creek Dr #310, Burnaby, BC V5C 6S7
Contact: Joe Palazzo Joe Palazzo@conwest.com T: 604-293-2652	Contact: Megan Peters mpeters@frandarchitecture.com T: 604-688-3252	Contact: Reyhaneh Sohani rehaneh@dlb.ca T: 604-684-4011	Contact: Omar Alharas oalharas@gloman-simoon.com T: 604-734-8822	Contact: Rob Gregg RGGregg@mcw.com T: 604-687-1821	Contact: Samir Edinani samir.edinani@jennethughes.com T: 604-684-2384	Contact: Cormac Nolan cnolan@coregroupinc.com T: 604-299-0665	Contact: Blair Foo BlairFoo@morisonhestfield.com T: 604-654-2004				

FRANCL
ARCHITECTURE

970 Homer St
Vancouver BC
V6B 2W7
www.frandarchitecture.com

CONWEST
Group of Companies

Notes

No. Title Description

Project Title:

The Holy Trinity Anglican Cathedral Renewal

Client: Conwest
514 Carnarvon St

Sheet Title:

Cover

Drawn by: Author
Reviewed by: Checker
Date: 08/17/21
Project No.: 22102
Scale: 1:1
Drawing No.: A 000

Notes

No.	Date	Description
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Project Title:

The Holy Trinity Anglican
Cathedral Renewal

Client: Conwest

Sheet Title:

Rendering

This drawing is a computer-generated rendering of the proposed design. It is not a photograph of an existing building. The rendering is based on the information provided in the project brief and the design team's interpretation of the client's requirements. It is not intended to be a final representation of the building and should not be used for construction purposes. The rendering is provided for informational purposes only and is subject to change without notice.

Drawn By:	Author	Project Number:
Reviewed By:	Checker	
Date:	10/18/21	
Plot Date:	10/18/21 4:41:30 PM	

Graphic Scale:

Scale:	Drawing No.:
Project No.:	A 107
22102	



Notes

No.	Date	Description
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Project Title:

The Holy Trinity Anglican
Cathedral Renewal

Client: Conwest

514 Carleton St.

Sheet Title:

Aerial View

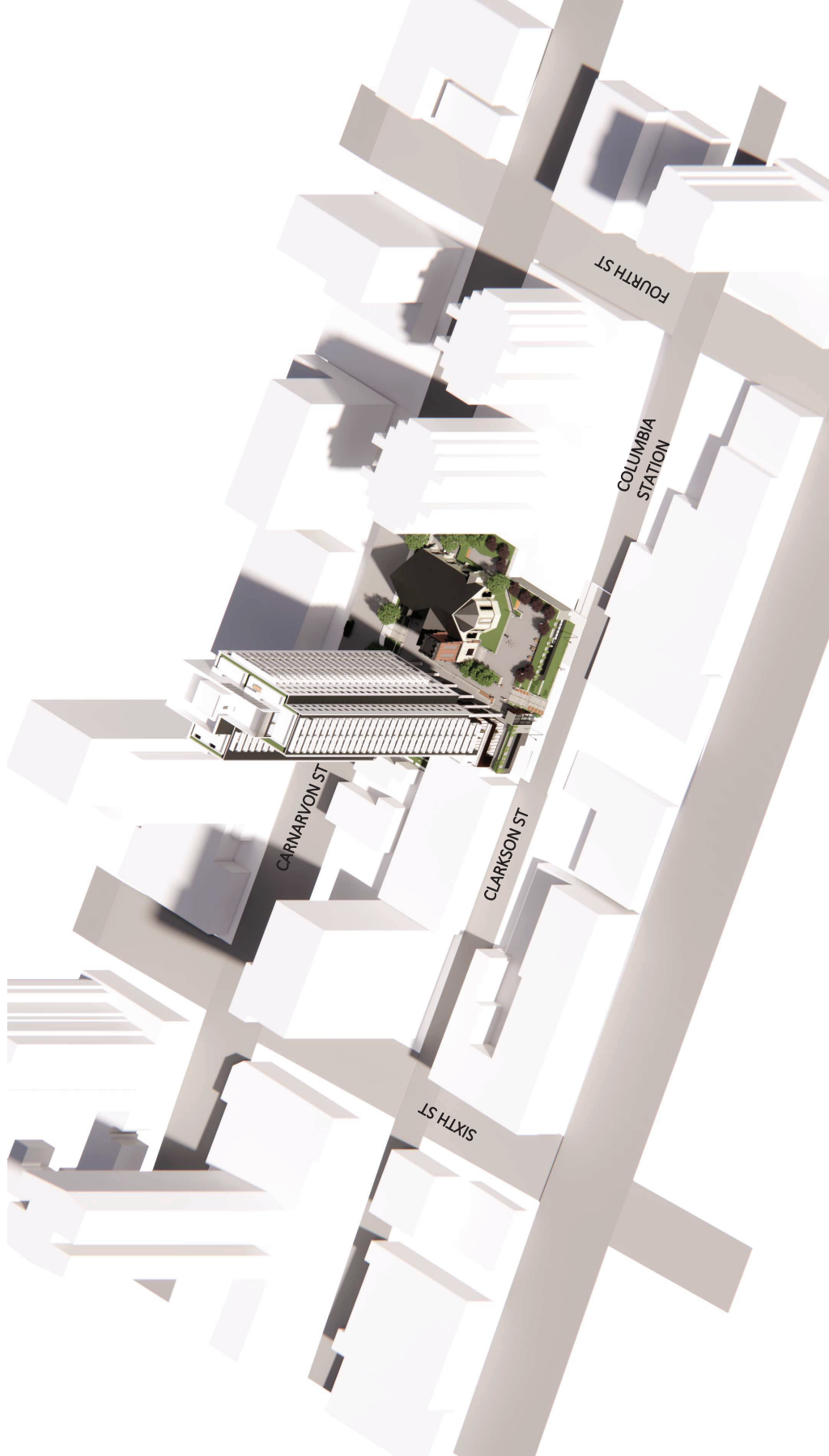
Project Description:
This drawing is a conceptual aerial view of the proposed development. It is not a site plan or a technical drawing. It is intended to provide a general impression of the project's location and scale. It is not to be used for any other purpose.

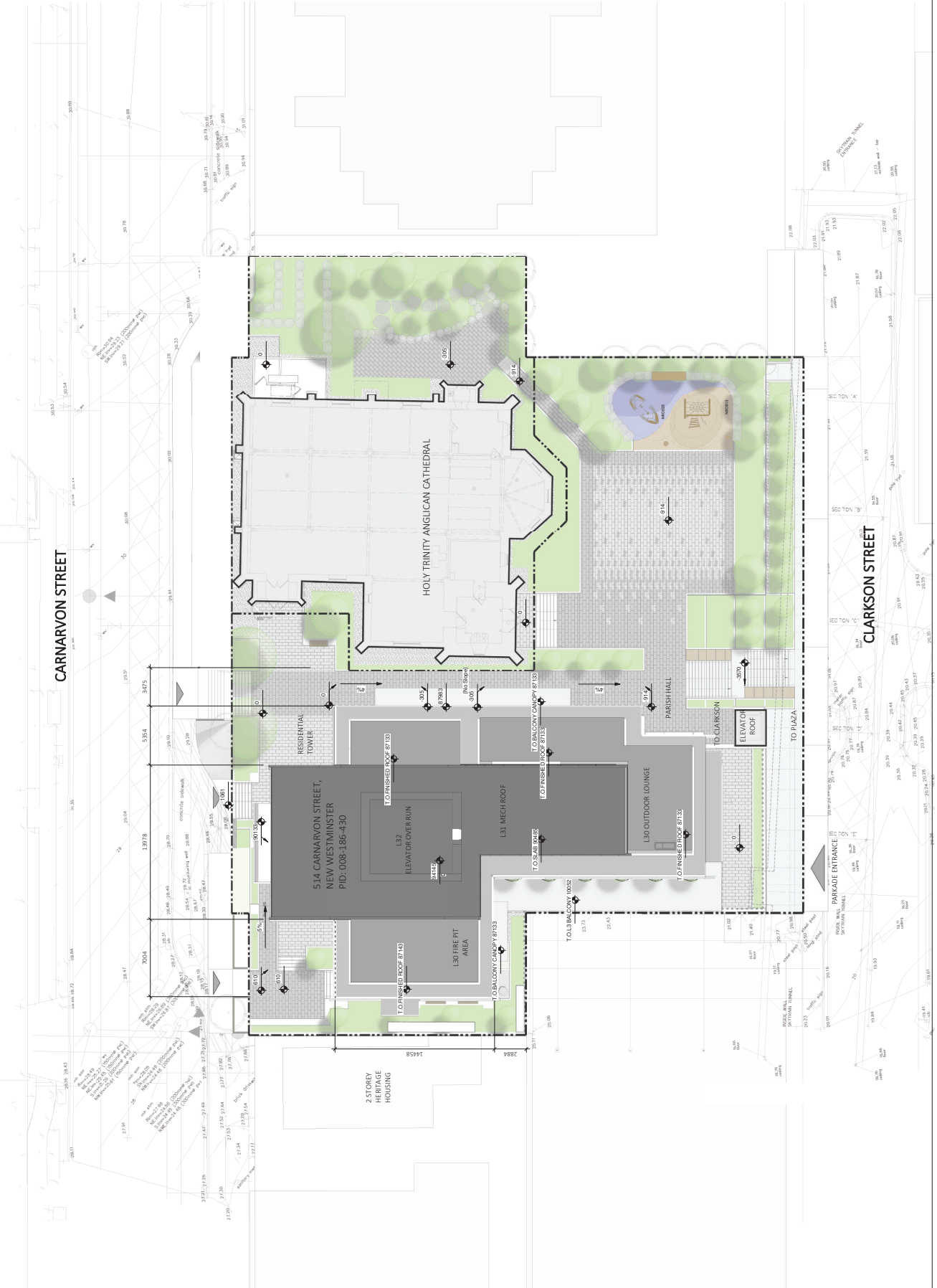
Drawn By:	Author:	Project Number:
Reviewed By:	Checker:	
Date:	03/27/21	
Print Date:	03/27/21 4:41:33 PM	
Graphic Scale:		

Scale:

Project No.: 22102

Drawing No.: A 108





MEMO

Climate Action, Planning and Development

To: Community Heritage Commission **Date:** December 1, 2021

From: Britney Dack, Senior Heritage Planner **File:** 13.2608.01-2021

Item #: [Report Number]

Subject: **Heritage Revitalization Agreement Refresh: Principles and Community Consultation**

PURPOSE

To provide an update on the progress of the Heritage Revitalization Agreement (HRA) Refresh project and seek the CHC's feedback on principles.

OVERVIEW

On August 30, 2021 Council directed staff to proceed with the HRA Refresh project. The proposed project would update the City's existing HRA policy, with the goal of providing clarity to applicants and the community on both the requirements (heritage protection and restoration) and the benefits (development incentives) of an HRA application.

On November 15, 2021 Council directed staff to undertake community consultation on the principles of the HRA Refresh project and the November 15 staff report to Council (Appendix A) provides an overview of the consultation program, principles (community benefits) and development incentives (private benefits) identified for discussion. The report also includes analysis of the City's past small-scale residential HRA applications.

ATTACHMENTS

Appendix A: Staff Report to Council, November 15, 2021

This report was prepared by: Kathleen Stevens, Heritage Planning Analyst

This report was reviewed by: Britney Dack, Senior Heritage Planner

Appendix A

Staff Report to Council, November 15, 2021

REPORT

Climate Action, Planning and Development

To: Mayor Cote and Members of Council **Date:** November 15, 2021

From: Emilie K. Adin, RPP, MCIP **File:** 13.2608.40-21
Director, Climate Action, Planning and
Development

Item #: 2021-530

Subject: **Heritage Revitalization Agreement Refresh: Principles and Community Consultation**

RECOMMENDATION

THAT Council endorse the principles and consultation program for the Heritage Revitalization Agreement Refresh project as described in this report.

PURPOSE

To request that Council direct staff to undertake community consultation on the principles of the Heritage Revitalization Agreement Refresh project.

EXECUTIVE SUMMARY

The current (2011) policy for the use of Heritage Revitalization Agreements (HRAs) created a strong foundation for the program. One of the key elements of the policy is that applications balance private benefits (created through development incentives such as Zoning Bylaw relaxations) and public benefits (community amenities such as heritage retention). The HRA Refresh project looks to update and standardize these relaxations and requirements for small-scale residential projects in order to achieve that desired balance more quickly, easily, and transparently. In addition, the HRA Refresh seeks to ensure that the policy is reflective of the City's 2017 Official Community Plan.

The HRA Refresh is based on the City's current heritage policy and extensive past practice. Analysis of past applications identified five development incentives for further exploration in the Refresh:

1. density,
2. subdivision,
3. stratification,
4. conversion, and
5. infill.

Community benefits identified to balance those development incentives are proposed in four key policy areas:

1. heritage conservation,
2. housing choice,
3. community diversity and inclusion, and
4. energy reductions and environmental sustainability.

Two rounds of community consultation are proposed in the HRA Refresh project. The first round would be held immediately (November 2021 - January 2022) with identified stakeholders, City Committees, and Task Forces. The consultation would focus on the nine areas listed above, from which the findings would be used to draft the updated policy. The second round of consultation would engage the wider community on the draft policy and would be held in the early spring (likely February- March) of 2022, following which the final policy would be considered by Council for endorsement (April-May 2022).

BACKGROUND

Previous Council Direction

On August 30, 2021, Council endorsed a work plan for an update to the 2011 policy for the use of Heritage Revitalization Agreements (HRAs). The update would align the policy with the language of the 2017 Official Community Plan (OCP) and consider the City's designation in 2017 of the Queen's Park Heritage Conservation Area.

The scope of the project includes small-scale residential applications (houses, laneway houses, duplexes, etc.) in those areas designated for "Detached and Semi-Detached Housing" in the OCP.

The project's goals, as endorsed on July 12, 2021, are as follows:

1. Increase clarity, certainty, and expectations for applicants and the community;
2. Provide equitable incentives and requirements city-wide; and
3. Integrate with current City programs, policies, and Council priorities.

Heritage Revitalization Agreements (HRAs)

Heritage Revitalization Agreements (HRAs) are negotiated agreements between the City and a property owner which typically exchange long term legal protection (a Heritage Designation Bylaw) and exterior restoration for consideration of certain zoning relaxations.

HRAs are an important and successful component of the City's heritage program. They are the primary method through which Heritage Designation is secured. Along with Vancouver, and Victoria, New Westminster is one of the leaders in the use of this tool in the province.

Many components of the City's heritage program support the use of HRAs. For example, buildings which have been identified as having heritage merit (through listing on the Inventory or Register) are eligible for an HRA. As another example, demolitions of houses fifty years and older are reviewed by staff and/or the Community Heritage Commission for heritage value and, if warranted, are offered an HRA as incentive to protect and restore the building.

Policy for the Use of HRAs (2011)

The key elements of the City's current policy are that HRAs should:

- be integrated with other important City policies and priorities (specifically the OCP and strategies related to housing);
- balance development benefits with community benefits;
- have a clear application process;
- include methods for accountability in construction; and
- meet "The Standards and Guidelines for the Conservation of Historic Places in Canada".

The current policy has established a strong foundation of practice in the past 10-15 years, and will continue to guide large-scale HRA applications (which are outside of the scope of the Refresh project). As such, the principles proposed later in this report would build on, rather than replace, those above.

ANALYSIS

Past Small-scale Residential HRA Applications

The Refresh is intended to build on lessons learned from the City's extensive past practice. Over 60 HRAs have been completed in New Westminster to date. 65% of these were for small-scale residential projects. Queen's Park and Brow of the Hill are the most common neighbourhoods for which those applications are received, with about 25% of those applications in each of the two neighbourhoods. Moody Park/Kelvin, Sapperton, and Glenbrooke North each represented about 10% of the applications.

Though HRAs are not legally precedent setting, as each one is unique to a specific site, there are patterns which emerge from analysis of past applications. Through the analysis, five categories of development incentives were identified, as listed below:

1. *Density*

Primarily in the form of an addition to a heritage building, expanded basement or attic space; commonly over several floors.

2. *Subdivision*

Of the small scale HRAs, over 60% included subdivision. This incentive is commonly paired with roughly 20% increased density (usually from 0.5 to 0.65 floor space ratio/FSR).

a. *Small lot sizes* (3,000-4,000 sq.ft./ 280-370 sq.m.)

About half of subdivisions were to small lot sizes.

b. *Compact lot sizes* (<3,000 sq.ft./ <280 sq.m.)

Near 30% of subdivisions were to compact lot sizes.

3. *Stratification*

Without a small lot subdivision; this functions as a detached duplex or triplex. Though rare a decade ago, this is becoming a more common request as it allows creation of new units that are sold while providing more flexibility in the division of land and its responsibilities than a standard subdivision (e.g. shared spaces with shared maintenance).

4. *Conversion* (multiple units in a building)

Single-unit to multi-unit conversion of an existing larger building. Generally this involves duplexing or triplexing. The units could be rental or strata (ownership) or a mix of both.

5. *Infill*

Often rental infill tends to appear like a large or otherwise non-standard laneway or carriage house.

DISCUSSION

Complementary Goals

Foundational to the current policy (2011) is the balance of private and public benefits. The goal of the Refresh project is to make the balance of benefits more standardized, in order to:

1. provide greater clarity for applicants as well as the public, and
2. reduce the level of negotiation on each project, which otherwise draws out project timelines.

Reduced timelines and uncertainty help support small-scale infill projects, like HRAs, which are key to meeting the City's housing goals around the creation of "missing middle" housing, ground-oriented building forms, and family-friendly units. In this way, the City's housing goals can work in tandem with the City's goals to encourage heritage preservation.

Development Incentives

The five development options identified through analysis of past HRA projects (i.e., density, subdivision, stratification, conversion, and infill) not only support infill housing in low density neighbourhoods, but are also an important element of the HRA program as they provide the incentive for legal protection as well as generate the funds needed for exterior heritage restoration work. These incentives would be the focus of the first round of this project's community consultation (proposed in the following section of this report).

Community Benefits

Below is a list of proposed principles for the refreshed HRA policy, which identify the community benefits against which (the above listed) private development benefits would be balanced. The principles are consistent with best practice and have been grouped into four key policy areas, which reflect those of current City policies and priorities in Council's Strategic Plan: (1) heritage conservation; (2) housing choice; (3) community diversity and inclusion; and (4) energy reductions and environmental sustainability. They would also be the subject of the first round of community consultation (see the following report section).

Heritage Conservation

Recognize and protect

- Include a site with confirmed heritage value
- Protect the heritage elements with a Heritage Designation Bylaw

Conserve

- Not require major restoration (which incentivizes neglect for the purposes of unlocking development potential)
- Include a Heritage Conservation Plan and long-term Maintenance Plan
- Engage a heritage professional for guidance in both the application review and construction phases of the project

Incentivize

- Consider heritage as a community amenity contribution
- Create sufficient development benefit to incentivize conservation and retention
- Be comparable in time, cost, flexibility, and complexity to other application types

Housing Choice

Development

- Allow development and change on sites with heritage assets
- Be consistent with the existing OCP land use designation and related heritage incentive

Infill

- Focus on “missing middle” ground-oriented infill housing forms (family-friendly sized units preferred)
- Prioritize on-site space for living (e.g. housing, green-space, etc.) rather than for vehicle parking

Rental

- Encourage the creation of rental units (such as through suite readiness)
- Do not reduce the number of existing rental units

Community Diversity and Inclusion

Equity and access

- Consider physical accessibility in both building and site design
- Provide a range of tenure and affordability options to expand the housing continuum
- Have equitable eligibility, benefits, and requirements for similar projects city-wide

More diverse stories

- Support projects with histories that are not already represented in the program
- Broaden the definition of heritage value to include more diverse narratives (across economic, social, and cultural groups)

Expanded values

- Define “heritage” as historic significance, not as an aesthetic
- Consider intangible heritage values or non-building attributes and places (e.g. trees, views, uses etc.)

Energy Reductions and Environmental Sustainability

Green space

- Provide access to at-grade on-site outdoor space for each residential unit
- Achieve appropriate storm water management and permeable surface ratios, with an emphasis on natural rather than engineered systems

Tree protection

- Emphasize tree retention (on-site and in the public realm)
- Process a Tree Permit application concurrently with the HRA review process

Green building

- Apply Step Code for new construction
- Ensure access to “green building” incentive programs (e.g. thick wall density or Energy Save New West)
- Identify energy upgrades for the heritage building in its Conservation Plan

Sustainable transportation

- Provide secured, weather protected bicycle parking for each residential unit
- Support relaxations for on-site vehicle parking spaces where alternative transportation options exist

CONSULTATION PROGRAM**Round 1: Principles (Nov 2021-Jan 2022)**

The first round of consultation will focus on the five development incentives and the four groups of principles detailed above. The first round of consultation is proposed to include two main groups, and take place over the winter 2021-2022.

1. Invitational Meetings
 - a. Past applicants from Heritage Revitalization Agreement (HRA) projects
 - b. Builders, designers, architects, and heritage professionals who have worked on HRA projects in the city
 - c. New Westminster Heritage Preservation Society Directors
 - d. Queen’s Park and Brow of the Hill Residents’ Association Directors
2. City Committees and Task Forces
 - a. Community Heritage Commission
 - b. Advisory Planning Commission
 - c. Reconciliation, Social Inclusion, and Engagement Task Force
 - d. Environment and Climate Advisory Committee

Each of the four City committees above would review their corresponding principles. Other Task Forces would be engaged for feedback should issues for discussion be identified through consultation with other groups.

Round 2: Draft Policy (Feb-March 2022)

Following the first round of consultation, staff would report back to Council with a draft framework for the refreshed policy. The draft framework would build on the principles above, responding to the feedback gathered and Council’s direction.

The draft would then be presented to the general community to seek feedback through:

- a. an online community survey;
- b. in-person community information session, should Provincial Health Guidelines be achievable; and
- c. virtual, telephone, or small in-person appointments with staff upon request, should an online or public event not be comfortable for the individual.

NEXT STEPS

Should Council endorse the consultation program above, staff would proceed with Round 1 of community consultation immediately (November 2021 – January 2022).

OPTIONS

The following options are provided for Council's consideration:

1. That Council endorse the principles and consultation program for the Heritage Revitalization Agreement Refresh Project, as described in this report; or
2. That Council provide staff with alternative direction.

Staff recommend option 1.

APPROVALS

This report was prepared by:
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