

Appendix A

July 6, 2022 Report from

Staff to CHC

REPORT

Climate Action, Planning and Development

To: Community Heritage Commission **Date:** July 6, 2022
From: Lisa Wambaa, Planning Assistant **File:** HER00868
Item #: 2022-507
Subject: Heritage Review (Demolition): 38 Tenth Avenue

PURPOSE

To review the heritage value of the building and provide a recommendation on demolition.

SUMMARY

The Edwardian Box style house at 38 Tenth Avenue, in the Glenbrooke North neighbourhood, was built in 1913. The building is not legally protected by bylaw, and hasn't been listed on the City's Heritage Register nor Inventory. As a result of the building's age (100 years old) and as it has elements of its original style, the Community Heritage Commission is being asked to review the heritage value of this building in advance of a Demolition Permit process.

GUIDING POLICY AND REGULATIONS

100 Year and Older Heritage Review Policy

In 2020, Council approved a revised heritage review policy, which highlights the City's interest in retaining New Westminster's oldest buildings. As such, redevelopment applications for buildings that are 100 years and older require a Heritage Assessment and review by the Community Heritage Commission.

Demolition Permits

Demolition Permits are issued by the Director of Climate Action, Planning and Development, though the Director may forward the application to Council for further consideration, or consideration of a temporary protection order where warranted.

Temporary Protection Order

A temporary protection order may be issued by Council for a property that is or may be considered to have heritage value sufficient to justify its conservation. Without consent of the owner, a temporary protection order may only last 60 days, after which the demolition permit must be issued.

Heritage Designation

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. Heritage Designation does not require owner consent. However, without consent of the owner, the owner is entitled under Provincial law to claim compensation for loss of zoning entitlement value from the Designation.

BACKGROUND INFORMATION

Property Description

The house at 38 Tenth Ave was built in 1913 and is approximately 252 sq. m. (2,711 sq. ft.). It is two stories above a basement, and has a density of about 0.294 floor space ratio (FSR), which is approximately 50% of the squarefootage available to the property in the Zoning Bylaw. The property is on the south side of Tenth Avenue and is on a sloping lot.

This house has a hipped roof, a full-width front porch, chimney, and little decorative detailing. The historic fenestration pattern and trim appears to have been retained with the addition of aluminum and vinyl replacement windows. The exterior cladding is a pebble dash stucco; it is unknown whether the original wood siding was removed or is still present underneath the stucco.

Photographs of the building in its current condition are available in Appendix B.

Building Condition

Based on current photos and heritage assessment (Appendix B), it's clear the house's overall form and massing has been retained though the building's exterior has been altered with the application of pebble dash stucco on the entire building and the replacement of original windows. The exterior surfaces of the house show evidence of deterioration of materials, in particular, the roof and porch. Overall the house appears to be in fair condition.

Development Policy Context

The property is zoned Duplex Districts (RT-1) which allows for a house, suite, and laneway house to a combined maximum of 0.6 FSR. The owners are permitted double the density currently on the site without further Planning approvals.

In the Official Community Plan (OCP), the property is designated as “Residential – Ground Oriented Infill Housing” (RGO) which envisions a mix of ground oriented infill housing forms which are complementary to the existing neighbourhood character.

Site Context

The subject site is located in the Glenbrooke North neighbourhood, on the south side of Tenth Avenue between First Street and Colborne Street/McBride Boulevard. Across the street, on the north side of Tenth Avenue, is the City of Burnaby. On the south side of the street are single-detached houses and duplexes that were constructed in various time periods, ranging from 1912 (1), to 2018 (1); many built mid-century: 1946 (1), 1956 (2), 1962 (1) and 1975 (1). A site location map is included as Appendix A.

DISCUSSION

Heritage Value

A heritage assessment indicates the house may have historic value for its age (1913) and aesthetic value for its Edwardian Box (also known as American Foursquare) style. It appears to have retained some of its original design and character-defining elements including:

- overall form and massing,
- hipped roof,
- original windows openings, and
- front porch.

From its construction to the present, it has been determined that no individuals with citywide historical significance are meaningfully associated with the site. A heritage assessment with further details is available in Appendix B.

FEEDBACK FROM THE COMMISSION

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

- 1) That the Community Heritage Commission recommend the Director of Climate Action, Planning and Development issue a Demolition Permit for the house at 38 Tenth Avenue and that the applicant consider deconstruction as an alternative to demolition waste;

- 2) That the Community Heritage Commission recommend the Director of Director of Climate Action, Planning and Development direct staff to further explore retention options (i.e. redevelopment or relocation) for the house at 38 Tenth Avenue; or
- 3) That the Community Heritage Commission recommend that Council consider a temporary protection order for 38 Tenth Ave; or
- 4) That the Community Heritage Commission provide an alternative recommendation, based on their discussions.

ATTACHMENTS

Appendix A: Site Context Map

Appendix B: Heritage Assessment and Current Photographs

This report was prepared by:

Lisa Wambaa, Planning Assistant

Kathleen Stevens, Heritage Planning Analyst

This report was reviewed by:

Britney Dack, Senior Heritage Planner

Appendix A

Site Context Map

38 Tenth Avenue



1: 1,000



0.1 0 0.03 0.1 Kilometers

NAD_1983_UTM_Zone_10N
CNW GIS Services

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

Appendix B

Heritage Assessment and Current Photographs



**Heritage Value Assessment
38 Tenth Avenue, New Westminster, B.C.**

June 2022

BACKGROUND

Synaxis Associates was contacted by a representative of the property owner to conduct a Heritage Value Assessment for 38 Tenth Avenue, located in the Glenbrooke North neighbourhood of the City of New Westminster. Since the house on the property is well over 100 years old, the City of New Westminster required that a Heritage Value Assessment be completed for pre-development application or review. Synaxis Associates specializes in assessment of community Heritage values. The firm's principal consultant, Matthew Francis, has been a leader in the field of values-based approaches to Heritage Conservation and Heritage-based development for over a decade.

The property located at 38 Tenth Avenue is not listed or otherwise documented on any of the City of New Westminster's current Heritage Inventories. A neighbouring property located at 930 - 1st Street, is on the 1993 Heritage Inventory. Due to the age of the existing house at 38 Tenth Avenue, however, a values-based Heritage Assessment, carried out by a qualified heritage professional, is required to provide sufficient contextual knowledge, to ensure that the City's heritage values are appropriately conserved. An enriched understanding of sustainability, which includes heritage values, balanced with the parallel priorities of quality and affordable housing, assist local governments to achieve their goals - not least in the overall liveability of the built and social environment.

Matthew Francis, MA, CAHP, Principal of Synaxis Associates, is a Professional Member in good standing of the Canadian Association of Heritage Professionals | Association canadienne d'experts-conseils en patrimoine (CAHP-ACECP) and the British Columbia Association of Heritage Professionals.



Synaxis Associates' Matthew Francis (pictured at right), leading a workshop for the leaders of the Alberta Main Street Program in the City of Lethbridge's historic Chinatown, June 2014.

METHODOLOGY

Synaxis Associates employs a hybrid methodology to determine community Heritage Value. These methods are informed by the Pan-Canadian Historic Places Initiative, and the tools that have been developed since the early 2000s, as part of that partnership of Provinces, Territories, and Indigenous communities, with the Government of Canada. Local practices and articulations of Heritage value are always taken into consideration, alongside best practices drawn from other contexts.



The City of New Westminster describes Heritage value as follows:

<https://www.newwestcity.ca/heritage>

IMPORTANCE OF HERITAGE

There are social, financial and environmental benefits to retaining heritage buildings in a community.

- *First, heritage sites are a connection to the past and provide a sense of history and continuity. Heritage sites also tell the stories of who we are what we have experienced as a community, in addition to functioning as landmarks and having significant aesthetic value.*
- *Second, heritage buildings often retain their value with more resiliency as property markets shift through time and support tourism.*
- *Third, the retention of a heritage building is the more sustainable choice over demolition and replacement when the costs of the embodied energy in the building, accumulation of material in the landfill and the cost of new construction is balanced against potential energy savings. Heritage conservation just make sense.*

HERITAGE CONSERVATION AND HERITAGE VALUE

conservation is the management of change. It is a comprehensive and continuous activity that has its foundation in legislation and in community participation and support.

The Standards and Guidelines for the Conservation of Historic Places in Canada, a comprehensive guide to best historic conservation practices, defines heritage value as the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations.

Generally, any structure older than 50 years may have heritage value. Each building and structure is unique and it will have its own distinct set of character-defining elements. Character-defining elements can range from the tangible features (e.g., massing, materials, construction, decorative details, how and where it sits on the site, and its relation to its surroundings) to the intangible features (e.g., memories, stories, cultural practices, associated people or events, and its sense of time and place).

Where local governments have not explicitly expressed or defined their own frameworks for understanding, the following Heritage Significance (Value) Criteria are often employed.

A	Theme / Activity / Cultural Practice / Event	A resource must be directly associated with a theme, activity, cultural practice or event that has made a significant contribution to the broad pattern of municipal history.
B	Institution / Person	A resource must be directly associated with a significant institution or with the life of a significant person in the municipality's past.
C	Design / Style / Construction	<ol style="list-style-type: none"> 1. Style / Type / Method of Construction 2. Work of a Master 3. High Artistic Value <p>A resource must embody the distinctive characteristics of a type, style, period or method of construction, or represent the work of a master, or express high artistic values.</p>
D	Information Potential	A resource must have yielded, or be likely to yield, information important to the municipality's history, prehistory or natural history.
E	Landmark / Symbolic Value	A resource must be particularly prominent or conspicuous, and must have acquired special visual, sentimental or symbolic value that transcends its function. A landmark contributes to the distinctive character of the municipality.

The City of New Westminster, in its 2009 Context Statement for its Historic neighbourhoods, has articulated both general Heritage values for Glenbrooke North, and also a Thematic Framework for the neighbourhood.

Glenbrooke North - Heritage Values

According to the City of New Westminster's 2009 Context Statement, the neighbourhood of Glenbrooke North is valued for:

- *Sharing some of the formal stateliness of Queen's Park particularly seen in the extension of the major Second and Fifth Street boulevards;*
- *Aesthetic value for having a landward focus with near views rather than a focus on the Fraser River and delta lands south and west of the city;*
- *Aesthetic value lies in the meeting of the grid with the challenging topography of the old Glenbrooke ravine, and the variety of street dimensions, lot sizes, and land use that the accommodation of street to landform entails.*
- *Aesthetically valued for showing a robust selection of housing spanning from the early--20th Century Edwardian boom years to the post-Second World War suburban bungalow boom.*
- *The neighbourhood is culturally significant for having been the place for large-scale commercial development and post-war public housing on filled ravine lands, and its replacement with multiple-unit housing immediately north of Queen's Park.*

Glenbrooke North Thematic Framework

Suburban development:

- *Later settlement in a location away from Downtown*
- *Development during the boom years around 1912*
- *Mix of lot sizes and diverse building styles*

Centre for City infrastructure:

- *Infill of Glen Ravine and Glenbrooke sewer construction*
- *Location of Public Works yard and city substation*

Post WWII boom and transformation:

- *Commercial development on Sixth Street*
- *Consumers for new retail facilities*

HERITAGE VALUE ASSESSMENT - 38 Tenth Avenue



Front (North-facing) elevation



Rear (South-facing) elevation

(Synaxis Associates photos 2022.06.13)

1.0 - IDENTIFICATION

Name of building: None (no historic or informal name associations on record)

Street address: 38 Tenth Avenue, New Westminster

PID: 010-202-374

Legal description: LOT 23 SUBURBAN BLOCK 14 PLAN 16624

Zoning: RT1

Declared Value: \$1, 272, 500 (As recorded June 2, 2022)

Evaluation status: Not listed on any current City of New Westminster Heritage Inventory.

2.0 - HISTORICAL SIGNIFICANCE

Construction date and source: 1913

Original owner and source: Delina M. Reid, Land Title 47178F

People or events of historic interest associated with the site:

From its construction to the present, it has been determined that no individuals with city-wide historical significance are meaningfully associated with the site.

38 Tenth Avenue, New Westminster, BC

Ownership Chronology

Registered Owner(s)	Date Registered	Title
James Chambers	June 5, 1894	707F
Delina M. Reid	February 20, 1914	47178F
William A. Milburn	October 23, 1918	25619E
Corporation of the City of New Westminster	November 12, 1919	29670E
Alexander Matthews and Emily Eleanor Franky	July 5, 1932	10676E
Corporation of the City of New Westminster	October 28, 1935	113164E
Elsie Le Mare Matthews ("In Trust")	May 27, 1943	159787E
Elias Winslow Peacock and Estella Phylis Peacock	May 31, 1943	159951E
Alessandro Avoledo and Maria Avoledo	July 7, 1948	242391E
Maria Avoledo	April 25, 1950	268133E
Peter Olenyk	April 26, 1950	268134E
Harry Olenyk and Mary Olenyk	September 25, 1952	301921E
Percy Martin Strand and Helen Rose Strand	February 29, 1956	362740E
Percy Martin Strand and Helen Rose Strand	June 21, 1956	369618E
Joel Douglas Brennen and Tatsuko Yuka Brennen	October 13, 1993	BG340475
Joel Douglas Brennen, Tatsuko Yuka Brennen, Emma Olivia Brennen, Minoru Alan Brennen, Makotu Neal Brennen, Takumi Clay Brennen	April 28, 2022	CA9843522

3.0 - USAGE

Original Use: Single family residence, CIHB number: 0101

Present Use: Single family residence, CIHB number: 0101

4.0 - ARCHITECTURE AND STRUCTURE

The following descriptive images are derived from the Canadian Inventory of Historic Buildings (CIHB), as employed in the Government of Alberta's Municipal Heritage Partnership Program.

As expected, the house has evolved over its lifespan, with various elements replaced over time, including windows, roofing, and siding.

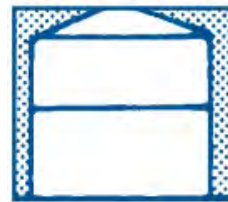
Footprint or General Plan:



1201

Square

Number of storeys:



1504

Storeys: 2

Foundation Material:

Basement:



1705

Partial Above
Ground Level

Structural Material: Wood Frame



3011

Nailed Frame

Superstructure Cover / Exterior Treatment:



2405

Plaster or Stucco

Pebble Dash Stucco

Windows: It appears that a combination of fixed, double-hung, and horizontal sliding aluminum/vinyl replacement windows are in place throughout; likely the original or historic fenestration pattern is more or less retained. No extant historic photographs are available.



5807

Horizontal Sliding



5808

Fixed



5803

Single or
Double Hung

Chimney Location



4309

Side to Side:
Exterior Side Right

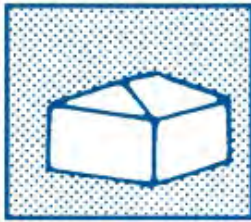
Chimney Stack Massing:



4603

Single

Roof Type:



3207

Low Hip



3508

Plain Soffit

Roof Cover: Asphalt shingles.

Porch or Verandah:



7306

Open Verandah

The house has an open verandah on the front (North) and left (East) elevations.

Condition: Some deterioration is evident on exterior surfaces and materials; some elements, especially the roof and porch, appear to require repair and general maintenance.

5.0 - CONTEXT

Siting on lot: The house, on a sloping lot, faces North towards Tenth Avenue, and maintains a residential setback.

Significant Landscape Features: There are mature coniferous and deciduous trees on the lot, including large prominent cedars in the front and fruit trees in the back.

6.0 – RESEARCH INFORMATION

- LTSA Records – Historic Titles (See Appendix)
- British Columbia City Directories, <https://bccd.vpl.ca/>
- City of New Westminster Archives

7.0 – COMMENTS

The historical context of the house at 38 Tenth Avenue is largely associated with the building boom present across Canada, and specifically in the Glenbrooke North area of New Westminster, in the years leading up to the First World War.

The house at 38 Tenth Avenue is not the “last and best” surviving example of a once common type. Rather, it is typical of pre-First World War residential building stock in the Lower Mainland of British Columbia. While now of interest due to its relative age, this property could easily have been built in other local communities where the same kinds of common materials were also available. But this house is not extraordinary for either its method of construction or its materials.

With regards to the City of New Westminster’s thematic framework for understanding its Heritage Values, various themes may be considered in relation to the house at 38 Tenth Avenue. These themes would primarily be pre-World War One development of New Westminster and Glenbrooke North. The property itself is, however, not highly representative of these values. Other examples within New Westminster’s extant building stock, such as the historic resources already designated or included on the Inventory for their associations with the history and development of the city, embody these themes in more compelling and documented ways.

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When we consider the property at 38 Tenth Avenue in relation to established significance criteria for determining Heritage Value, only Category "A" would *possibly* apply, in relation to the theme of Pre-First World War development in Glenbrooke North. Considering that the Context Statement for Glenbrook North identifies the 1950s as being the neighbourhood's primary period of significance, this significance criteria would not be sufficient to make a compelling case for heritage protection of the subject property in 2022.

DETERMINATION of Heritage Value / Professional Opinion

From a values-based perspective, considering the City of New Westminster's values-based approach to Heritage management, and upon review of the available evidence, my professional assessment would be that the house at 38 Tenth Avenue does not possess community Heritage Value to merit ongoing protection or conservation activity at this time.

Respectfully submitted,



Matthew Francis, MA, CAHP, BCAHP



Canadian Association of Heritage Professionals
Association canadienne d'experts-conseils en patrimoine

Founded in 1987
Créée en 1987

This is to certify that
La présente atteste que

Matthew Francis

is a Professional Member of the Canadian Association of Heritage Professionals (CAHP)
est membre professionnel de l'Association canadienne d'experts-conseils en patrimoine (ACECP)

Founded in 1987, CAHP | ACECP represents heritage professionals in Canada who have established, and are committed to maintain, high standards of practice in the conservation of our valued Canadian heritage.

Créée en 1987, l'ACECP | CAHP représente les experts-conseils en patrimoine au Canada qui s'engagent à instaurer et à maintenir des principes et des normes de pratique dans les nombreux domaines connexes à la conservation du patrimoine canadien.

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Dima Cook
President/ Présidente

Alan Stacey
Chair Membership Committee/
Président du Comité de la membreship

Elijah Karlo Sabadlan
Secretary/Secrétaire



This 10th Day of December 2019
Ce 10e jour de décembre 2019

Certificate /Certificat No. 2019-35





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