

REPORT

Climate Action, Planning, and Development

To: Community Heritage Commission **Date:** December 7, 2022

From: Kathleen Stevens,
Heritage Planning Analyst **File:** HER00784/ HER00785/
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Item #: 2022-732

Subject: Heritage Revitalization Agreement Application: 441 Fader Street

PURPOSE

To review the application's heritage elements and provide a recommendation to Council.

PROJECT SUMMARY

An application has been received for a Heritage Revitalization Agreement (HRA) at 441 Fader Street, a corner property in the Sapperton neighbourhood. Through stratification, the project would retain a 1930 heritage house and construct a new infill house with a rental secondary suite, fronting Major Street. As part of the HRA, the existing 1930 house would be retained in its current location, legally protected with a Heritage Designation Bylaw, and listed on the City's Heritage Register.

Stratification and higher density are the primary Zoning Bylaw relaxations proposed through the HRA. The heritage house would have a density of 0.28 floor space ratio (FSR) and the infill house 0.39 FSR. The project's combined total density would be 0.67 which would result in 268 sq. ft. (24.9 sq. m.) more than permitted by the site's current zoning.

Some additional relaxations are required, including the rear setback for the infill house, and to allow compact parking spaces, one for each unit with access from the rear lane. Additionally, the existing lot size (5,106.3 sq. ft./474.4 sq. m.), which is below the minimum required in the zone, would be regularized with this application.

GUIDING POLICY AND REGULATIONS

Official Community Plan (OCP) Land Use Designation

The Official Community Plan (OCP) sets out the City's anticipated land use for the future, for the purposes of guiding development applications. In the OCP, this property is designated Residential Detached and Semi-Detached Housing (RD). This designation envisions a mix of low density residential units including houses, duplexes, secondary suites, and laneway or carriage houses. The proposed application is consistent with the RD designation.

Projects with Heritage Assets

The OCP encourages the use of Heritage Revitalization Agreements when a heritage asset on the site is appropriately incorporated into a development. Through this type of agreement, the OCP land use designation indicates that the development may be used to permit the housing forms listed in Residential – Ground oriented Infill Housing (RGO) designation. RGO is intended to allow a mix of ground oriented infill housing forms which are complementary to the existing neighbourhood character, and may include single detached dwellings, single detached dwellings on a compact lot, and other forms. The proposed application is consistent with this designation.

Zoning Bylaw

The existing zoning for the site is RS-1 Single Detached Residential District. The intent of this district is to allow single detached dwellings with secondary suites and a laneway or carriage house. In this zone, the maximum floor space ratio (FSR) for principal houses is 0.5 and a laneway house up to 0.1 FSR would also be permitted. The proposed application would require relaxations to the Zoning Bylaw (as noted in the following sections of the report). As such, a Heritage Revitalization Agreement is proposed to permit the proposal.

Heritage Revitalization Agreement

A Heritage Revitalization Agreement (HRA) is a negotiated agreement between the City and a property owner for the purposes of heritage conservation. In exchange for long-term legal protection through a Heritage Designation Bylaw and exterior restoration, certain zoning relaxations may be considered (as noted above). An HRA is not precedent setting, as each one is unique to a specific site. The *Policy for the Use of HRAs* lays out the process for HRAs and the relaxations which may be considered.

Heritage Related Design Guidelines

Council endorsed *The Standards and Guidelines for the Conservation of Historic Places in Canada* in 2008 as a basis for assessing heritage projects within the city. These are national guidelines for best practice in heritage conservation and design. All HRA proposals are carefully evaluated using this document to ensure conservation work on

the exterior of the heritage building is in compliance. Additionally, the design of the adjacent new buildings are reviewed against the principles and guidelines in this document.

Heritage Designation Bylaw

A heritage asset which is the subject of an HRA is also protected by a Heritage Designation Bylaw. This Bylaw is a regulation that places long-term legal protection on the land title of a property. Any changes to a protected heritage property must first receive approval from City Council (or its delegate, the Director of Climate Action, Planning and Development) through a Heritage Alteration Permit (HAP). Future development is no longer entitled, but could be permitted by Council with an HAP. HAP applications are also evaluated by staff against the Standards and Guidelines and the Heritage Conservation Area guidelines, where appropriate.

Heritage Register

A heritage asset which is protected by a Heritage Designation Bylaw is also listed on the City's Heritage Register. The Heritage Register is an official list of properties identified by the City as having heritage value or heritage character. The City created a Heritage Register in 1994 and currently has over 200 properties listed, which include single family dwellings (the majority of listings), commercial buildings, parks, roads and a tree. A property, building or feature may only be added or removed from the Register by order of Council.

The Heritage Register is used to identify heritage assets in the city, both those that have been legally protected through Designation, and those that are not legally protected but have heritage merit. It is also a planning tool through which the City can work with property owners to identify opportunities for retaining buildings with heritage merit. Beyond the advantage to the community of protecting the city's heritage, property owners may also benefit directly from retaining a heritage building. For example, properties listed on a Heritage Register are eligible for special provisions in the BC Building Code and the Homeowner Protection Act.

BACKGROUND INFORMATION

Site Characteristics and Context

The subject property is 5,106.3 sq. ft. (474.4 sq. m.) in size. It is located in the Sapperton neighbourhood, an area of single-detached dwellings, on a corner lot with frontages on Fader Street and Major Street, both classified as local roads. A site context map and aerial image is provided in Attachment A.

Project Description

The proposal is to retain the 1930 house and protect it through a Heritage Designation Bylaw in exchange for the construction of an infill house.

With the removal of an unsympathetic rear addition, the heritage house has a density of 0.277 FSR and is 1,414 sq. ft. (131.4 sq. m.). The new house would have a density of 0.386 FSR and be approximately 1,968.7 sq. ft. (182.9 sq. m.). The total site density would be 0.67 FSR. This is 0.06 FSR above the maximum permitted outright.

The heritage house would remain in its current location and setback. Due to the current undersized lane width (16.0 ft. / 4.9 m.), relaxations would be required to reduce the rear yard setback for the infill house and reduce the minimum parking space length, consistent with compact parking space length (15.0 ft. / 4.57 m.). Though not typically required, in order to support the use of the Crosstown and Central Valley Greenways along Fader Street, enclosed bike storage is being proposed, attached to the infill house. Project drawings are provided in Attachment B.

The proposal is consistent with the intent of the City's family-friendly policy and goals of providing more "missing middle" and rental housing forms (laneway/carriage houses, town/row houses, duplexes and triplexes).

Proposed Relaxations

Under the City's *Policy for the Use of Heritage Revitalization Agreements*, and the OCP, regulatory land use (Zoning Bylaw) relaxations may be considered through an HRA. In this case, there are five relaxations proposed: a different arrangement, size, and ownership model of the units (stratification); regularization of existing site area, increased density; reduced parking space size; and a reduced setback for the infill house. A summary is provided in Tables 1 and 2 below and additional project statistics are available in Attachment C.

Table 1: Summary of Proposed Density, Siting and Parking Relaxations

Attributes	Zoning	Proposed	Relaxation	%
Minimum Site Area	6,000 sq. ft. (557.4 sq. m.)	5,106.3 sq. ft. (474.4 sq. m.)	No change	--
Maximum Floor Space Ratio*	0.61	0.67	0.06	9.8% larger
Minimum Parking Space Length	17.39 ft. (5.3 m.)	15.02 ft. (4.58 m.)	2.37 ft. (0.72 ft.)	14% smaller
Rear Yard Setback (Infill House)	22.6 ft. (6.9 m.)	21 ft. (6.4 m.)	1.6 ft. (0.5 m.)	7% smaller

* includes 0.51 FSR for non-protected principal building, built to Step 3 of the Energy Step Code, and 0.1 for detached accessory dwelling unit built to Step 2 of the Energy Step Code.

Table 2: Unit Distribution

	Unit 1	Unit 2	Unit 3
Current RS-1 zone	Ownership house	Rental suite	Rental laneway house
Proposal	Ownership house	Rental suite	Ownership heritage house

The primary relaxations proposed are stratification and density. The remainder include siting for the new infill house and parking space size. These are considered minor and are proposed in order to meet the heritage best practice of keeping the heritage house in-situ in its current location and providing a 17 ft. (5.2 m.) distance between the two buildings. Additionally, the existing lot size, below the minimum required in the zone, would also be regularized.

ITEMS FOR DISCUSSION

Heritage Value of the House

As detailed in the prepared Statement of Significance for this house (Attachment D) the house is considered to have aesthetic, cultural, historic, scientific and social value. It was built in 1930 and has aesthetic value for its Cottage Style that includes a front gable, chamfered roof with decorative wood brackets, horizontal wood cladding with wood shingles in the gable end, enclosed front porch with matching gable roof, and the wood casings on the windows; as well as being representative of working-class dwellings and by being part of a streetscape that includes different types, scales and eras of houses.

It has cultural value for its association with first owners, the Anderson family, and long-term owners, the Robson family; as well as being part of the micro- and close-knit neighbourhood dubbed “the layman’s Queen’s Park” by local residents¹ and by being a representative component of an early working-class neighbourhood with its own special characteristics.

It has historic value for its age and location in Sapperton and for being on the site of the Old Sapperton Public School. The house has further historic value by being part of the Sapperton neighbourhood where “New Westminster began”² and for its proximity (one block away) to the 400 block of Wilson and Garret Streets, noted as being one of the oldest working-class neighbourhoods in the city³.

As well, it has some scientific value as it provides information that helps people understand and appreciate the era in which it was built, as well as the people and neighbourhood associated with it. Lastly, it has some social value for its connection to the community today and the way it contributes to the community’s sense of identity by providing architectural stability to the neighbourhood and by being a well-maintained historic building within a streetscape of older and historic single-family houses.

¹ McBride Sapperton Neighbourhood Context Statement, p. 4. Available at: https://www.newwestcity.ca/database/files/library/4_McBride_Sapperton.pdf

² Ibid.

³ Ibid, p. 6.

Does the Statement of Significance provide an accurate representation of the heritage values of the building?

Is the heritage value of the house sufficient to warrant long term legal protection and heritage status through a Heritage Designation Bylaw?

Heritage Conservation Work

Although the house has had numerous unsympathetic interventions, it is very restorable with a high level of heritage value. Details are available in the Heritage Conservation Plan, which is included in full in this report in Attachment D. A summary of the retained and restored elements of the house is provided in Table 3.

Table 3: Summary of Heritage Conservation Work

Building Element	Action	Material
Location (prominence on corner)	Preserve	House is remaining in its current location
Foundation	Preserve	Concrete, full height
Form and Massing	Preserve/ Restore/ Rehabilitate	Retain two storey structure with front-facing medium-pitch gable roof, and projecting front porch. Remove rear addition added after 1955.
Wood Elements: fascia, decorative eave brackets, soffit material, and the hexagonal roof vent	Preserve/ Restore	Wood: retain original or replace in-kind, as required
Main body siding (front gable shingles, clapboard siding, corner boards)	Restore/ Rehabilitate	Remove faux stone cladding Wood: patching or replace in-kind, as required
Front porch	Restoration/ Rehabilitate	Remove mock wood dentils and Tudor stickwork. Wood: retain and repair original or replace in-kind, as required (gable roof, square posts, oval-lite screen door, front door frame, and tongue-and-groove wood ceiling); replace front steps and railing, respectful of the era and design of house.
Front door	Rehabilitate	Wood: replace with period-appropriate design
Windows	Rehabilitate	Remove vinyl window inserts. Wood and glass: replace with period-appropriate wood-frame windows
Window casing and trim	Rehabilitate	Wood: replace with period-appropriate design
Chimney	Preserve/ Rehabilitate	Bricks and concrete (repair deteriorating mortar where required)

Building Element	Action	Material
Exterior paint palette	Restore	Bute taupe tone body colour with ivory trim and black sash or original colour scheme, if can be determined.
Roofing material	Preserve/ Restore	Black or dark grey asphalt roof shingles

Is the level of retention proposed appropriate for this project?

Are there exterior building elements not addressed which could or should be?

Is the Heritage Conservation Plan sufficiently comprehensive and detailed?

Design Relationship with the Infill House

The City's policies, including the *Standards and Guidelines*, strongly encourage developments which include a historic building to be respectful of the existing heritage assets. Respectful development does not necessarily mean the new building must be physically smaller than the heritage building, or that the site should not be developed, rather that the site or new building's design should consider the heritage building, and allow the heritage building to be the focus of the development. The guidelines identify that new building should not be overwhelming, or detracting from the historic features.

This project proposes a two storey infill house, 21.8 ft. (6.6 m.) high, with a compact 681 sq. ft. (63.3 sq. m.) footprint, located at the rear of the property. The infill house has been designed to reduce massing with the second floor built into the roof and the inclusion of a basement. The infill and heritage houses are proposed to be set apart 5.2 m. (17 ft.) to provide separation as well as an area for both private outdoor space and landscaping.

The new infill house features traditional design elements with its simple roofline: side gabled roof and two shed dormers, complementary to the heritage house, a street-oriented front porch as well as wood or wood veneer windows. It can be identified as a contemporary building through materiality: fibre-cement siding and its lack of ornamentation. Drawings of the proposed new house, and its exterior materials are provided in Attachment B.

Are the massing, and siting elements of the development proposal compatible with and respectful of the heritage house?

Does the site plan or the design of the new infill house overwhelm the heritage house?

FEEDBACK FROM THE COMMISSION

The Community Heritage Commission is being asked to review the application and provide feedback in relation to the following elements:

- The heritage value of the 1930 house, and prepared Statement of Significance;
- The appropriateness and level of the planned heritage conservation work;
- The appropriateness of the planned interventions for the heritage house; and
- Any heritage implications related to the design of the site or infill house.

The Community Heritage Commission is also being asked to provide a recommendation to Council on this application, based on its heritage merits. The following options are offered for the Commission's consideration:

- 1) That the Community Heritage Commission recommend that Council support the Heritage Revitalization Agreement for 441 Fader Street and its inclusion on the City's Heritage Register; or
- 2) That the Community Heritage Commission recommend that Council does not support the Heritage Revitalization Agreement for 441 Fader Street or its inclusion on the City's Heritage Register; or
- 3) The Community Heritage Commission could also provide an alternative recommendation, stemming from elements identified in their discussion.

ATTACHMENTS

Attachment A: Site Context Map

Attachment B: Proposed Project Drawings

Attachment C: Proposed Project Statistics and Relaxations

Attachment D: Heritage Conservation Plan and Statement of Significance

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