

REPORT

Climate Action, Planning and Development

To: Mayor Johnstone and Members of Council
Date: February 27, 2023

From: Jackie Teed, Acting Director, Climate Action, Planning and Development
File: HER00780

Item #: 2023-110

Subject: **Heritage Revitalization Agreement and Heritage Designation: 802 & 806 Eighth Street and 809 Eighth Avenue – Bylaws for First and Second Readings**

RECOMMENDATION

THAT Council consider Heritage Revitalization Agreement (802 & 806 Eighth Street and 809 Eighth Avenue) Bylaw No. 8379, 2023 and Heritage Designation Bylaw (802 & 806 Eighth Street and 809 Eighth Avenue) No. 8380, 2023 for First and Second Readings, and forward the Bylaws to a Public Hearing.

THAT Council add the building currently located at 806 Eighth Street to the City's Heritage Register following the adoption of Heritage Designation Bylaw No. 8380, 2023.

PURPOSE

To request Council consider the bylaws, which would permit a townhouse development and facilitate protection and conservation of a heritage house.

EXECUTIVE SUMMARY

An application for a Heritage Revitalization Agreement has been received for 802 and 806 Eighth Street and 809 Eighth Avenue. A total of 18 residential units are proposed, which includes the retention and on-site relocation of the 1929 Sincok House on its own subdivided parcel, and the construction of three new townhouse buildings. The new buildings would include nine standard side-by-side townhouse units, and eight units (four townhouse and four studio units) in a stacked townhouse format. The stacked units are considered reasonable in the context of this project as a site-specific Heritage

Revitalization Agreement, and given that the studio units would be accessible. The heritage house would be restored and legally protected through a Heritage Designation Bylaw. An overall combined Floor Space Ratio (FSR) of 1.08 is proposed. The development includes 15 off-street parking spaces. The development proposes minor parking relaxations, which are offset by Transportation Demand Management (TDM) measures to support sustainable modes of travel, and off-site improvements to transit facilities and pedestrian connections.

Applicant-led consultation along with review by the Community Heritage Commission and the New Westminster Design Panel have been undertaken for the proposed development. Copies of draft Heritage Revitalization Agreement Bylaw No. 8379, 2023 and Heritage Designation Bylaw No. 8380, 2023 are provided as Attachments 1 and 2.

BACKGROUND

Policy and Regulations

The subject properties are designated (RT) Residential - Infill Townhouse by the Official Community Plan. With the preservation and restoration of a heritage asset, the development would be considered consistent with the RT designation. However, since the proposal is not consistent with the site's Neighbourhood Single Detached Residential (NR-2) zone, a Heritage Revitalization Agreement has been proposed to facilitate the development. A summary of relevant City policies and regulations is included in Attachment 3.

Site Characteristics and Context

The subject site, comprising three properties, is located in the Moody Park neighbourhood. The lots each contain a single detached dwelling and have an approximate combined gross area of 1,887 sq. m. (20,317 sq. ft.). Additional site context information is provided in Attachment 4.

Heritage Value

The Sincok House, currently located at 806 Eighth Street, is a one and a half storey plus basement wood-frame house built in 1929. The Statement of Significance indicates that the building is valued for its direct association with the interwar development boom in New Westminster during the late 1920s and as a working class Craftsman bungalow (Appendix B of Attachment 1). The house features high quality craftsmanship and finishing, and it is also important for its association with the original owners and the builder who had enduring impacts on the social and physical development of the city.

PROPOSAL

A total of 18 residential units are proposed across four buildings, all of which would be oriented parallel to Eighth Avenue on both sides of a central pedestrian courtyard. A site-wide FSR of 1.08 is proposed. Of the proposed units:

- One unit would be provided as a single-detached house, in the Sincok House;

- 13 units would be provided as family-friendly townhouse units, in Buildings 1, 3, and 4; and,
- Four units would be provided as partially below-grade, accessible studios (accessed via ramps) in Building 1.

The site is proposed to be subdivided into two lots. The heritage house would be relocated to the south-west corner of the site on its own 226.4 sq. m. (2,437 sq. ft.) sub-compact lot with a proposed FSR of 0.71. The floor area of this three-bedroom house would remain unchanged at 160.0 sq. m. (1,722 sq. ft.).

The townhouses and studio units would be sited on a separate, larger lot. The townhouse units would contain three and four bedrooms ranging from approximately 119.2 sq. m. (1,283 sq. ft.) to 141.8 sq. m. (1,526 sq. ft.). The four accessible studio units are proposed at approximately 44 sq. m. (473 sq. ft.) in area. The lot containing the new townhouse units is proposed at a density of 1.13 FSR.

The development includes 15 off-street parking spaces accessed from the lane. A total of 24 long-term bicycle storage spaces and 4 short-term bicycle spaces are proposed, exceeding requirements. A summary of project statistics is provided in Attachment 5.

DISCUSSION

Overall Evaluation

The proposed Heritage Revitalization Agreement (HRA) would facilitate the retention and restoration of the Sincock House, while providing additional infill townhouse units and housing choice within the neighbourhood, including accessible units. Details of the proposed conservation work, including sustainability measures for the heritage house, are outlined in the Heritage Conservation Plan (Appendix B of Attachment 1).

Subdivision

Subdivision would allow the relocated heritage house to be on its own fee simple lot. If the house were to be stratified as part of the townhouse strata, substantial envelope upgrading would be required, resulting in the loss of significant original heritage materials. In this case, subdivision is reflective of heritage conservation best practices, and both lots would be legally interconnected through the HRA and various covenants.

Proposed Relaxations

Through the HRA, there are five Zoning Bylaw relaxations for the heritage house as a result of the proposed subdivision: smaller lot size, shorter rear setback, increased density, higher site coverage, and off-street parking location (Attachment 5).

The HRA is also acting akin to a rezoning for townhouses. The primary relaxations to the townhouse policies include allowance of some stacked townhouse units to facilitate accessible lower units, slightly higher density and heights for two townhouse buildings, and reduced off-street parking and parking space setback from lot lines (Attachment 5).

Building Massing and Transition

The proposed density and heights for two townhouse buildings are slightly higher than otherwise anticipated under the Infill Townhouse and Rowhouse Residential (RT) zone; however, the overall massing and scale of the townhouses gradually reduce toward the north-west. The relocation of the heritage house would allow it to be grouped with the other similar bungalows along Eighth Avenue for appropriate transition. The proposed form and massing are considered to be in general conformance with the intent of the Infill Townhouse and Rowhouse Development Permit Area guidelines.

On-Site Parking and Transportation Demand Management (TDM)

While 20 off-street parking spaces are required by the Zoning Bylaw, the project is proposing 15 spaces (14 for residents and one shared visitor/loading stall) through the HRA. Parking stalls would not be allocated to the studio units. Given the site context and opportunities for the development to provide transit infrastructure and pedestrian connection improvements as part of off-site works, parking reductions for the proposed development were considered reasonable.

During the application review process, the applicant made further revisions to their TDM strategy, proposing the following:

- Studio units: 2 zone transit passes for 24 months; EVO car share membership and 40 hours of drive time; and, electric bicycles for each unit, to be owned by the strata corporation and tied to each unit; and,
- Townhouse and heritage house units: 2 zone transit passes for 12 months; and EVO car share membership and 10 hours of drive time.

CONSULTATION

Applicant-Led Consultation

Applicant-led consultation took place in February and March 2022 and included an online survey, virtual open house, and project website. Residents within 100 m. (328 ft.) of the project were notified of opportunities to submit feedback. A total of 23 community members attended the virtual open house, and 25 survey submissions and two emails were received by the applicant. General feedback and questions revolved largely around the proposed housing forms, overall height and density, parking, and traffic impacts. Attachment 6 includes a description of the consultation process and all received feedback.

Community Heritage Commission

The project was reviewed by the Community Heritage Commission on March 2, 2022. Members expressed overall support for the project, including the proposal for the heritage house. The meeting minutes can be accessed on the City’s website at:

[https://www.newwestcity.ca/database/files/library/CHC_2022_Mar_2_Minutes\(1\).pdf](https://www.newwestcity.ca/database/files/library/CHC_2022_Mar_2_Minutes(1).pdf)

New Westminster Design Panel

The project was presented to the New Westminster Design Panel (NWDP) on May 24, 2022. After reviewing the proposal and providing comments, the Committee expressed its general support for the development. The meeting minutes can be accessed via:

https://www.newwestcity.ca/database/files/library/NWDP_2022_May_24_Minutes.pdf

Applicant Response and Revisions

Some examples of ways the applicant has addressed consultation feedback include:

- Enhancing the proposed Transportation Demand Management (TDM) measures;
- Revising the pathway through the courtyard to provide an on-site accessible path of travel for the accessible studio units;
- Lowering the accessible studio units by 0.3 m. (1 ft.) to provide additional ceiling height and improve their livability;
- Modifying the proposed tree plantings, including incorporating additional trees along Eighth Street and on the heritage house parcel.

INTERDEPARTMENTAL LIAISON

This proposal has been reviewed by staff from various departments, including Climate Action, Planning and Development; Engineering Services; and Parks and Recreation.

APPLICATION REVIEW PROCESS AND NEXT STEPS

The completed and anticipated next steps in the application review process include:

1. Preliminary report to Council;
2. Applicant-led consultation, including dissemination of information to the Moody Park Residents Association;
3. Review by the Community Heritage Commission;
4. Presentation to the New Westminster Design Panel;
5. Council consideration of First and Second Readings of proposed Bylaws and scheduling of a Public Hearing (**WE ARE HERE**);
6. Public Hearing and Council consideration of Third Reading of proposed Bylaws;
7. Council consideration of adoption of proposed Bylaws;
8. Issuance of Development Permit / Heritage Alteration Permit by Director of Climate Action, Planning and Development

ADOPTION REQUIREMENTS

Items that will need to be addressed by the applicant prior to the adoption of Heritage Revitalization Agreement Bylaw No. 8379, 2023 include, but are not limited to:

- Registration of a parking covenant (for visitor parking/loading);
- Securing of Transportation Demand Management (TDM) measures;
- Payment of Voluntary Amenity Contribution of \$154,000; and,
- Any other required documentation.

OPTIONS

The following options are offered for Council's consideration:

1. That Council consider Heritage Revitalization Agreement (802 & 806 Eighth Street and 809 Eighth Avenue) Bylaw No. 8379, 2023 and Heritage Designation Bylaw (802 & 806 Eighth Street and 809 Eighth Avenue) No. 8380, 2023 for First and Second Readings, and forward the Bylaws to a Public Hearing.
2. That Council add the building currently located at 806 Eighth Street to the City's Heritage Register following the adoption of Heritage Designation Bylaw No. 8380, 2023.
3. That Council provide staff with alternative direction.

Staff recommends Options 1 and 2.

ATTACHMENTS

Attachment 1: Heritage Revitalization Agreement Bylaw No. 8379, 2023

Attachment 2: Heritage Designation Bylaw No. 8380, 2023

Attachment 3: Summary of Related City Policies and Regulations

Attachment 4: Site Context

Attachment 5: Project Statistics and Proposed Relaxations

Attachment 6: Applicant-Led Consultation and Be Heard New West Summaries

Attachment 7: Engineering Services Memo

APPROVALS

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