

REPORT

Climate Action, Planning and Development

To: Mayor Cote and Members of Council **Date:** December 13, 2021

From: Emilie K. Adin, Director, Climate Action,
Planning and Development **File:** HER00780

Item #: 2021-659

Subject: **Heritage Revitalization Agreement: 802-806 Eighth Street and 809 Eighth Avenue – Preliminary Report**

RECOMMENDATION

***THAT** Council direct staff to process the proposed Heritage Revitalization Agreement and Development Permit applications at 802-806 Eighth Street and 809 Eighth Avenue as outlined in the Consultation and Application Review Process section of this report.*

PURPOSE

To seek Council's approval to proceed with processing a townhouse and heritage house development application in the Moody Park neighbourhood.

EXECUTIVE SUMMARY

Heritage Revitalization Agreement (HRA) and Development Permit applications have been received for 802-806 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 Sincock 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 in a stacked townhouse format. The bottom units would be one-level accessible dwellings and the top units would front onto Eighth Avenue, giving the appearance of side-by-side units. The heritage house would be restored and legally protected through a Heritage Designation Bylaw. An overall combined Floor Space Ratio of 1.08 (0.71 FSR for the heritage house parcel and 1.13 FSR for the townhouse parcel) is proposed for the site.

The development proposes 15 off-street parking spaces. The project includes parking relaxations in consideration of the applicant being responsible for providing transportation demand management (TDM) measures to support sustainable modes of travel, and off-site improvements to transit facilities and pedestrian connections.

BACKGROUND

Preliminary Application Review

A Preliminary Application Review (PAR) was presented to the Land Use and Planning Committee (LUPC) on December 9, 2019. Key items brought forward to the LUPC for discussion and feedback included retention of a heritage building, stacked townhouse units, parking relaxations, and off-site improvements to transit infrastructure. The PAR submission at the time did not include proposed retention of the heritage asset.

The December 9, 2019 LUPC meeting minutes can be accessed on the City's website via the following link:

https://www.newwestcity.ca/database/files/library/LUPC_2019_Dec_9_Minutes.pdf

Policy and Regulations

The subject properties are designated (RT) Residential - Infill Townhouse and zoned Neighbourhood Single Detached Residential (NR-2). With the preservation and restoration of a heritage asset, the proposed development would be considered consistent with the RT land use designation. However, since the proposal is not consistent with the site's NR-2 zone, a rezoning or a Heritage Revitalization Agreement (HRA) is required. As the project includes restoration and long term legal protection of a heritage asset, an HRA is the appropriate tool to facilitate the proposal. It serves the same purpose of rezoning the site to a Comprehensive Development zone, with greater ability to enforce the heritage provisions that are secured through the development review process.

The heritage house will be evaluated against the current NR-2 zone, while the proposed townhouses will be evaluated against the Infill Townhouse and Rowhouse Residential (RT) zone and its associated Development Permit Area guidelines.

A summary of relevant City policies and regulations is included in Attachment 1.

Site Characteristics and Context

The subject site, which includes three properties, is located in the Moody Park neighbourhood at the north-west corner of Eighth Street and Eighth Avenue. The properties each contain an existing single detached dwelling and have an approximate combined gross area of 1,887 sq. m. (20,317 sq. ft.). The site is relatively flat and has lane access on the north side.

The existing single detached properties to the immediate north across the lane are also designated (RT) Residential - Infill Townhouse, while those to the west are designated (RD) Residential - Detached and Semi-Detached Housing. To the east across Eighth Street is Massey Theatre, to the south-east are some low-rise three to four storey apartment buildings, and to the south across Eighth Avenue is Moody Park.

A site context map is provided below (Figure 1):



Figure 1. Site Context Map

Sustainable Modes of Travel

Eighth Street is part of the Frequent Transit Network (FTN) route, while Eighth Avenue is identified as a potential east-west FTN route. The site is also located a short walking distance away from the FTN route on Sixth Street and both street frontages have existing sidewalks. The start of the London/Dublin Greenway is located on Dublin Street two blocks north from the subject site. Similarly, the Crosstown Greenway is located approximately two blocks south on Seventh Avenue. There are currently some dedicated car share services within a few block radius of the subject site. The site’s proximity to transit service is highlighted in Table 1.

Table 1: Proximity to Transit Service

Transit Facility	Distance
<ul style="list-style-type: none"> • Bus #105 (Uptown / New Westminster Station) • Bus #123 (Brentwood Station / New Westminster Station) • Bus #128 (Braid Station / 22nd Street Station) 	<ul style="list-style-type: none"> • 76 m. (250 ft.) to eastbound bus stop on Eighth Avenue • 55 m. (180 ft.) to northbound bus stop on Eighth Street; 78 m. (255 ft.) to southbound bus stop • Westbound bus stop on Eighth Avenue in front of subject site; 76 m. (250 ft.) to eastbound bus stop
<ul style="list-style-type: none"> • SkyTrain Station (New Westminster Station) 	<ul style="list-style-type: none"> • 1.8 km. (1.1 mi.)

Heritage Value

Constructed in 1929, the Sincok House currently located at 806 Eighth Street is a one and a half storey plus basement wood-frame house. Based on the draft Statement of Significance (Attachment 2), 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. Although modest in scale, it features high quality craftsmanship and finishing. The house 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. Photos of the existing house are shown in Figure 2 below:



Figure 2. Photos of existing house provided by project's heritage consultant

Should the applications proceed in the development review process, further review of the heritage value of the house and any conservation work proposed will be conducted by the Community Heritage Commission. The conservation work proposed would also be evaluated against the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

PROPOSAL

The proposed project includes a total of 18 residential units on the subject site, of which one would be a single detached dwelling in the heritage house and nine would be standard side-by-side townhouse units similar to those anticipated under the Infill Townhouse and Rowhouse Residential (RT) zone. The remainder consists of townhouse units in a stacked configuration within the proposed building closest to the street intersection. These include four partially sunken one-level accessible studio units with ramped access to Eighth Avenue that are intended to provide additional housing choice within the neighbourhood, and four three-level townhouse units above. The buildings are proposed to be oriented parallel to Eighth Avenue on both sides of a central pedestrian courtyard. Units would front Eighth Avenue, and have articulated building ends along Eighth Street to provide a pedestrian scale streetscape.

The heritage house that would be restored is proposed to be relocated from the north-east corner to the south-west corner of the site. The 160 sq. m. (1,722 sq. ft.) house would remain the same square footage, contain three bedrooms, and be located on its own 226 sq. m. (2,437 sq. ft.) sub-compact lot with a proposed Floor Space Ratio (FSR) of 0.71.

With the exception of the four one-level, fully accessible studio units of approximately 44 sq. m. (473 sq. ft.) in size, the townhouse units would consist of three and four bedroom units ranging from approximately 119 sq. m. (1,283 sq. ft.) to 142 sq. m. (1,526 sq. ft.). The proposed density for the larger parcel containing the new townhouse units is 1.13 FSR.

While the proposed 18 units would typically require a total of 20 off-street parking spaces, the project proposes to provide 15 off-street parking spaces (14 resident stalls and one shared visitor/loading stall) accessed from the lane. The proposed reduction in parking is supplemented by a transportation/parking assessment provided by the applicant.

A couple of sample renderings are shown in Figure 3 and drawings are included in Attachment 3. A summary of the project statistics and proposed relaxations is provided in Attachment 4.



Figure 3. Sample renderings showing view from Eighth Avenue (top) and view from Eighth Street (bottom)

DISCUSSION

Heritage House Retention and Subdivision

During the earlier Preliminary Application Review stage, the applicant was asked to conduct further assessments for the house at 806 Eighth Street, in order to evaluate its heritage merit, given the building appeared to be a good candidate for heritage retention. The current Heritage Revitalization Agreement proposal proposes that the Sincock House be retained, relocated, restored, and protected. The building’s heritage value and the proposed conservation work would be further reviewed by the Community Heritage Commission as part of the application review process.

The applicant has proposed subdivision so that the heritage house would be on its own fee simple lot after the on-site relocation. If the heritage house were to be stratified, 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. Consideration of relaxations to zoning provisions to facilitate sub-compact lot subdivision is permissible through the City’s *Heritage Policy for the Use of Heritage Revitalization Agreements*. This includes relaxations to lot size and density. Both parcels would be legally interconnected through the HRA and various covenants.

As a result of the proposed subdivision, five Zoning Bylaw relaxations would need to be considered for the heritage house: smaller lot size, shorter rear setback, increased density, higher site coverage, and off-street parking location (Table 1 in Attachment 4).

Building Massing and Transition

As the subject site falls within the Infill Townhouse and Rowhouse Development Permit Area (DPA 1.3), the proposal would be evaluated against the associated DPA guidelines and principles.

With the proposed relocation of the heritage house to the south-west corner of the site, the applicant notes that the new position would give it more visibility and promote compatibility by grouping it with the other bungalows from the same era along Eighth Avenue. Compared to the earlier Preliminary Application Review, the current proposal places the stacked townhouse units closest to the street intersection at the south-east corner of the site. While the proposed density and heights for a couple of the townhouse buildings are slightly higher than otherwise anticipated under the Infill Townhouse and Rowhouse Residential (RT) zone (Table 2 in Attachment 4), the overall height and scale of the townhouses are proposed to gradually reduce toward the north-west to provide more sympathetic transition to the surrounding existing single detached properties, including the heritage house.

The proposed project design will be further reviewed by staff through the application review process, with input from the New Westminster Design Panel and the Community Heritage Commission (for heritage aspects of the proposal).

Off-Street Parking Relaxations

Based on the parking rates in the Zoning Bylaw, including those for infill townhouses and rowhouses, 20 off-street parking spaces (18 resident stalls and two visitor stalls) would be required for the proposed development. The applicant is proposing 15 parking spaces, comprising 14 resident stalls (one allocated for the heritage house and 13 for the three and four bedroom townhouse units) and one shared visitor/loading stall.

Given the site context, transportation/parking assessment with proposed transportation demand management (TDM) measures, and opportunities for the project to provide transit infrastructure and pedestrian connection improvements as part of required off-site works, it would be reasonable to consider parking reductions for the proposed development.

Landscaping

Based on the material provided so far, certain components that would need to be addressed or provided include, but are not limited to, coordination between drawings such as ensuring that plantings shown on City property are relocated on private property within the landscape drawings. Further review on the design, functionality, and aesthetics of landscaping and outdoor space for the proposed development will be undertaken by staff and the New Westminster Design Panel during the application review process.

INTERDEPARTMENTAL LIAISON

Staff is currently reviewing this proposal interdepartmentally, and comments will continue to be provided to the applicant during the application review process.

CONSULTATION AND APPLICATION REVIEW PROCESS

The anticipated next steps in the application review process, consistent with the Interim Development Review Process endorsed by Council, include:

1. Internal circulation, review and applicant revisions (ongoing)
2. Preliminary report to the LUPC – **we are here**
3. Applicant-led consultation, including dissemination of information to the Moody Park Residents Association
4. Review by the Community Heritage Commission
5. Presentation to the New Westminster Design Panel
6. Council consideration of First and Second Readings of proposed Bylaws and scheduling of a Public Hearing
7. Public Hearing and Council consideration of Third Reading of proposed Bylaws
8. Applicant addresses adoption requirements
9. Council consideration of adoption of proposed Bylaws
10. Issuance of Development Permit by Director of Climate Action, Planning and Development

OPTIONS

The following options are offered for Council's consideration:

1. That Council direct staff to process the proposed Heritage Revitalization Agreement and Development Permit applications at 802-806 Eighth Street and 809 Eighth Avenue as outlined in the Consultation and Application Review Process section of this report.
2. That Council direct staff with alternative direction.

Staff recommends Option 1.

ATTACHMENTS

Attachment 1: Summary of Related City Policies and Regulations

Attachment 2: Statement of Significance

Attachment 3: Drawing Package (Select)

Attachment 4: Project Statistics and Proposed Relaxations

APPROVALS

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