

## Attachment 1

### *Staff Memo*

## **MEMO**

### *Climate Action, Planning and Development*

**To:** Emilie K. Adin, Director, Climate Action,  
Planning and Development

**Date:** October 3, 2022

**From:** Jackie Teed, Senior Manager, Climate  
Action, Planning and Development

**File:** HER00784/ HER00785/  
HER00786

**Subject: Heritage Revitalization Agreement: 441 Fader Street – Preliminary Report**

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#### **RECOMMENDATION**

Staff recommends that the Director forward this memo and the following resolution to Council for consideration:

**THAT** Council direct staff to proceed with processing the proposed Heritage Revitalization Agreement application at 441 Fader Street as outlined in the “Consultation and Review Process” section of this report.

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#### **PURPOSE**

To seek Council’s approval to proceed with processing the proposed Heritage Revitalization Agreement at 441 Fader Street.

#### **EXECUTIVE 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. The heritage house would have a density of 0.277 floor space ratio (FSR) and the infill house 0.386 FSR. The project’s combined total density would be 0.662 which would result in 268 sq. ft. more than permitted by the site’s current zoning. A compact parking space for every unit would be accessed from the rear lane.

Stratification and higher density are the primary Zoning Bylaw relaxations proposed through the HRA. Some additional relaxations are required, including the rear setback for the infill house, and to allow compact parking spaces. Additionally, the existing lot size (5,106.3 sq. ft.), which is below the minimum required in the zone, would be

regularized with this application. In exchange, the 1930 house would be restored, and legally protected through a Heritage Designation Bylaw and listed on the City's Heritage Register. The relaxations are considered reasonable in the context of the heritage value of the house, the restoration work proposed on the heritage house, increasing infill housing and choice, and the inclusion of a rental unit.

## **BACKGROUND**

### **Policy and Regulations**

The application is consistent with the property's Official Community Plan (OCP) land use designation of "Residential Detached and Semi-Detached Housing". The proposal is not consistent with the property's zoning (RS-1) which allows a house, secondary suite and laneway house. As such, a rezoning or Heritage Revitalization Agreement (HRA) is required. Because the proposal includes restoration and protection of a heritage asset, an HRA is the appropriate tool to use for this application. Further information on the policy and regulatory context of this application is available in **Attachment 2**.

### **Site Characteristics and Context**

The site, pictured in Figure 1 (next page) is located on the corner of Fader and Major Streets in lower Sapperton, an area of single-detached dwellings. The property is 5,106.3 sq. ft. (474.4 sq. m.) in size and located in an area with many community amenities. It is two blocks east of the East Columbia Street commercial area, one block north of the Royal Columbia Hospital, three blocks east of Sapperton Park, and two blocks south of Hume Park School.

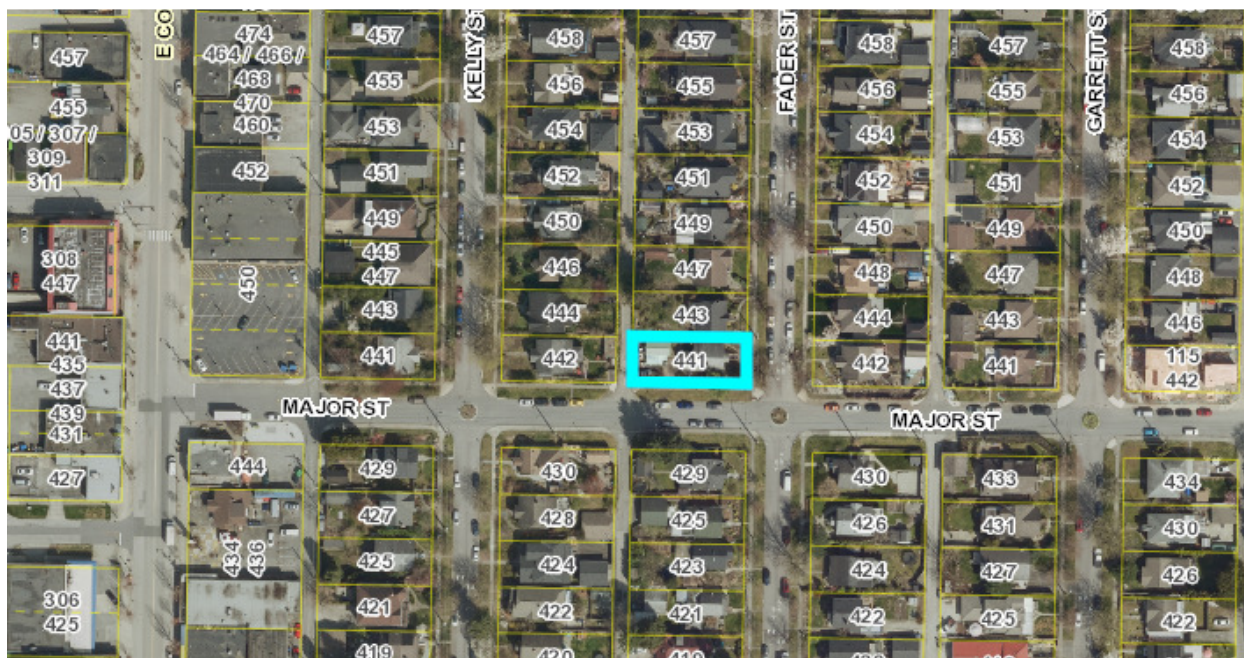


Figure 1: Site Context Map, with 441 Fader Street highlighted in blue

## **PROJECT PROPOSAL**

### **Project Overview**

The proposal is to allow construction of a second house at the rear of this 5,106.3 sq. ft. (474.4 sq. m.) corner property. The existing 1930s house would remain in its current location fronting Fader Street. The new house would face Major Street. The two houses would be stratified and the new house would contain a rental secondary suite, for a total of three units. Three compact vehicle parking spaces, accessed from the rear lane, would be provided. A draft site plan and drawings are included in **Attachment 3**.

With the removal of an unsympathetic rear addition, the existing house would be approximately 1,414 sq. ft. (131.4 sq. m.) and include four bedrooms. The new infill house would be 1,968.7 sq. ft. (182.9 sq. m.) with a three bedroom principal unit and a two bedroom basement suite of 680.9 sq. ft. (63.3 sq. m.). The heritage house has an FSR of 0.277, the new house would have an FSR of 0.386, and the total property FSR would be 0.662. Additionally, the project meets the Family Friendly Housing Policy, though this is not a requirement due to the project's small size. Private outdoor space would be provided for all units. A summary of the proposed statistics is available in **Attachment 2**.

### **Tree Retention**

Tree protection and removal is being reviewed through a Tree Permit concurrently with the HRA application. There are five on-site, low-value trees located around the perimeter of the property that would be removed as part of the project including: invasive species, stumps, and overgrown hedges. Per the Tree Regulation and Protection Bylaw, these would be replaced and a tree replacement plan has been provided. Two boulevard trees are also proposed to be removed. Further refinement of the project's tree retention and replacement strategy would be undertaken by staff during the application review process.

### **Proximity to Transit Service and Other Sustainable Transportation Options**

Both Fader and Major Streets are designated as local roads. The sidewalk network surrounding the site is complete, including a curb letdown at the intersection. The Crosstown and Central Valley Greenways are located directly in front, along Fader Street. Transit service is proximate, as shown in Table 1 below:

*Table 1: Site Proximity to Transit Service*

<b>Transit Facility</b>	<b>Frequency</b>	<b>Distance</b>
Bus Service #109 / 155	Approximately 20 minutes	185 m. (610 ft.) to the bus stop located at East Columbia St
Bus Service #128 / 155 Skytrain	Approximately 30 minutes	250 m. (835 ft.) to the bus stop located on Braid Street 615 m. (2000 ft.) to Sapperton Station

## Heritage Value

A draft Statement of Significance indicates that the house has aesthetic, cultural, and historic value (see **Attachment 2**). It is valued for its Cottage Style that includes a front gable, chamfered (clipped) roof with decorative wood brackets. It is also valued as an example of a working class dwelling in an early working-class neighbourhood. See Figure 2 below for images of the building in its current condition.



Figure 2: Current photograph of the house, provided by the project's heritage consultant

Significant restoration work is required as part of this project due to numerous unsympathetic interventions. Further review of the heritage value of the house and the conservation work proposed would be conducted by the Community Heritage Commission (CHC) should the application proceed in the development review process. The conservation work proposed would be evaluated against the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

## DISCUSSION

### Overall Evaluation

As a modest 1930 house which is well below the site's allowable density, this house could be at risk of demolition in the future. The HRA would provide heritage protection on the site and require restoration of the heritage house.

In exchange, Zoning Bylaw relaxations would be considered for the site. The more significant 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.

On balance, the Zoning Bylaw relaxations requested are considered appropriate within the context of the OCP's infill housing policies and goals. Per the OCP, an infill development can be considered at this location provided it meets livability and character design criteria and delivers community benefits. The intent of both the current RS-1 zone and the current laneway/carriage house design guidelines will be used to inform ongoing design review. The proposed relaxations are also consistent with the City's HRA policy. Therefore, staff recommends the HRA application proceed with community and committee consultation.

## Stratification

The proposal would create three units on the property, which is the same number permitted by the site's existing zoning. The proposal is for a different arrangement, size, and ownership model of the units, as shown in Table 2 below. The result is similar to a "detached duplex" form.

*Table 2: Unit Distribution*

	Unit 1	Unit 2	Unit 3
<b>Current RS-1 zone</b>	Ownership house	Rental suite	Rental laneway house
<b>Proposal</b>	Ownership house	Rental suite	Ownership heritage house

Stratification of the property can be considered as per the City's *Policy for the Use of HRAs*, instead of small lot subdivision and is considered appropriate for this project, due to the smaller lot size, and the minimal amount of original details remaining on the heritage house. The stratification of existing buildings typically require significant upgrades to meet Building Code requirements. These upgrades can conflict with the heritage objectives of retaining original materials. This project, where non-original inauthentic materials are being replaced with more heritage appropriate contemporary replications, is considered a good candidate for meeting all Building Code requirements necessary for stratification.

## Density

Under the site's current RS-1 zoning, a new house of 0.51 FSR and a laneway house of 0.10 could be built: for a total of 0.61 FSR. The proposal is for a total of 0.662 FSR, which is 8.5% higher than otherwise allowed, but consistent with other recent HRAs in single-detached neighbourhoods. The additional 0.052 FSR (267.9 sq. ft.) is considered reasonable in exchange for restoration and designation of the 1930 house.

The density relaxation also warrants consideration as the site still meets many livability and design criteria for infill: the new house would be similar to the size of neighbouring houses; the property would continue to provide sufficient open space for both main dwelling unit (1,360.7 sq. ft. / 126.4 sq. m.) and the secondary suite (608 sq. ft. / 56.5 sq. m.); the proposed lots would meet on-site parking requirements; and, approval of the proposal would facilitate the retention of a 1930 house.

More detailed density statistics are in **Attachment 2**.

## Siting and Parking

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.), as shown in Table 3 below.

*Table 3: Proposed Site and Parking Relaxations*

Attributes	Zoning	Proposed	Relaxation	%
<b>Rear Yard Setback</b>	22.6 ft. (6.9 m.)	21 ft. (6.4 m.)	1.6 ft. (0.5 m.)	7% smaller
<b>Minimum Parking Space Length</b>	17.39 ft. (5.3 m.)	15.02 ft. (4.58 m.)	2.37 ft. (0.72 ft.)	14% smaller

This would allow the heritage house to remain in place and provide space between buildings for increased privacy and private outdoor space. These relaxations are considered minor and negative impacts on the lane and to surrounding properties are not anticipated, though further review would be required as part of the review process.

## **CONSULTATION AND REVIEW PROCESS**

As per the City's development review process, the anticipated review steps for the applications are:

1. Preliminary report to Council (**WE ARE HERE**);
2. Review of the proposal's heritage elements by the Community Heritage Commission;
3. Applicant-led public consultation, including dissemination of information through the local Residents' Association;
4. Council consideration of First and Second Readings of the Heritage Revitalization Agreement and Heritage Designation Bylaws;
5. A Public Hearing followed by Council's consideration of Third Readings of the Bylaws;
6. Council consideration of Adoption of the Bylaws; and
7. Issuance of the Heritage Alteration Permit by the Director of Climate Action, Planning and Development.

As there are fewer than five units proposed, and the form of development is consistent with the Official Community Plan, the application would not be forwarded to the New Westminster Design Panel or the Advisory Planning Committee for review and comment.

Following the above, Building, Servicing, and Tree Permits would be required.

**INTERDEPARTMENTAL LIAISON**

The City has a project-based team approach for reviewing development applications, which facilitates interdepartmental review, providing comments to the applicant throughout the development review process.

**OPTIONS**

The following options are offered for Council's consideration:

1. That Council direct staff to proceed with processing the proposed Heritage Revitalization Agreement application at 441 Fader Street, as outlined in the "Consultation and Review Process" section of this report.
2. That Council provide staff with alternative direction.

Staff recommend option 1.

**APPROVALS**

This memo was prepared by:  
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This memo was reviewed by:  
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Jackie Teed, Senior Manager, Climate Action, Planning and Development

This memo was approved by:  
Emilie K. Adin, Director of Climate Action, Planning and Development

**ATTACHMENTS**

Attachment 1: This memo  
Attachment 2: Background Information  
Attachment 3: Drawing Package