

Attachment 2

Background Information

SUMMARY OF RELATED CITY POLICIES AND REGULATIONS

Official Community Plan Land Use Designation

The Official Community Plan (OCP) sets out the City's anticipated land use for the future, for the purposes of rezonings and other development applications. In the OCP, the subject property is designated for "Residential Detached and Semi-Detached" which allows low density residential, primarily in the form of single detached dwellings with secondary suites, duplexes, and accessory dwelling units (e.g. laneway house, carriage house). The proposed application is consistent with this policy.

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 the development may be eligible for regulatory incentives such as an increase in density, reduced parking, or smaller minimum lot size.

Zoning Bylaw

The subject property is currently zoned Single Detached Residential District (RS-1). The intent of this district is to allow single detached dwellings with secondary suites and a laneway or carriage house. Staff are recommending that the heritage house's siting and massing elements be evaluated under the existing RS-1 zone. However, the proposed application would require relaxations to the zone to allow development that accommodates a larger laneway (infill) house with a secondary suite. An HRA is proposed in order to permit the project.

Development Permit Area Guidelines

The intent of the laneway/carriage house guidelines is to encourage small scale infill projects that are complementary to an existing single detached dwelling context. The guidelines focus on appropriate building form, scale, and location. The goal is to ensure the livability of units, as well as reduce any negative impact on neighbouring sites with single detached dwellings (especially related to light, privacy, and shadowing).

Family Friendly Housing Policy

As per the City's Family-Friendly Housing Policy, developments which have ten or more residential units would be required to provide a minimum of 30% two and three bedroom units, of which at least 10% of the overall number of units would need to contain three or more bedrooms. The application is proposing three units and as a result, this policy is

not applicable. However, the proposal meets the intent and vision of the policy as all of the proposed units contain two or more bedrooms.

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 are considered. An HRA does not change the zoning of the property, rather it adds a new layer which identifies the elements of the zone that are being varied or supplemented. An HRA is not legally precedent setting as each one is unique to a specific site.

When Council considers entering into an HRA with a property owner, one of the objectives is to balance the benefits to the property owner with the benefits to the public. In this proposal, the heritage benefit to the community is restoration, continued historic use and the full legal protection of the heritage building through a Heritage Designation Bylaw. In the *City's Policy for the Use of Heritage Revitalization Agreements*, lot size, density, and siting or massing elements may be considered for relaxation.

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 conservation projects within the city. These are national guidelines for best practice in heritage restoration, rehabilitation, and design. The goal of the *Standards and Guidelines* is to promote heritage conservation best practice while ensuring respectful and sensitive new construction. HRA applications are evaluated against these guidelines.

Heritage Designation Bylaw

A heritage property which is the subject of an HRA is also protected by a Heritage Designation Bylaw. A Heritage Designation Bylaw is a form of land use 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*.

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.

STATEMENT OF SIGNIFICANCE

Description

Designed in the Cottage Style, the house is a two-storey, wood-frame building with a chamfered (or clipped), medium-pitched front-facing gable roof, with medium overhanging and closed eaves. There is a prominent hexagonal roof vent and decorative wooden brackets on the front elevation. There is a small, enclosed front porch with a matching gable roof located centrally on the front elevation and accessed by straight steep steps. The front gable end is clad in wood shingles and the rest of the house is clad in horizontal wood clapboard siding, with the exception of the front elevation below the water board, which has been recently clad in a veneer of River Rock.

Heritage Value

Constructed in 1930, the house has heritage value primarily for its aesthetic, cultural and historic significance.

The house 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.

The house has further aesthetic value as identified in the McBride-Sapperton Historic Neighbourhood Context Statement by being representative of working-class dwellings on an appealing street lined with cherry trees and with mature sequoia trees (at the end of the next block), and by being part of a streetscape that includes different types, scales and eras of houses.

There is cultural value for its association with first owners, the Anderson family, and long-term owners, the Robson family. David and Florence Anderson were the first residents of the subject property and lived there from 1931 - 1936. David (1901-1976) was born in Perth, Scotland to Peter and Jessie (nee Benvie) Anderson. He managed an institutional laundry service in New Westminster and married Florence May Gratton in New Westminster in 1929. John William Robson (1876 – 1958) was born in Northumberland, England to John William and Hannah (nee Iceton) Robson and came to New Westminster from England in 1910 at the age of 34. He was married to Jane Ann Robinson and for the last 15 years of his career, he was a Toll Collector for the Provincial Government Bridge. They lived in the house from 1937 to at least 1955.

The house has further cultural value as identified in the McBride-Sapperton Historic Neighbourhood Context Statement by being part of the micro- and close-knit neighbourhood dubbed “the layman’s Queen’s Park” by local residents¹ and by being a

¹ McBride Sapperton Neighbourhood Context Statement, p. 4.

representative component of an early working-class neighbourhood with its own special characteristics.

The house 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 as identified in the McBride-Sapperton Historic Neighbourhood Context Statement 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.

There is some scientific value associated with the house 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. Restoration of the house would increase this value.

The house 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. Fader Street is a well-used community pathway, particularly for people walking their dogs or who work at the hospital, as it is a relatively flat and very pleasant street.

The McBride-Sapperton Historic Neighbourhood Context Statement identifies that the First Nations people used the nearby Brunette River and valley, but no information was found of sacred or spiritual value being associated with the subject house or property⁴.

Character-defining Elements

Key elements that define the heritage character of the house include:

- Location on and orientation to Fader Street.
- The original form, scale and massing as expressed by its:
 - Two storey height
 - Gable roof, front facing with a medium pitch
- Its Cottage Style design and architectural elements such as the:
 - Gable roof with chamfered ends
 - Medium overhanging, closed eaves
 - Decorative eave brackets
 - Hexagonal roof vent in the front gable
 - Front porch, centred on the house, with a gable roof that matches the main roof, square porch posts and stairs that lead directly to the front door from the walkway

² McBride Sapperton Neighbourhood Context Statement, p. 4.

³ Ibid, p. 6.

⁴ To determine if there is sacred and/or spiritual value as it relates to local Indigenous culture, consultation with the local First Nations people would be required.

- Original cladding, in particular:
 - Wood shingles in the front gable
 - Wood clapboard siding on the side elevations
 - Wood corner boards on the front elevation
- Location and fenestration pattern of window openings.

PROJECT STATISTICS AND RELAXATIONS SUMMARY

Table 4: Summary of Overall Proposed Project Statistics

Attributes	RS-1 Zoning	Proposed	Relaxation
Maximum Number of Units	3	3	--
Number of Dwelling Units / Tenure	One single detached dwelling (SDD) with a secondary suite and a detached accessory dwelling unit	Two stratified single detached dwellings (SDD) and one secondary suite	Two stratified single detached dwellings (SDD) and one secondary suite
Minimum Site Area	6,000 sq. ft. (557.4 sq. m.)	5,106.3 sq. ft. (474.4 sq. m.)	No change
Lot Frontage	--	45.2 ft. (13.8 m.)	--
Lot Depth	--	113 ft. (34.4 m.)	--
Site Coverage	35%	27.2%	
Maximum Floor Space Ratio*	0.61	0.662	0.05
Maximum Floor Space	3,114.8 sq. ft. (289.4 sq. m.)	3,382.7 sq. ft. (314.3 sq. m.)	267.9 sq. ft. (24.9 sq. m.)
Minimum Off-Street Parking	3 spaces	3 spaces	--
Minimum Parking Space Setback from Property Line	6 ft. (1.8 m.)	6 ft. (1.8 m.)	--
Minimum Parking Space Width	17.39 ft. (5.3 m.)	15.02 ft. (4.58 m.)	2.37 ft. (0.72 m.)

* 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.

NOTE: grey rows indicate proposed variances, white rows meet City regulations.

Table 5: Proposed Project Statistics for 441 Fader Street (Heritage House)

Attributes	RS-1 Zoning	Proposed	Relaxation
Maximum Floor Space	2,553.2 sq. ft. (237.2 sq. m.)	1,414 sq. ft. (131.4 sq. m.)	--
Maximum Floor Space Ratio	0.50	0.28	--
Maximum Number of Units	2	1	--
Minimum Front Setback (east)*	19 ft. (5.8 m.)	24 ft. (7.3 m.)	--
Minimum Rear Setback (west)*	22.6 ft. (6.9 m.)	60.8 ft. (18.5 m.)	--
Minimum Left Side Setback (south)*	4.52 ft. (1.4 m.)	13.3 ft. (4.1 m.)	--
Minimum Right Side Setback (north)*	4.52 ft. (1.4 m.)	6.6 ft. (2.0 m.)	--
Maximum Height (Roof Peak)	35 ft. (10.7 m.)	18.4 ft. (5.6 m.)	--
Maximum Height (Midpoint)	25 ft. (7.6 m.)	14.2 ft. (4.3 m.)	--
Maximum Attached Accessory Area	10%	2.6%	--

* existing setback

NOTE: grey rows indicate proposed variances, white rows meet City regulations.

Table 6: Summary of Proposed Project Statistics for 247 Major Street (Infill House)

Attributes	RS-1 Zoning	Proposed	Relaxation
Maximum Floor Space	510.6 sq. ft. (47.4 sq. m.)	1,968.7 sq. ft. (182.9 sq. m.)	1,458.1 sq. ft. (135.5 sq. m.)
Maximum Floor Space Ratio	0.1	0.386	0.286
Maximum Number of Units	1	2	1
Major Street Setback (south) <i>front</i>	4.52 ft. (1.4 m.)	12.54 ft. (3.8 m.)	--
Lane Setback (west) <i>rear</i>	22.6 ft. (6.9 m.)	21.0 ft. (6.4 m.)	1.6 ft. (0.5 m.)
Minimum Side Setback (north) <i>rear</i>	4.52 ft. (1.4 m.)	4.66 ft. (1.4 m.)	--
Minimum Side Setback (east) <i>Separation between buildings</i>	--	17.0 ft. (5.2 m.)	--
Maximum Height (Roof Peak)	35 ft. (10.7 m.)	28.1 ft. (8.6 m.)	
Maximum Height (Midpoint)	25 ft. (7.6 m.)	21.8 ft. (6.6 m.)	--

NOTE: grey rows indicate proposed variances, white rows meet City regulations.