

## **REPORT**

### ***Planning and Development***

**To:** Mayor Johnstone and Members of Council

**From:** Jackie Teed, Director  
Planning and Development

**Date:** May 5, 2025

**File:** EDMS# 2639622  
HER00927  
HER00928  
HER00929

**Item #:** 2025-120

**Subject:** Heritage Revitalization Agreement and Heritage Designation: 318 Sixth Avenue – Bylaws for First and Second Readings

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#### **RECOMMENDATION**

1. *THAT Heritage Revitalization Agreement (318 Sixth Avenue) Bylaw No. 8509, 2025 and Heritage Designation (318 Sixth Avenue) Bylaw No. 8510, 2025 be introduced and given First and Second Readings, and the bylaws forwarded to a Public Hearing.*
  2. *THAT the building currently located at 318 Sixth Avenue be added to the City's Heritage Register following the adoption of the Heritage Designation (318 Sixth Avenue) Bylaw No. 8510, 2025.*
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#### **PURPOSE**

The purpose of this report is to request that Council consider the bylaws, which would permit subdivision of the existing lot, construction of a new single detached dwelling, and conservation and long-term protection of the heritage house at 318 Sixth Avenue.

#### **EXECUTIVE SUMMARY**

An application has been received for a Heritage Revitalization Agreement (HRA) at 318 Sixth Avenue in the Queen's Park neighbourhood. The development would retain the 1912 Knott House, subdivide the lot, and construct a new single-detached dwelling with a secondary suite on the new lot. Drawings indicate a density of 0.51 Floor Space Ratio (FSR) for the heritage house, and 0.65 FSR for the new house.

Through the HRA, the heritage house would be legally protected through a Heritage Designation Bylaw and listed on the City's Heritage Register. Relaxations to minimum lot area, frontage, and density, would be required as well as minor accessory building and parking design variances.

Staff considers the proposal reasonable in the context of the heritage value of the existing house and increasing infill housing and choice. City-led public consultation has been undertaken for the project and the applicant has responded to staff and community feedback. Staff recommend that Council consider First and Second Readings and forward the bylaws to a Public Hearing.

## **BACKGROUND**

### **Site Characteristics and Context**

The subject site has an area of 748.45 sq. m. (8,056.3 sq. ft.). It is located in the Queen's Park neighbourhood and Queen's Park Heritage Conservation Area, in an area comprised primarily of single-detached dwellings. Located near the intersection of Fourth Street at Sixth Avenue, the site is less than 300 m. (984 ft.) from Sixth Street, a Great Street and Frequent Transit Network route. Additional site context information is provided in Attachment 3.

### **Heritage Value**

Built in 1912, the house at 318 Sixth Avenue (Knott House) has aesthetic, cultural, historic, and social values. The Statement of Significance (Attachment 1) indicates it is valued for its Edwardian-era cottage style, which is representative of a common design used for members of the working class. It is also valued for its historical significance. Emma Knott, a local female artist who exhibited her work in Vancouver, was the house's first and longest resident. The house has housed a variety of residents over the years, including other working-class individuals.

### **Policy and Regulations**

The application is consistent with the property's Official Community Plan land use designation of (RD) Detached and Semi-Detached Housing, which permits, among other forms, single detached dwellings with a secondary suite. As it is not consistent with existing zoning, and given that protection of a heritage asset is proposed, an HRA is appropriate to enable the project. On September 11, 2023, Council removed the suspension on new HRA applications in Queen's Park which was on pause since May 2022. Similar to a rezoning, the HRA would permit relaxations to the Zoning Bylaw while providing greater ability to enforce heritage provisions secured through the development review process.

The application is also consistent with the current Interim Development Review Framework and with provincial Small Scale Multi Unit Housing requirements as it would further relax existing compliant zoning. The subject site has not been included in Townhouse Accelerator Initiative. A summary of these and other related City policies are included in Attachment 3.

## **PROPOSAL**

The HRA would allow construction of a new infill house with secondary suite adjacent to the existing Knott House, fronting Sixth Avenue. The property would be subdivided with the heritage house on the larger of the two lots. A total of three family-friendly units are proposed across the two buildings. The heritage house would contain one four-bedroom unit, while the new infill house would contain one three-bedroom principal unit and one two-bedroom secondary (rental) unit. As part of the HRA, two trees will be removed, one of which is no longer living. Three trees (two maple, one cherry) are being retained with minimal anticipated impact and three new replacement trees will be planted in line with the City's Tree Bylaw requirements.

A total of five resident parking spaces are proposed – three on the heritage lot in the form of an existing parking pad, and two on the new lot in the existing detached garage. The number of parking spaces exceeds Zoning Bylaw requirements. Select project drawings are included in Attachment 1 and project relaxations in Attachment 3.

## **DISCUSSION**

### **Overall Evaluation**

HRA applications generally seek to balance the benefits to the community with benefits to the property owner. The proposed HRA would facilitate preservation of the 1912 Knott House, as well as its long-term legal protection and maintenance. The project would also provide two new family-friendly housing units, one of them being a rental secondary suite. Primary relaxations to facilitate the project include smaller minimum lot sizes, increased density for the new house, and variances to support retention of the existing detached accessory building (garage). These relaxations are discussed below, with additional minor variances included in Attachment 3. Staff recommends consideration of the HRA given the proposed benefits.

### **Small Lot Subdivision and Site Frontage**

The HRA application proposes lots which would be smaller than permitted in the current zone. The heritage house lot would be 418.4 sq. m. (4,503.6 sq. ft.), consistent with Small Lot zones (such as RS-5), and the new house lot would be 330.0 sq. m. (3,552.24 sq. ft.), consistent with Compact Lot zones (such as RT-2D). This consistency demonstrates their livability.

Additionally, as the frontage of the new house lot (9.6% of lot perimeter) would be less than required by the Local Government Act (10% of lot perimeter), a minor relaxation is required. Relaxations to lot size and frontage in order to facilitate small and compact lot subdivision is permissive through the Policy for the Use of HRAs and considered supportable given the proposed benefits.

## Increased Density and Garage Height

The property's zoning permits an overall density of 0.7 FSR for protected category properties or 0.5 FSR for non-protected category properties, and three residential dwelling units (one principal and two accessory). The Knott House is a protected house, and as such, no relaxation to density is sought. As the new infill house would be a non-protected house, a relaxation of 0.15 FSR (0.65 FSR proposed and 47.7 sq. m. / 513.9 sq. ft. over the permitted 0.50 FSR) would be required. A relaxation of 0.03 FSR (12.7 sq. m. / 137.1 sq. ft.) would also be required to enable retention of the existing garage. The proposed densities for each lot are shown in Table 2 below:

*Table 2: Density Relaxations*

		<b>FSR in RS-4 Zone</b>	<b>Proposed FSR</b>	<b>Relaxation</b>
<b>Lot 1</b>	Heritage House	0.7	0.51	None
<b>Lot 2</b>	Infill House	0.5	0.65	0.15 (30% larger)
	Detached Accessory Building	0.1	0.139	0.039 (39% larger)

The density relaxation is considered reasonable given the benefits provided by the project, which would not be achieved under existing zoning regulations. Additionally, in proposing a total of three units (two principal and one secondary) there would be no increase to the overall number of permitted units.

The existing garage will be relocated to the new lot to serve the new house with a secondary suite. It exceeds the Zoning Bylaw limits in both size and height—occupying 13.9% of the lot area (above the 10% maximum) and reaching a height of 17.94 ft. (5.47 m), which is 2.94 ft. (0.89 m) over the allowed height. The height relaxation is considered minor and acceptable due to sustainability reasons as the existing garage structure (and associated building materials) would be retained versus being demolished.

## **PUBLIC CONSULTATION**

### **City-led Consultation**

City-led consultation included an online survey and project website. A total of nine survey response were received. Three people sent their comments as emails to the City. Attachment 4 includes a description of the consultation process and all received feedback.

### **What We Heard**

Feedback was received regarding the scale and design of the infill house, with concerns about it appearing outsized for the lot and not aligning with the character of the neighborhood. Comments also highlighted traffic and pedestrian safety issues at nearby intersections, as well as the potential impact on housing affordability and density.

Concerns were raised about tree removal, provision of adequate space between buildings, and the appropriateness of large garage structures. Supportive feedback noted that the project provides heritage protection while accommodating modest density.

Staff notes that: the infill house is consistent with setback and site coverage regulation; the project would support heritage conservation objectives; tree replacement is proposed in accordance with Tree Bylaw requirements; and, parking provision exceeds Zoning Bylaw requirements. Information on how the remaining items were addressed is provided in the section below, as well as Attachment 5.

### Applicant Response and Revisions

The applicant has addressed consultation and staff feedback in the following ways:

- Adjusted the architectural design of the infill house to incorporate heritage-inspired elements, ensuring compatibility with the neighborhood's character while maintaining a distinct identity;
- Confirmed that the infill house meets setbacks and site coverage requirements, to ensure it fits appropriately within the lot while maintaining open space;
- Engaged a transportation consultant to assess traffic and pedestrian safety at key intersections, ensuring that the proposal does not contribute to increased risks; and
- Verified that the proposal aligns with the objectives of the City's heritage program, balancing heritage conservation with the introduction of modest, family-oriented housing.

The applicant noted that further reductions to the infill house's size or additional design alterations could compromise its functionality and livability. The current proposal seeks to balance density with ensuring a livable and well-integrated housing option. Staff considers the above an appropriate response to community feedback.

### APPLICATION REVIEW PROCESS

Below is an overall outline of the development review process for this project.

1. Quarterly Report to Council re Development Projects (October 16, 2024);
2. Interdepartmental staff review towards a suitable plan of development;
3. City-led consultation, including creation of a Be Heard New West webpage and survey (January 15 to February 6, 2025)
4. Council consideration of First and Second Readings of the Heritage Revitalization Agreement and Heritage Designation Bylaws **(WE ARE HERE)**;
5. A Public Hearing followed by Council's consideration of Third Reading of the Bylaws;
6. Council consideration of Adoption of the Bylaws; and,
7. Consideration of issuance of the Heritage Alteration Permit by the Director of Planning and Development.

As fewer than six storeys are proposed, and the form of development is consistent with the Official Community Plan, the application was not forwarded to the New Westminster Design Panel, Community Heritage Commission, or the Advisory Planning Committee for review or comment. Consistent with development application streamlining measures, and given the project's small scale, review of the project's heritage value and conservation measures were conducted by the City's heritage consultant.

### **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. This project-based team includes staff from Engineering, Planning and Development, Parks and Recreation, Electrical and Fire Departments.

### **FINAL ADOPTION REQUIREMENTS**

The following items will need to be addressed to the satisfaction of staff prior to adoption of the proposed Heritage Revitalization Agreement and Heritage Designation Bylaws:

- Preliminary Civil Drawing Review and initiation of work with Engineering on a Works and Services Agreement (Attachment 6); and
- Submission of a landscape security.

### **FINANCIAL IMPLICATIONS**

It is expected that there would be limited financial implications for this project. Consistent with the Interim Development Review Policy, Voluntary Amenity Contributions (VACs) are not collected for heritage revitalization projects of this scale. Development Cost Charges (DCCs) would be calculated and collected prior to Building Permit issuance to assist in funding the cost of upgrading transportation, drainage, water and sanitary infrastructure, as well as parks. This application is a precursor to the City's consideration of an Amenity Cost Charge Bylaw.

### **OPTIONS**

The following options are available for Council's consideration:

1. That Heritage Revitalization Agreement (318 Sixth Avenue) Bylaw No. 8509, 2025 and Heritage Designation (318 Sixth Avenue) Bylaw No. 8510, 2025 be considered for First and Second Readings, and the bylaws forwarded to a Public Hearing.
2. That 318 Sixth Avenue be added to the City's Heritage Register following the adoption of the Heritage Designation (318 Sixth Avenue) Bylaw No. 8510, 2025.
3. That alternative direction be provided.

Staff recommends Options 1 and 2.

## **ATTACHMENTS**

Attachment 1: Heritage Revitalization Agreement (318 Sixth Avenue) Bylaw No. 8509, 2025

Attachment 2: Heritage Designation (318 Sixth Avenue) Bylaw No. 8510, 2025

Attachment 3: Background Information

Attachment 4: Applicant-led Consultation Feedback and Correspondence Received

Attachment 5: Applicant Response to Feedback

Attachment 6: Engineering Servicing Memo

## **APPROVALS**

This report was prepared by:

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This report was reviewed by:

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