

Attachment 1

*Staff Report to the Land Use and Planning
Committee dated July 12, 2021*



REPORT

Development Services

To: Land Use and Planning Committee **Date:** 7/12/2021

From: Emilie K Adin, MCIP **File:** HER00810
Director of Development Services

Item #: 17/2021

Subject: 323 Regina Street: Heritage Revitalization Agreement - Preliminary Report

RECOMMENDATION

***THAT** the Land Use and Planning Committee instruct staff to provide feedback on the items listed in Section 4.0 of this report; and*

***THAT** the Land Use and Planning Committee instruct staff to process the Heritage Revitalization Agreement application as listed in Section 5.0 of this report.*

EXECUTIVE SUMMARY

In March 2021, an application was received for a Heritage Revitalization Agreement (HRA) at 323 Regina Street to construct a 162 sq. m. (1,747 sq. ft.) stratified infill house on a non-protected property in the Queen's Park Heritage Conservation Area. Given the date of the application, it is not covered by the pause Council placed on HRA applications in the Queen's Park neighbourhood on June 21, 2021, as identified in a report to Council on today's Regular Meeting agenda.

Through the HRA, the 1928 house would be legally protected with a Heritage Designation Bylaw. Some updating and restoration work was completed on the house in 2020, though as a non-protected house, the work was not governed by the neighbourhood's design guidelines.

The heritage house would be smaller than permitted at a density of 0.43 floor space ratio (FSR) and the infill house would be larger than permitted at a density of about 0.22 FSR for a total of 0.65 FSR. The overall density is appropriate to an HRA, though the infill house's size is larger than other similar applications. In addition to density and tenure relaxations, the project may require minor relaxations for building siting. A site plan and architectural renderings are included as Attachment 1.

Staff is seeking feedback from the Land Use and Planning Committee on the size of the infill house and the heritage designation, as well as the stratification proposed in this application, as this is a form of development Council identified as needing further clarification in the HRA program for the Heritage Conservation Area; as a similar application across the street was recently not supported by Council (515 Fourth Street); and, as the City's duplex and stratification policy is not fully developed.

1.0 BACKGROUND

1.1 Development 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 lot is zoned for a single detached dwelling with a secondary suite and carriage house (RS-4). As such, the site is eligible for a density of 0.5 FSR.

A carriage house of up to 0.1 FSR is also permissive in this zone, for a total site density of 0.6 FSR. Carriage house density may be increased to 0.15 FSR, if the main house is reduced by a corresponding 0.05. The maximum size for a carriage house, without any relaxation from an HRA or a rezoning, is 958 sq. ft. (89 sq. m.). Any carriage house built in the Queen's Park neighbourhood would be required to meet the area's design guidelines as well as the Development Permit Area guidelines for this building form. Further information on the policy and regulatory context of this application is available in Attachment 2.

1.2 Heritage Policy and Protection

The site is located in the Queen's Park Heritage Conservation Area though is not a protected property: its heritage protection was removed during the Special Limited Category Study in 2018 (see Attachment 2 for details).

As a non-protected property, changes to the exterior do not require a Heritage Alteration Permit (HAP) and the property is not eligible for the Heritage Conservation Area's incentives program. Should the house be protected by the Conservation Area, density of 0.7 FSR would be permitted for the principal house with a carriage house of up to 0.1 FSR (a total site density of 0.8 FSR).

1.4 Recent Upgrades to House

In March 2020, a Building Permit was issued by the City for a covered deck and mudroom at the rear of the building and an enlarged second storey rear dormer. As 323 Regina Street is currently a non-protected property in the Queen's Park Heritage Conservation Area, a Heritage Alteration Permit (HAP) was not required in conjunction with the Building Permit.

This work is now completed, is consistent with the Queen's Park Heritage Conservation Area design guidelines, and is generally considered acceptable heritage conservation though it does not consistently reflect best practice. The HRA would require better consistency with best conservation practice and some minor restoration, including some reversal of the previous work, is anticipated as part of the HRA. The conservation approach and work completed to date would be reviewed by staff and the Community Heritage Commission as part of the application review process. Further information on the work performed is provided in Attachment 4. Below is a current photograph of the house:



Figure 2: Current photograph of the house, provided by the property owner

2.0 PROJECT DESCRIPTION

The proposal is to retain the 1928 house and protect it through a Heritage Designation Bylaw in exchange for the construction of an infill house and the stratification of the lot. A general site plan is provided below, and further architectural drawings and renderings are included as Attachment 1.

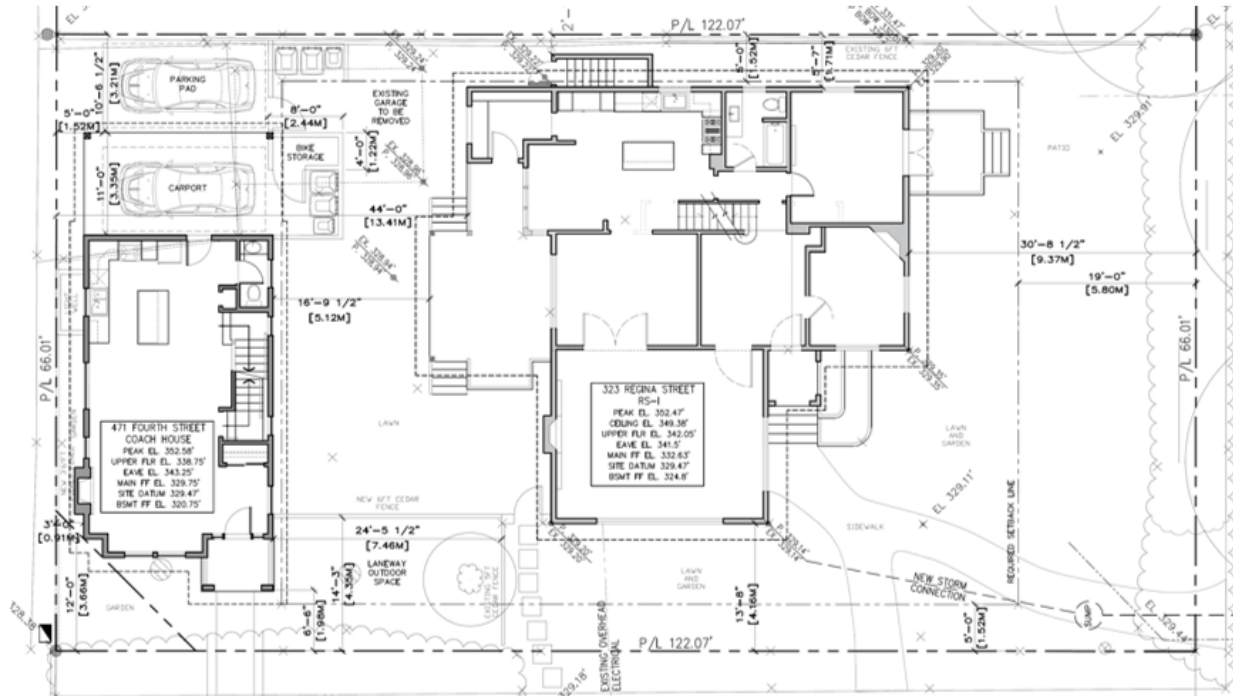


Figure 3: Proposed Site Plan

The heritage house has a density of 0.43 FSR and is 320 sq. m. (3,443 sq. ft.). The new house would have a density of 0.22 FSR and be approximately 162 sq. m. (1,747 sq. ft.). The total site density would be 0.65 FSR. Both houses would be family friendly sized where the heritage house has four bedrooms and the new house is proposed to have three bedrooms. The heritage house would remain in its current location and setback.

The design of the infill house (shown below and in Attachment 1) is consistent with the Queen's Park Heritage Conservation Area Design Guidelines and the Carriage House Development Permit Area Guidelines. Private open space and sufficient separation between the infill and the principal dwelling are provided, and light, privacy and overlook guidelines are generally followed. Secondary suites are not included as part of this application, but one could be added at a later date to the heritage house, subject to Council's approval, through an HRA amendment.

NEW HOUSE

HERITAGE HOUSE

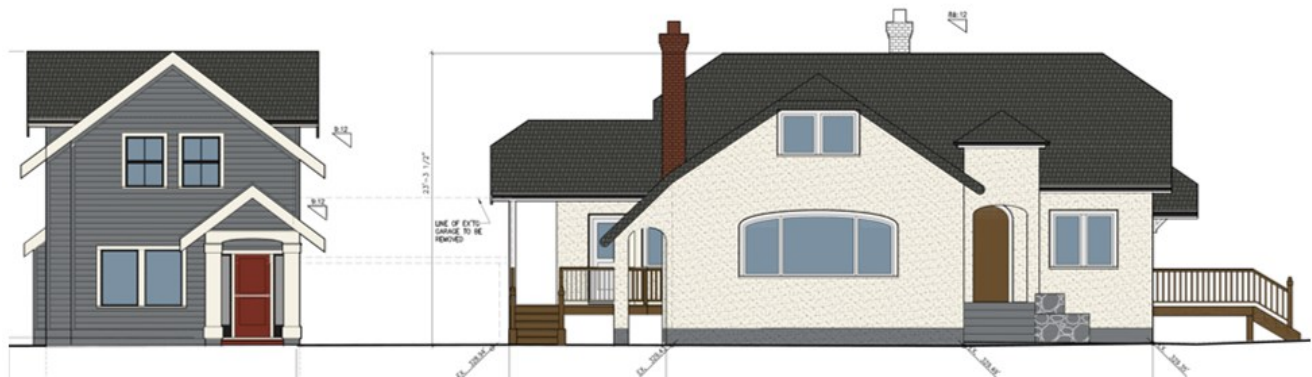


Figure 4: Proposed Fourth Street elevation provided by project team

3.0 DISCUSSION

3.1 Overall Evaluation

Staff is seeking feedback from the Land Use and Planning Committee on the “detached duplex” (stratified infill house) proposed in this application, as this is a form of development Council identified as needing further clarification in the HRA program for the Heritage Conservation Area; as a similar application across the street was recently not supported by Council 515 Fourth Street); and, as the City’s duplex and stratification policy is not fully developed. The size of the proposed infill building also exceeds other large carriage houses seen in HRAs to date.

The 1928 building had its heritage protection removed by Council in 2018 as part of the Queen’s Park Special Limited Study. At that time, the property was under different ownership and the owner was provided the opportunity to request the building remain protected, but did not. Since that time additional archival research has been conducted, and the new property owner feels heritage protection is warranted. Further information and analysis on each of these elements are provided in the sections below.

The proposal is consistent with the intent of the City’s family-friendly policy and goals of providing more “missing middle” housing forms (laneway/carriage houses, town/row houses, duplexes and triplexes). The infill type proposed is generally consistent with the intent of the design guidelines for similar housing forms and would result in buildings consistent with the site’s scale and neighbourhood context.

3.2 Heritage Value

As part of the Queen's Park Special Limited Study (see Attachment 2), Council removed protection from all studied properties which scored less than 60% in their assessment. This property scored 56% due to its lack of social-cultural value. As the house is not associated with a significant person, event, tradition or practice, no points were awarded under these criteria.

As detailed in both the Special Limited Study Heritage Assessment and the prepared Statement of Significance for this house (Attachment 3) the house is considered to have some aesthetic and historic value. It was built in 1928 and has is an intact example of a Storybook style dwelling, with elements from both the French and English tradition. It has historical significance for being among a rare stock of interwar period developments in the Queen's Park neighbourhood.

Recent historic research by the applicant found a newspaper article which showcased the building and provided details on the various contractors and craftsman, many well-known and well-respected in the community. Additionally, the first resident Elmer Edgar is representative of the middle-class individuals working in New Westminster, as he was the Manager of the local Tip Top Tailor's New Westminster branch, a Canadian company.

Understanding these connections to the city's past, heritage protection is considered reasonable. As part of their review of the HRA application, the Community Heritage Commission could be asked to consider whether the heritage value warrants protection under the Conservation Area or a Heritage Designation Bylaw.

Does the Land Use and Planning Committee support giving further consideration to returning heritage protection to this property?

3.3 Stratification

Since 2015, there have been nine HRA applications, completed or currently in-progress, which have included stratification. The majority of HRA applications involving stratification have been for properties with an Official Community Plan (OCP) land use designation of "Ground Oriented Infill Housing" (RGO) or "Multiple Unit Buildings" (RM). The subject site has an OCP designation of "Residential Detached and Semi-Detached Housing" (RD).

The only other HRA application involving stratification of a site with an RD designation was defeated by Council on November 9, 2020. That project was proposed for 515 Fourth Street which is located directly across the street from this proposal, in the Queen's Park Heritage Conservation Area. The infill house proposed in the 515 Fourth Street application was 32% smaller (110 sq. m./1,188 sq. ft.) than the one proposed at 323 Regina Street (162 sq. m./1,747 sq. ft.).

Although stratification of infill houses has not been implemented as part of the Heritage Conservation Area incentives program to date, it had been identified as a potential incentive item and an element to remain in the HRA program for the area in the meantime. It is currently a form of development which Council has directed as needing further clarification in the HRA program for the Heritage Conservation Area.

Alternative development options could include: the current HRA proposal without stratification (i.e. an infill rental house); a small lot subdivision (lot sizes of approximately 371.5 sq. m. / 4,000 sq. ft.) through an HRA; or a smaller rental carriage house (maximum size of 89 sq. m. / 958 sq. ft.) through the Conservation Area's incentives program, which would not require an HRA, but only inclusion on the list of protected properties.

Does the Land Use and Planning Committee support that staff advise the applicant that stratification should not be included as part of a Heritage Revitalization Agreement application on this site, given Council's intention that HRAs with stratification in the Heritage Conservation Area be further examined by staff?

3.4 Infill Building Size

The overall site density would be 0.05 (33 sq. m. / 335 sq. ft.) above the site's Zoning Bylaw maximum which is consistent with HRAs for small lot subdivision. The density is well below the Conservation Area's incentive program maximum as shown in the comparison tables in Attachment 5.

However, the size of the infill house (2.5 storeys) would be 55% larger than the maximum size for a carriage house in the Zoning Bylaw and under the Heritage Conservation Area's incentives program (max. 89 sq. m./958 sq. ft.). This is also larger than any carriage or laneway house HRA application to date.

The infill house could be made to be more consistent with the carriage house regulations and guidelines by reducing the size of the second story by 24 sq. m. (260 sq. ft.) and removing the basement space (entertainment room). This would also reduce building bulk and neighbour overlook.

Does the Land Use and Planning Committee support that staff recommend the applicant reduce the size of the proposed infill house to be consistent with the carriage house design guidelines and the Queen's Park Heritage Conservation Area incentives program?

4.0 FEEDBACK FROM THE LAND USE AND PLANNING COMMITTEE

Staff is seeking general feedback and direction from the Land Use and Planning Committee (LUPC) on the proposal, including feedback specifically on the following items:

1. Considering returning heritage protection to this property.
2. Not considering stratification as part of a Heritage Revitalization Agreement on this site.
3. Considering reducing the size of the proposed infill house.

5.0 CONSULTATION AND REVIEW PROCESS

The anticipated review steps for this application are:

1. Preliminary report Council (fall 2021);
2. Applicant-led public consultation, including dissemination of information through the local Residents Association (fall-winter 2021);
3. Review of the proposal's heritage elements by the Community Heritage Commission (winter 2021-2022);
4. Council consideration of First and Second Readings of the project's Bylaws (spring 2022),
5. A Public Hearing followed by Council's consideration of Third Reading and Adoption of the project's Bylaws (spring 2022).

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.

6.0 INTERDEPARTMENTAL LIAISON

The City has a project-based team approach for reviewing development applications. This application has been reviewed by Engineering (Servicing), Fire, Electrical, Parks and Recreation, and Development Services (Building, Planning, Trees, Heritage) Departments who provide comments to the applicant throughout the development review process.

7.0 OPTIONS

The following options are offered for consideration of the Land Use and Planning Committee:

1. That the Land Use and Planning Committee instruct staff to provide feedback on the items listed in Section 4.0 of this report; and
2. That the Land Use and Planning Committee instruct staff to process the Heritage Revitalization Agreement application as listed in Section 5.0 of this report.
3. That the Land Use and Planning Committee instruct staff to work with the applicant to integrate their feedback and return to the Committee for review, prior to proceeding with the process listed in Section 5.0 of this report.
4. That the Land Use and Planning Committee provide staff with alternative feedback.

Staff recommend options 1 and 2.

ATTACHMENTS

Attachment 1: Project Summary Letter and Drawing Package

Attachment 2: Policy and Regulations Summary

Attachment 3: Special Limited Study Heritage Value Assessment and Statement of Significance

Attachment 4: Summary of Recently Completed Work

Attachment 5: Comparison of Proposal to Zoning and Incentives Program

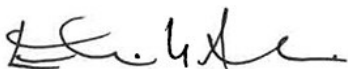
This report has been prepared by:

Kathleen Stevens, Heritage Planning Analyst

Britney Dack, Senior Heritage Planner

This report was reviewed by:

Jackie Teed, Senior Manager of Development Services



Emilie K Adin, MCIP

Director of Development Services



Attachment 1

Project Summary Letter and Drawing Package

Heritage Restoration Design Rationale

323 Regina Street

The subject property is in the established neighbourhood of Queens Park on a nicely treed street. The street has a mix of one and half and two storey homes.

The existing house is located on the corner of Regina Street, with a corner entry with the door facing Fourth Street. The lane is Sydney Street. There are a mix of housing styles and ages in the area. The property has a big back yard where we proposed to add an infill house. The existing house is small for the property with an existing FSR 43% and a site coverage of 20.4%, making it a good candidate for an HRA to guarantee its future.

When the owners, Rosanne Hood and Gary Holisko, found out this house on Regina was for sale, they decided this was a good opportunity to restore a home which had been neglected for years; and saw the opportunity for a laneway home for their youngest son and his fiancé.

They have a strong commitment to the heritage values in the community. They restored their first house in New Westminster on Fifth Street; making significant effort to restore this 'eclectic cottage' while making it meet their contemporary needs. The house was on the Heritage Home Tour in 2016 and was included as part of the Heritage Conservation Area (HCA).

Rosanne and Gary are committed to heritage preservation. Rosanne is a member of the City's Community Heritage Commission, as well as an executive board member of the NW Heritage Preservation Society. Gary was a member of the Queens Park Neighbourhood Heritage Study initiated by Mayor Cote which saw the establishment of the City's first HCA in Queens Park. He is currently a member of the Facilities, Infrastructure, and Public Realm Advisory Committee.

They took possession of 323 Regina Street in Oct of 2019. They renovated the existing house to bring it back to its original glory referenced in a 1928 newspaper article.



The existing heritage house was built in 1928 by E.A. Edgar. The design of the house has elements of the English Storybook tradition; however, it more closely resembles the French Storybook style. It is a one and a half storey, wooden framed building with jerkinhead roof with rolled eaves, stucco cladding and a cat slide over the rear outdoor entranceway.

The proposed infill house will be located at the corner of Sydney and Fourth Street. It will be two storeys, with a partial basement for a music room and a front porch, the second floor will be built into the roof to minimize massing. Their son, Jon is a professional musician who teaches and performs around the province. Starting out for a young family in the current real estate market is difficult and has been compounded by the current pandemic.

The new house would face Fourth Street providing a street face to the public. Designed to blend in with, but not mimic the existing context. The proposal addresses a disciplined street rhythm using primarily traditional architectural forms. With a subtle approach to individual expression so as not to conflict with elements in the neighbourhood.

New Westminster draws its identity from its long history and resulting heritage character, which we wish to support through this Heritage Restoration Agreement. We would also like to support the option for ground-oriented housing in a family friendly neighbourhood, within walking distance to all levels of school, transit, and great community facilities.

In exchanged for the protection of the heritage house, we would be asking for a slight relaxation on the height of the laneway house, an increase in area for the laneway house to 1,747.2 sq ft and stratification.

The overall FSR for the site would be 64% (the heritage house is 42.7% and the laneway 21.7%, with a combined above grade square footage of 51%) and the laneway house would have a peak height lower than the heritage house. Well below the allowance in the HCA of .7 for the main house and .1 for accessory.

This will allow Gary and Rosanne to assist their son's young family to afford to build a family friendly, ground oriented home in a neighbourhood that they have grown to love and protect a house that adds to the neighbourhood's charm.



PROJECT DATA – 323 REGINA STREET

EXT’G LEGAL DESCRIPTION:	LOT 12 OF LOT 4, SB 10, NWD, PLAN 2620	
CIVIC ADDRESS:	323 REGINA STREET, NEW WESTMINSTER, B.C.	
CURRENT ZONING/ USE:	RS–4 RESIDENTIAL DISTRICT	
	PERMITTED	EXISTING
SITE AREA:	6000 SF MIN.	66.0x122.07=8,056.62 SF
MEAN BLDG. HEIGHT (DATUM: EL: 329.47’)	25.0 FT	17.5 FT
MAXIMUM HEIGHT:	35.0 FT	23.0 FT
SITE COVERAGE:	35% (2,819.8 SF)	20.4% (1,643.4 SF)
SETBACKS OF BUILDING:		
FRONT:	19.0 FT	30.71 FT
REAR:	24.41 FT	44.0 FT
SIDE YARDS:	5.0 FT	W 13.7 FT/E 2.1 FT
FRONT PORCH ENCROACHMENT:	4.0 FT	0.0 FT
BUILDING AREAS:		
UPPER FLOOR AREA:	– SF	1,114.9 SF
MAIN FLOOR AREA:	– SF	1,643.4 SF
BSMT FLOOR AREA:	– SF	684.3 SF
TOTAL FLOOR AREA:	4028.31 SF	3,442.6 SF
FLOOR SPACE RATIO:	0.7	0.43
ATTACHED ACCESSORY:		
SIDE ENTRANCE PORCH:	– SF	33.0 SF
BACK PORCH/DECK:	– SF	219.4 SF
FRONT DECK:	– SF	72 SF
TOTAL FLOOR AREA:	805.6 SF (10%)	324.43 SF (4%)

PROJECT DATA – 471 FOURTH ST COACH HOUSE

EXT’G LEGAL DESCRIPTION:	LOT 12 OF LOT 4, SB 10, NWD, PLAN 2620	
CIVIC ADDRESS:	471 FOURTH STREET, NEW WESTMINSTER, B.C.	
CURRENT ZONING/ USE:	RS–4 RESIDENTIAL DISTRICT	
ENERGY USAGE:	STEP CODE 3	
	PERMITTED/REQUIRED	PROPOSED
SITE AREA:	6000 SF MIN.	66.0x122.07=8,056.62 SF
MAXIMUM HEIGHT:	23.0 FT	23.5 FT *
SITE COVERAGE:	10% (805.6 SF)	8.6% (694.6 SF)
SETBACKS OF BUILDING:		
FRONT (LANE):	3.0 FT	3.0 FT
BETWEEN HOUSES:	16.0 FT	16.8 FT
SIDE YARDS:	6.0 FT	W 6.5 FT/E 10.5 FT
BUILDING AREAS:		
UPPER FLOOR AREA:	– SF	694.6 SF
MAIN FLOOR AREA:	– SF	679.6 SF
BSMT FLOOR AREA:	– SF	373 SF
TOTAL FLOOR AREA:	958 SF	1,747.2 SF
FLOOR SPACE RATIO:	0.12	0.22 *
ATTACHED ACCESSORY:		
FRONT PORCH:	32.0 SF	38.5 SF
CARPORT:	226 SF	222.8 SF
BIKE STORAGE:	32.0 SF	32.0 SF

OVERALL SITE PROJECT DATA

SITE AREA:	66.0 x 122.07 = 8056.62 SF
PROPOSED SITE COVERAGE:	2338 SF (29%)
PROPOSED TOTAL FSR:	0.64 (5189.8 SF)
PROPOSED EXCLUDING BSMT FSR:	0.51 (4132.5 SF)
PROPOSED PARKING:	2 SPACES PROVIDED



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E-MAIL NDHEILLY@SHAW.CA

PROJECT TITLE.

**HERITAGE RA,
323 REGINA ST.,
NEW WESTMINSTER, B.C.**

DRAWING TITLE.

SITE DATA

Do not scale from drawings. All dimensions are to be verified on site prior to commencement of work. Any discrepancies are to be reported to the Designer immediately. Any proposed changes must be confirmed with the Designer in advance. All work must comply with the National Building Code of Canada, The Province of British Columbia Building Code and all relevant municipal by-laws. This drawing and its contents remain the copyright of Nancy G Dheilly.
Note: For all structural information refer to structural drawings.

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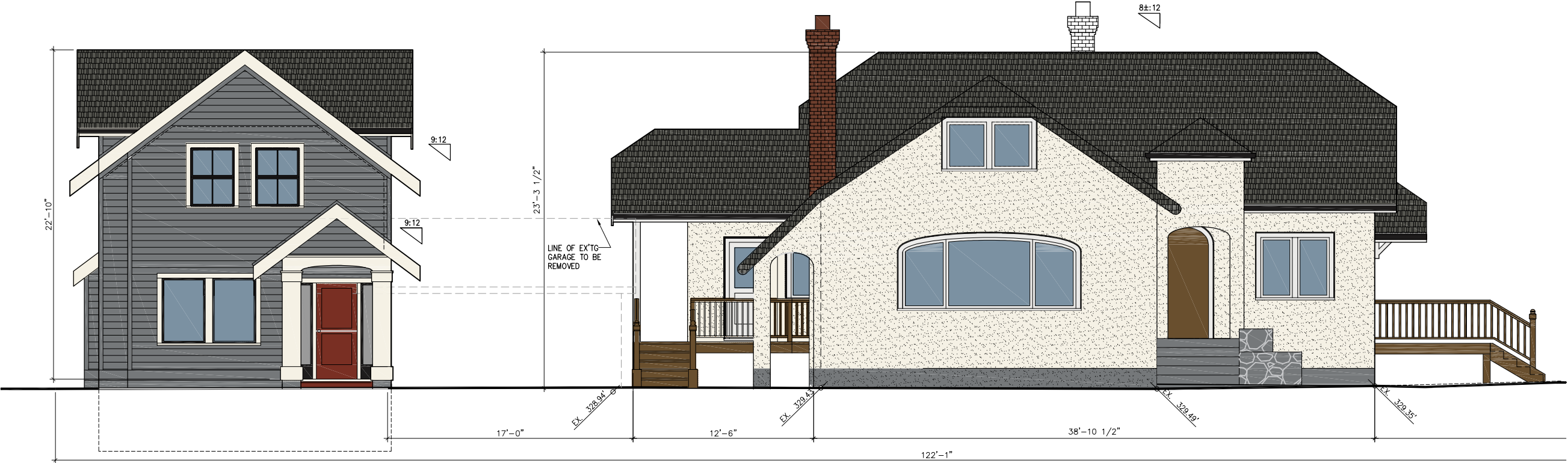
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DATE.	REVISED.
NOVEMBER 2020	JUNE 22, 2021

SCALE.
NTS

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A-0.1



1 4TH STREET ELEVATION
— SCALE: 1/8" = 1'-0"



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PROJECT TITLE.
LANEWAY HOUSE,
323 REGINA ST.,
NEW WESTMINSTER, B.C.

DRAWING TITLE.
**4TH STREET
ELEVATION**

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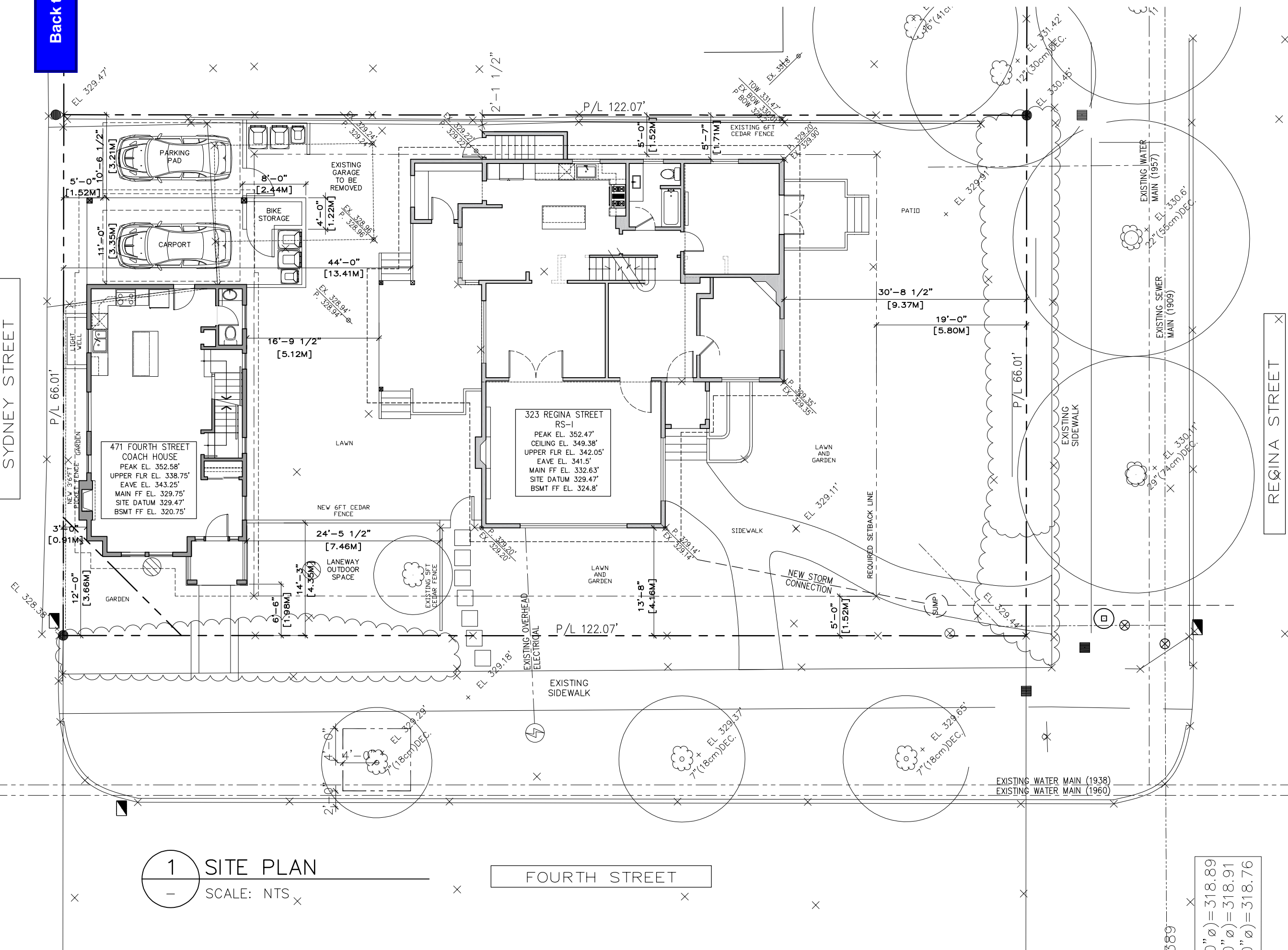
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**HERITAGE RA,
323 REGINA ST.,
NEW WESTMINSTER, B.C.**

SITE PLAN

DRAWING NO.

A-1.0



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PROJECT TITLE.

**HERITAGE HOUSE,
323 REGINA ST.,
NEW WESTMINSTER, B.C.**

DRAWING TITLE.

**4TH ST (WEST)
ELEVATION**

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NOVEMBER 2020	JAN 25, 2021

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A-1.5



1 4TH ST (WEST) ELEVATION
— SCALE: 3/16" = 1'-0"



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PROJECT TITLE.

**HERITAGE HOUSE,
323 REGINA ST.,
NEW WESTMINSTER, B.C.**

DRAWING TITLE.

**REGINA (SOUTH)
ELEVATION**

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DATE.	REVISED.
NOVEMBER 2020	JAN 25, 2021

SCALE.
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1 REGINA (SOUTH) ELEVATION
— SCALE: 3/16" = 1'-0"



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PROJECT TITLE.

**HERITAGE HOUSE,
323 REGINA ST.,
NEW WESTMINSTER, B.C.**

DRAWING TITLE.

**NORTH
ELEVATION**

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NOVEMBER 2020	JAN 25, 2021

SCALE.
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1 NORTH ELEVATION
— SCALE: 3/16" = 1'-0"



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PROJECT TITLE.
**HERITAGE HOUSE,
323 REGINA ST.,
NEW WESTMINSTER, B.C.**

DRAWING TITLE.
**EAST
ELEVATION**

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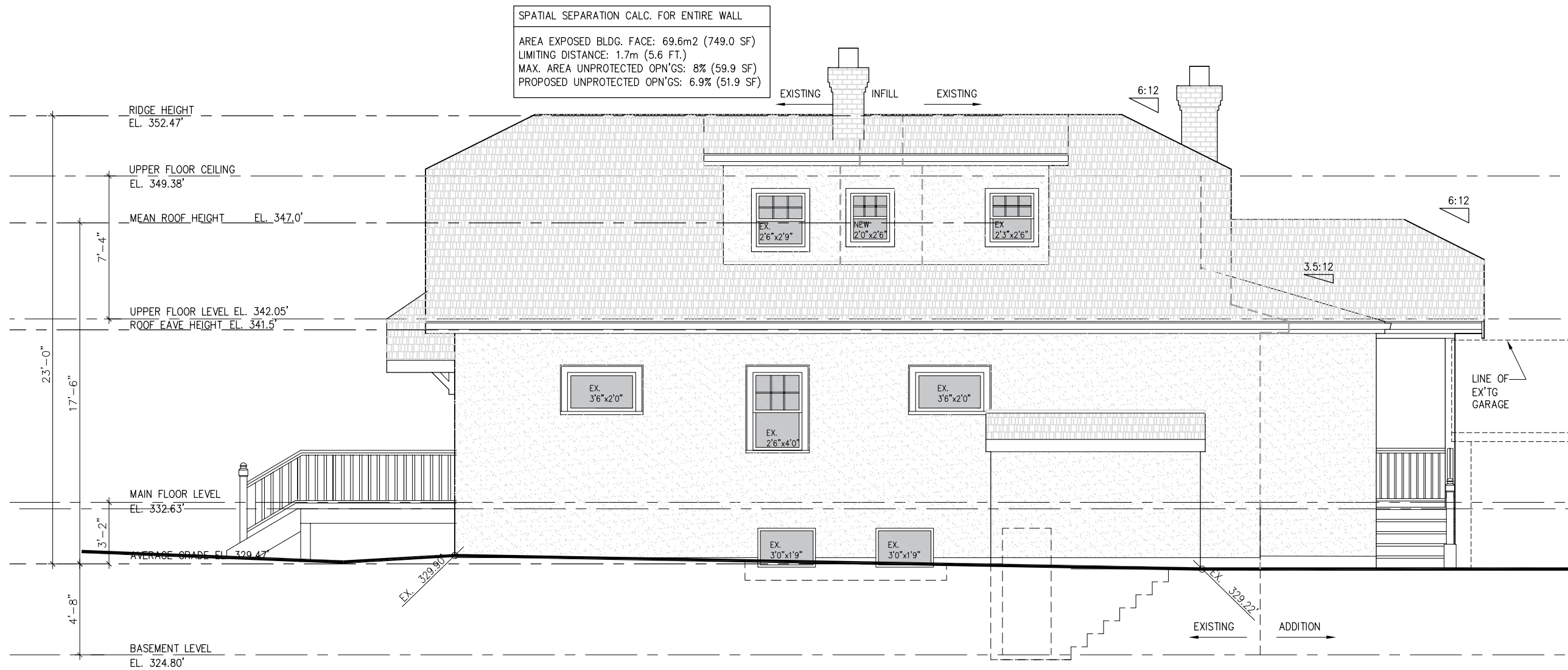
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NOVEMBER 2020	JAN 25, 2021

SCALE.
3/16"=1'0"

DRAWING NO.

A-1.8



1 EAST ELEVATION
— SCALE: 3/16" = 1'-0"

MATERIALS KEY

A

ASPHALT ROOF SHINGLES
IKO HAVARD SLATE

B

FIBRE-CEMENT SIDING W/5 1/2" EXPOSURE
HARDI SIDING - POINT GREY (BM VC-24)

C

DBL. GLAZED LOW-E WOOD WINDOWS
REGAL SOFT GLOSS K404-80 BLACK

D

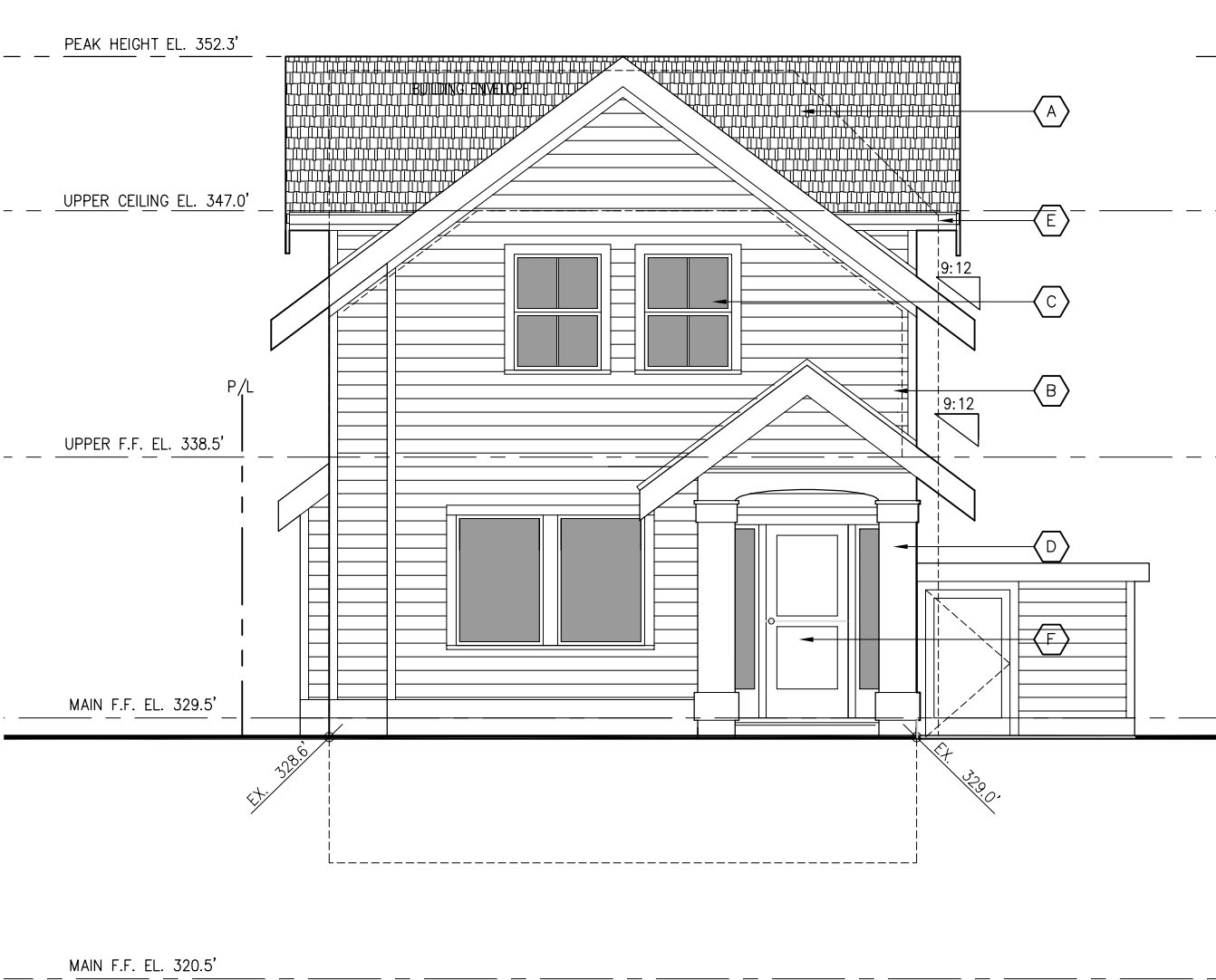
ROOF & PORCH TRIMS & GUARDRAILS
WOOD PAINTED AURA LOW LUSTRE 634-1 WHITE

E

GUTTERS AND DOWNSPOUTS
BLACK

F

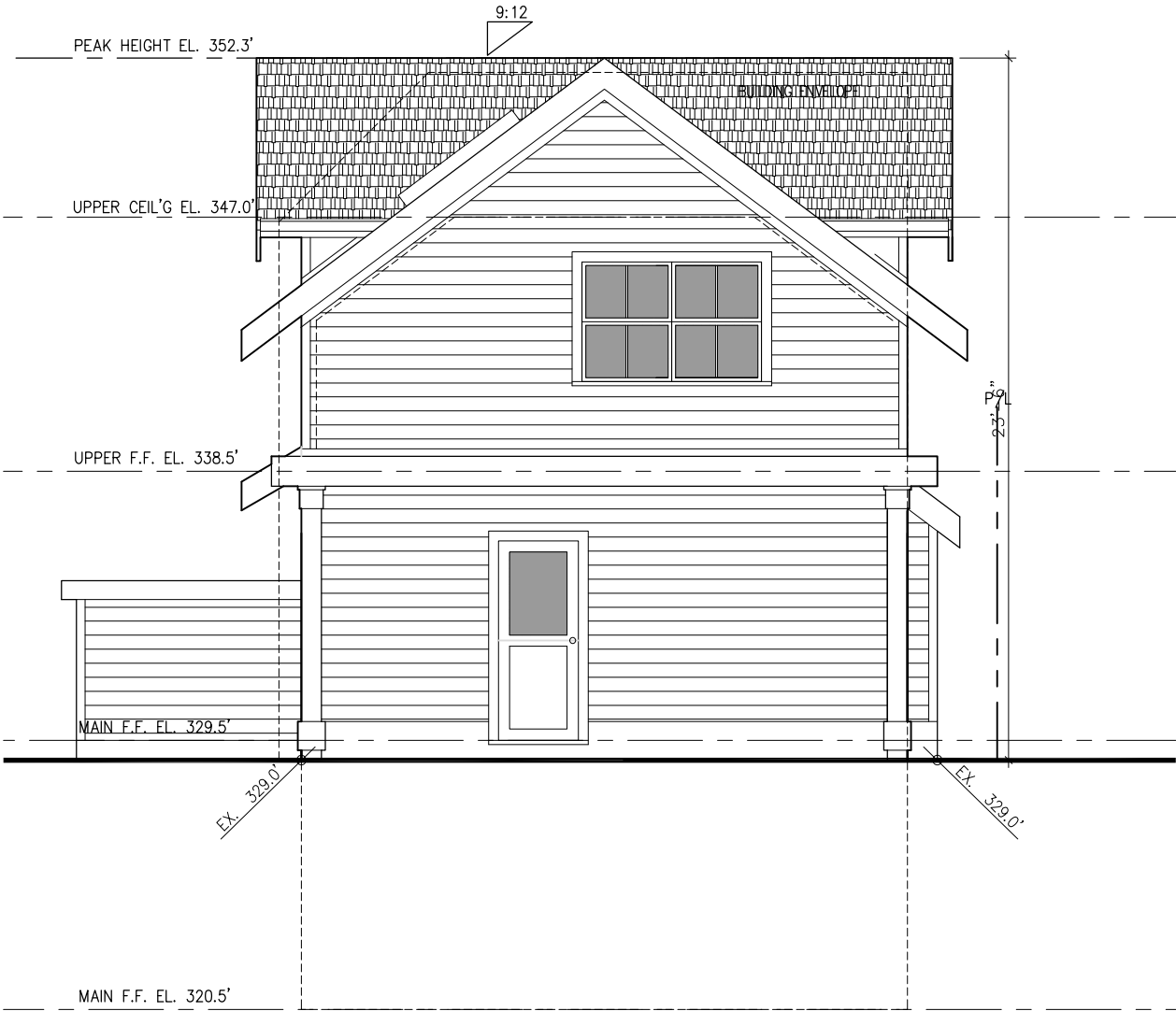
FRONT DOOR-MELLISH RUST (BM VC-28)



1

WEST ELEVATION

SCALE: 3/16" = 1'-0"



2

EAST ELEVATION

SCALE: 3/16" = 1'-0"



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PROJECT TITLE.

LANEWAY HOUSE,
323 REGINA ST,
NEW WESTMINSTER, B.C.

DRAWING TITLE.

WEST AND EAST
ELEVATIONS

Do not scale from drawings. All dimensions are to be verified on site prior to commencement of work. Any discrepancies are to be reported to the Designer immediately. Any proposed changes must be confirmed with the Designer in advance. All work must comply with the National Building Code of Canada, The Province of British Columbia Building Code and all relevant municipal by-laws. This drawing and its contents remain the copyright of Nancy G Dheilly. Note: For all structural information refer to structural drawings.

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CAD FILE NAME.
19-254

DATE.	REVISED.
NOVEMBER 2020	JUNE 24, 2021

SCALE.
3/16"=1'0"

DRAWING NO.

A-2.5



1 NORTH ELEVATION
SCALE: 3/16" = 1'-0"



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PROJECT TITLE.

LANEWAY HOUSE,
323 REGINA ST,
NEW WESTMINSTER, B.C.

DRAWING TITLE.

**NORTH
ELEVATION**

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NANCY G DHEILLY

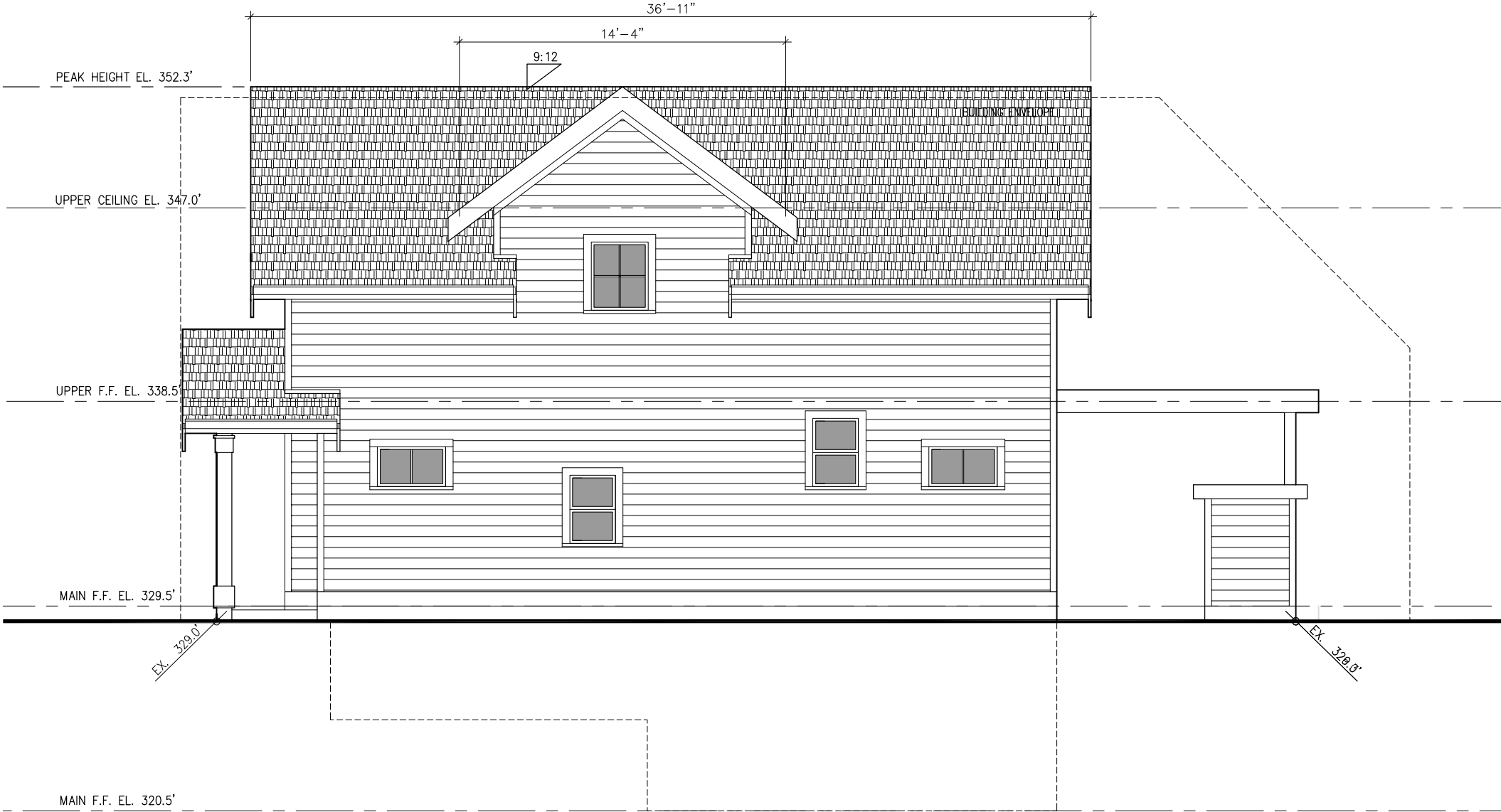
CAD FILE NAME.
19-254

DATE. REVISED.
NOVEMBER 2020 JUNE 24, 2021

SCALE.
3/16"=1'0"

DRAWING NO.

A-2.6



1 SOUTH ELEVATION
— SCALE: 3/16" = 1'-0"



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PROJECT TITLE.

LANEWAY HOUSE,
323 REGINA ST,
NEW WESTMINSTER, B.C.

DRAWING TITLE.

**SOUTH
ELEVATION**

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Note: For all structural information refer to structural drawings.

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19-254

DATE. REVISED.
NOVEMBER 2020 JUNE 24, 2021

SCALE.
3/16"=1'0"

DRAWING NO.

A-2.7



Attachment 2

Policy and Regulations Summary

ATTACHMENT 2: POLICIES AND REGULATIONS SUMMARY

Official Community Plan Land Use Designation

The Official Community Plan (OCP) designation for this site is *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). Complementary uses include home based businesses, small scale local commercial uses (e.g. corner stores), small scale institutional uses (e.g. child care, care facilities, places of worship), utilities, transportation corridors, parks, open space, and community facilities.

The OCP also indicates that, through a Heritage Revitalization Agreement (HRA), a property may be eligible for incentives such as a smaller minimum lot size, an increase in density, or reduced parking requirements, which would make it viable to conserve assets with heritage merit. The proposed application is consistent with the OCP designation for this site.

Queen's Park Heritage Conservation Area

The subject property is not protected under the Queen's Park Heritage Conservation Area. The proposed Heritage Designation and Heritage Revitalization Agreement (HRA) would provide a high level of protection, design control, and development regulations which exceed those of the Heritage Conservation Area. The additional protection and sensitive infill proposed is overall consistent with the goals of the Heritage Conservation Area. The proposed application is consistent with the Conservation Area's design guidelines.

Special Limited Category Study

Through the Heritage Conservation Area policy development process in 2018-2019, approximately 80 properties were identified for further study and were categorized as "Special-Limited Protection". An additional 12 protected properties were added through an expanded application period. Through the three phases of the Study, these properties were reclassified as either Protected or Non-Protected, based on detailed analysis of their heritage merit and development options. The program included review of the properties by the Community Heritage Commission (CHC).

323 Regina Street was part of the Study. Through that process, a Heritage Assessment was conducted on the house which is included as Attachment 3. Based on the results of the Study, Council removed heritage protection from this property on June 19, 2018.

Zoning Bylaw

The existing zoning for the site is RS-4 Queen's Park Single Detached Dwelling District. The intent of this district is to allow single detached dwellings with secondary suites and a laneway or carriage house. In this zone, the maximum floor space ratio (FSR) for houses which are protected under the Queen's Park Heritage Conservation Area is 0.7 and houses not protected under the Heritage Conservation Area is 0.5. As described in the report, the proposed application would require zoning relaxations. As such, a Heritage Revitalization Agreement would be required to permit the proposal.

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

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) through a Heritage Alteration Permit (HAP). Future development is no longer entitled, but could be permitted by Council with an HAP.



Attachment 3

Special Limited Study Heritage Value Assessment and Statement of Significance

Property Heritage Value Assessment

323 Regina Street

Score: 5 out of 9



Heritage Value Assessment Study of the Special Limited Category Queen's Park Heritage Conservation Area City of New Westminster - March-April 2018

Prepared by heritage consultants team:

Elana Zysblat, CAHP - Ance Building Services
Julie Schueck, CAHP - Schueck Heritage Consulting
John Atkin - History + Research
Leslie Gilbert
Christine Hagemoen
Ben Toews

Heritage Status

Heritage Inventory – yes

Awards -no

New Westminster Heritage Homes Tours -no

Queen's Park walking tour brochure - no

Context and Siting

The subject building is located on Regina Street in the Queen's Park neighbourhood. It is on the corner of Regina Street and Fourth Street. The house is situated towards the front of the lot and is in line with the neighbouring houses along Regina Street. It has a short side yard setback on the eastern edge of the property. There are single family dwellings on either side of, and across the street from the property. Most of the adjacent buildings are smaller in massing, different in style, but from a similar era.



CityView aerial (2015) of the area with the subject property outlined in red

Description

The building is a two-storey Storybook designed house constructed in 1928. The building is L-shaped, clad in stucco, and has a gambrel roof with clipped and rolled edges. The front entry is located at the inside corner where the two sections of the “L” meet and which has an inset tower with arched openings on two sides. According to city records, there have been no additions or alterations to this building.

Photographs of Two Primary Elevations



façade elevation
(north)



side elevation
(west)

Heritage Value

323 Regina Street has heritage value for its aesthetic and historic significance. It has aesthetic value for its representation of the Storybook design, exemplified by its Gambrel roof with clipped and rolled edges, corner entry within a square tower, and stucco cladding. It has further aesthetic value for its corner orientation, and for its contribution to a cohesive historic streetscape.

The house has historic value for its age (1928) and some value for its association with long-time and first owners, Elmer A. & Elveria B. Edgar, who lived in the house until approximately 1947. He worked as a manager at Tip Top Tailors Ltd. In Vancouver.

The house has social value for its contribution to the community identity of the Queen's Park neighbourhood. It also supports the heritage significance of the neighbourhood by: contributing to a unique sense of time and place, representing the middle class, and contributing aesthetically through the design of the house.

Character Defining Elements

- Two-storeys
- L-shaped building
- Clad in stucco
- Gambrel roof with clipped and rolled edges
- Front entry located at the inside corner where the two sections of the "L" meet
- Inset tower with arched openings on two sides at the entry
- Access to the front entry by stone stairs set in a fan pattern that are approached by a concrete walk that angles straight to it from the corner of the property
- Wall inside of the entry faced in stone
- Front door set against the elevation that faces Fourth Street, is wood and has a curved top and sits within a curved wood frame, a small window opening at the top that has a grated cover
- Wood-frame casement windows to the west side of the front entry and on the elevation facing Fourth Street each have a shallow arch with diagonal lead muntin-bars in the side sashes; window to the east of the front entry is a double wood-framed leaded window
- Some of the windows are topped with a solid fabric awning
- Wood frame window unit in the peaks of the roof on each street elevation; the one facing Regina Street is triple width and double-hung with a six-paned upper over a single paned bottom window; and the one facing Fourth Street is double-width, double-hung with a six-paned upper over a single paned bottom window
- Two internal brick chimneys, one at the front facing Regina Street and one on the rear

Heritage Merit Checklist

values	criteria	score	comments
Aesthetic, Historic	good, integral example of its architectural style and/or one of few examples of this style, era, year, or construction technique in Queen's Park	2/3	Good intact representation of a Storybook design.
Aesthetic, Historic	contribution to cohesive streetscape and/or has landmark qualities and/or features unusual material or a distinguishing feature	2/2	Contributes to a cohesive streetscape and has some landmark qualities for its orientation to the corner and for its design.
Historic, Cultural, Social, Scientific, Spiritual	associated with significant person, event, tradition or practice	0/3	None.
Historic, Aesthetic, Cultural, Social, Historic, Scientific, Spiritual	landscaping features (built and planted)	1/1	Mature hedge along Regina Street and angular concrete path from the corner to the front porch.

total 5/9

Summary

The house at 323 Regina Street is a good example of the Storybook style that has some landmark qualities for its corner location and orientation. It retains much of its original design and materials.

Historic Background

Historic name – n/a

Construction date – 1928

Source: Site Development Report, City of New Westminster

Original owner – Elmer Albert Edgar

Builder – n/a

Architect – n/a

Early residents at the subject house:

1929-1945: Elmer A. & Elveria B. Edgar – manager at Tip Top Tailors Ltd., 301 West Hastings, Vancouver; later salesman at McDonald & Callan Ltd.

1947-1955: R. Gordon & Marion L. Quennell - retired

Source: Historic City Directories, Vancouver Public Library

Archival Photographs



House in the 1980s. Source: NWMA Building File

Research Resources

BC Archives:

Indexes to births (1854-1903), marriages (1872-1938), deaths (1872-1993), colonial marriages (1859-1872) and baptisms (1836-1888)

City of New Westminster:

Aerial views of the city on CityView interactive map

Digital photographs of Queen's Park (June 2016)

Historic building permit records as available on CityView interactive map

New Westminster Heritage Resource Inventory, Vol 2. Queen's Park

New Westminster's Oldest Houses Report. January 2008. Development Services Department

Historic Context Statement for Queen's Park Neighbourhood (Cook, Burton & Barman - 2009)

Statement of Significance for Queen's Park Neighbourhood - Doc # 974410

Summary of Historic Values for the Queen's Park Neighbourhood - Doc # 598557

Freund-Hainsworth, Katherine & Hainsworth, Gavin. 2005. *A New Westminster Album: Glimpses of the City as it was*. Dundurn.

Government of Canada Censuses for BC - 1901, 1911 and 1921

Hayes, Derek. 2005. *Historical Atlas of Vancouver and the Lower Fraser Valley*. Douglas & McIntyre.

Luxton, Donald. 2007. *Building the West: Early Architects of BC*. Talonbooks.

New Westminster Museum & Archives:

Archival photos

Building files - in Reading Room

Canadian Inventory of Historic Building photographic survey 1973

City of New Westminster Planning Department Slides - CNW 13-2

Subject files - in Reading Room

Water connection application binders - in Reading Room

New Westminster Public Library:

Archival Photographs

Columbian (Daily) Newspaper - various archival editions 1899-1979

Fire insurance maps

New Westminster Preservation Society Heritage Homes Tour brochures database

Street names of New Westminster: <http://www.nwheritage.org/heritagesite/history/content/streets/index.htm>

Vancouver Daily World newspaper - various archival editions 1899 - 1924

Vancouver Heritage Foundation: House Styles - <http://www.vancouverheritagefoundation.org/house-styles/>

Wolf, Jim. 2005. *Royal City: A Photographic History of New Westminster*. Heritage House.

ATTACHMENT 3: STATEMENT OF SIGNIFICANCE

323 Regina Street Edgar House

Description of Historic Place

This historic place, Edgar House, is a Storybook style Cottage with a jerkinhead roof. It is a one and a half storey, stuccoed, wood-frame construction with concrete foundation. The entry porch is centred between its two cross gables and the roof over the entrance resembles a turret. The house sits on a prominent corner lot, stretching the length of 4th street from Regina Street to Sydney Street in the Queen's Park neighbourhood.

Heritage Value of Historic Place

Edgar House at 323 Regina Street has heritage value for its aesthetic and historic significance. Aesthetically, this house is an eye-catching, intact example of a Storybook style dwelling, with elements from both the French and English traditions. Its connection to the French Storybook style is seen in its various characteristic features, including: its L-shape and centred turret over its arched front entryway. Its connection to the English Storybook style is seen in elements such as its jerkinhead roof, as well as its low, sloping roof (its catslide) on its western corner. Shared elements of both Storybook styles include its rolled roofline giving it a false-thatched roof appearance, its stucco cladding, its asymmetrical design and its arched windows and doors. It was showcased in a 1928 newspaper article as a unique and attractive structure; a fact that still holds true today. Its uniqueness in the landscape contributes to this place's significance.

This house also has historic significance being among a rare stock of interwar period developments in the Queen's Park neighbourhood, being just shy of the decline that came with the Great Depression a year after its construction. It was built in 1928 with the help and input of various contractors and craftsman, named in the aforementioned article about the property. These individuals included the well-known and well-respected builder K.R. Matheson, as well as Hugh Gifford (for the plumbing and furnace), Archie Cowie (for its fireplaces and chimneys), V. Cooper and Sons (for the plastering and stucco work) and E. Hagen, (for the interior and exterior decorating). This house's namesake, Elmer Edgar, is also representative of the middle-class individuals working in New Westminster for the community, as he was the Manager of the local Tip Top Tailor's New Westminster branch. Tip Top Tailors is a Canadian company, founded in Toronto, that has been around since 1909.

Character Defining Elements

Key elements that define the heritage character of Edgar House at 323 Regina Street include:

- Its location in the Queen's Park neighbourhood.
- Its residential form, scale and massing as expressed by its one and a half storey height.
- Its jerkinhead roof and rolled shingles, imitating thatching, as well as its flared catslide on the western corner of its roof, connecting to the English Storybook style.
- Its French Storybook style elements as represented by its asymmetry and its L-shaped massing with a turret tucked in the 'L' forming a shelter over the front door.
- Its arched windows, doorways and doors.
- Its numerous wood windows featured on all sides of the house, in various sizes and configurations (some double-hung, some divided-light, some quarreled with diamond patterned panes, etc.)
- Its stuccoed exterior.



Attachment 4

Summary of Recently Completed Work

ATTACHMENT 4: SUMMARY OF RECENTLY COMPLETED WORK

Based on information in the Heritage Conservation Plan, provided by the property owners:

Restoration

West (Fourth Street) Elevation:

- Catslide on the western corner

South (Regina Street) Elevation:

- Upper floor wood windows, replaced in-kind, with replica wood windows
- Removal of later-addition chimney

North (Sydney Street) Elevation:

- Upper floor wood windows, replaced in-kind, with replica wood windows.

All Elevations:

- Extensive patching on damaged stucco wall, particularly around the front entrance and the west side
- Removal of later-addition blue awnings over the various windows
- Original colour scheme (based on the 1928 newspaper article on the property)

Preservation

West (Fourth Street) Elevation:

- Original windows retained.

Rehabilitation:

North (Sydney Street) Elevation:

- Addition of a similarly pitched jerkinhead roof installed over rear, rolling eaves were not included to ensure its distinguishability
- Addition of a small mudroom, with an original windows relocated from the kitchen

South (Regina Street) Elevation:

- Addition of a new deck and patio
- Removal of a set of windows (relocated on site) and replaced with wooden French doors to provide an egress point and access to the new deck and patio.
- Addition of a wrought iron fence, similar in appearance to the window box ironwork that was added to the house shortly after it was built
- Addition of a window box

East Elevation

- Consolidation of two small dormers into one
- Addition of vinyl windows for two bathrooms and the laundry room (not visible from the street)
- Replacement of perimeter drain
- Replacement of drainage gutters and downspouts



Attachment 5

Comparison of Proposal to Zoning and Incentives Program

ATTACHMENT 5: COMPARISON OF PROPOSAL TO ZONING AND INCENTIVES PROGRAM

Table 1: Proposal Compared to the Heritage Conservation Area Incentives Program

Building	Incentives Program	Proposed	Relaxation
Existing House			
Density (FSR)	0.7	0.43	--
Size	524 sq. m. (5,640 sq. ft.)	320 sq. m. (3,443 sq. ft.)	--
Infill House			
Density (FSR)	N/A	0.22	--
Size	89 sq. m. (958 sq. ft.)	162 sq. m. (1,747 sq. ft.)	73 sq. m. (789 sq. ft.)
Project Total			
Density (FSR)	0.8	0.65	-
Squarefootage	613 sq. m. (6,598 sq. ft.)	482 sq. m. (5,190 sq. ft.)	-

Table 2: Proposal Compared to Zoning

Building	Permitted in Zoning	Proposed	Relaxation
Existing House			
Density (FSR)	0.48	0.43	--
Size	359 sq. m. (3,868 sq. ft.)	320 sq. m. (3,443 sq. ft.)	--
Infill House			
Density (FSR)	0.12	0.22	0.10
Size	-	162 sq. m. (1,747 sq. ft.)	75 sq. m. (806 sq. ft.)
Project Total			
Density (FSR)	0.6	0.65	0.05
Squarefootage	449 sq. m. (4,834 sq. ft.)	482 sq. m. (5,190 sq. ft.)	33 sq. m. (356 sq. ft.)