

REPORT

Climate Action, Planning and Development

To: Mayor Cote and Members of Council **Date:** March 7, 2022

From: Emilie K. Adin,
Director, Climate Action, Planning and
Development **File:** HER00791
HER00792

Item #: 2022-154

Subject: Heritage Revitalization Agreement (1324 Nanaimo Street) Bylaw No. 8290,
2022 and Heritage Designation (1324 Nanaimo Street) Bylaw No. 8291,
2022 for First and Second Readings

RECOMMENDATION

THAT Council consider Heritage Revitalization Agreement (1324 Nanaimo Street) Bylaw No. 8290, 2022 and Heritage Designation (1324 Nanaimo Street) Bylaw No. 8291, 2022 for First and Second Readings, and forward the Bylaws to a Public Hearing.

THAT Council add 1324 Nanaimo Street to the City's Heritage Register following the adoption of Heritage Designation (1324 Nanaimo Street) Bylaw No. 8291, 2022.

PURPOSE

For Council to consider bylaws which would allow the subdivision of a property in the West End into two lots, in exchange for heritage protection and restoration of the heritage house.

EXECUTIVE SUMMARY

An application has been received for a Heritage Revitalization Agreement (HRA) at 1324 Nanaimo Street, to enable subdivision of the corner property into two lots of 4,315 sq. ft. (400 sq. m.) and 3,194 sq. ft. (296 sq. m.) in size. Through the HRA (**Attachment 1**), an existing 1944 heritage house would be retained, restored, and legally protected with a Heritage Designation Bylaw (**Attachment 2**). A new house would be built on the newly created south lot fronting Fourteenth Street. Both houses would have secondary suites.

Though the project proposes a higher number of relaxations than would typically be considered through an HRA (15 in total), the project warrants consideration due to the heritage value of the Larsen House and the rarity of Heritage Designation in the West End, and as the design responds well to the neighbourhood context. Generally, the relaxations requested can be described provide benefits or respond well to the circumstances. The relaxations: (1) regularize the heritage house; (2) are the result of applying sloped site zoning to a flat site; (3) are minor in nature; and (4) are common to consider in the HRA program. The proposal is also consistent with the Official Community Plan (OCP) land use designation for the site.

Applicant-led public consultation has been undertaken for the project including development of a project website, online survey, online open house and circulation of project information to the West End Residents Association. The proposal was also presented to and supported by the Community Heritage Commission. As such, staff recommend that Council consider First and Second Readings, and forward the bylaws to a Public Hearing.

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" though not consistent with the property's Neighborhood Single Detached Residential District (NR-1) zone. As such, a Rezoning or Heritage Revitalization Agreement (HRA) is required.

An HRA has been proposed in order to allow small lot subdivision and some siting, parking, and density relaxations. In exchange for Heritage Designation and restoration of the house, these relaxations can be considered, per the City's Policy for the Use of HRAs. Further information on the policy and regulatory context of this application is available in **Attachment 3**.

Site Characteristics and Context

The subject property is 7,639 sq. ft. (709 sq. m.). It is located on the corner of Nanaimo and Fourteenth Streets in the West End neighbourhood, an area of single-detached dwellings. The property is three blocks east of Lord Tweedsmuir Elementary School, two blocks west of the Twelfth Street commercial area, and four blocks west of Moody Park (playground, sports field, seniors and youth centres, etc.). A site context map and aerial image is provided in **Attachment 4**.

The property is located approximately 250 feet (76 metres) from the nearest bus service and is currently served by an underutilized lane with a width of 2.44 metres (8 feet). Additional information pertaining to the transportation context is provided in **Attachment 5**.

Site Context Map



Heritage Value

Built in 1944, the Claude and Ruth Larsen House has been evaluated to have social, cultural, and aesthetic value. This house is an example of war-time construction in a working-class neighbourhood. It is important as one of three surviving WWII bungalows on this street. The building is considered a good example of the English revival style, and has been well maintained. The house is a side-gabled bungalow with an intersecting gable above the arched entrance. The majority of the original windows are intact, and only minor restoration is needed. The Heritage Conservation Plan, which describes the restoration work proposed for this project and the house's heritage value, is Appendix 2 of the HRA Bylaw (**Attachment 1** of this report).

PROJECT PROPOSAL

Project Description

The proposal is to allow subdivision of the 7,639 sq. ft. (709 sq. m.) corner property into two new lots of 4,315 sq. ft. and 3,194 sq. ft. (400 sq. m. and 296 sq. m.) in size. The existing 1944 house facing Nanaimo Street would remain in place on the larger lot, be restored, and the rear garage and large sundeck would be demolished. A new house would be built on the newly created smaller lot at the rear, facing Fourteenth Street. Both houses would contain secondary suites and would include one parking space per

lot, and each unit would have private outdoor space. Project drawings are included as Appendix 5 in the HRA Bylaw (**Attachment 1** to this report). Detailed project statistics and relaxations are available in **Attachment 6**.

Heritage House

The existing house is 3,069 sq. ft. (285 sq. m.) and includes four bedrooms plus a den. The existing one bedroom basement suite of roughly 873 sq. ft. (81 sq. m.) would be authorized as part of the application. The house's floor space ratio (FSR) after subdivision would be 0.71, which is higher than the 0.5 permitted in its zoning. One vehicle parking space would be accommodated in the yard, with bicycle parking for both units under a new rear deck.

Infill House

The new house would be smaller than the heritage house. It is proposed at 1,687 sq. ft. (157 sq. m.), with three bedrooms and a two bedroom basement suite, and a total FSR of 0.53. The proposed 0.53 FSR would make the home 2% larger (larger by 0.03 FSR) than otherwise permitted by the current 0.5 FSR. This requires a relaxation to the Zoning Bylaw. Note, the maximum floor space may be increased by a FSR of 0.01 if the building would meet step 3 of the energy step code which it is anticipated to do. Bicycle parking and one vehicle parking space would be located in a detached garage, accessed from the rear lane. A bike box would be provided elsewhere for the secondary suite.

DISCUSSION

Proposed Relaxations

Fifteen (15) relaxations to the site's NR-1 zoning are required through the HRA to facilitate the proposal. The relaxations requested generally fall into four categories:

- 1) common to the HRA program and similar small lot subdivisions (7 relaxations);
- 2) regularizing the heritage house (1 relaxation);
- 3) resulting from applying sloped site zoning to a flat site (5 relaxations); and
- 4) minor design elements of the new house (2 relaxations).

Though the number of relaxations is higher than typical for an HRA project of this scale, given the heritage value of the Larsen House and the rarity of Heritage Designation in the West End, as well as the design's suitability for the neighbourhood context and streetscape, the project is appropriate to consider.

Analysis of the relaxations is included in **Attachment 8** and summarized in a chart in **Attachment 6**.

Lane Improvements

To improve lane access, a 2 foot (0.56 metre) lane dedication would be provided to the City, as well as a temporary 4.92 foot (1.5 metre) lane access right-of-way along the rear of the property until such time that the adjacent property is redeveloped. The lane access let down would also be rebuilt. Overall, the proposal is considered to have limited impact to surrounding transportation networks and the proposed lane widening solution is considered to mitigate the on-site transportation design issues.

Tenant Plan

Both units in the heritage house currently have long term tenants. It is expected that the renovations and restoration work on the heritage house would be completed without requiring the tenants to vacate their units. It is the intent of the owners to live in the new house, and to rent the secondary suite in that house, along with continued rental of both units in the heritage house. For more information, see **Attachment 7**.

PUBLIC CONSULTATION

Community Heritage Commission

The project proposal was reviewed by the Community Heritage Commission at their meeting on April 7, 2021 and members noted appreciation for the preservation of the style of the house. They noted that this is particularly a concern in the West End, where there has been much demolition in recent years. An extract of the minutes from this meeting is attached as **Attachment 9**.

Applicant-led Community Consultation

As per the Development Review Process, the applicant-led consultation was conducted virtually. A project website www.thelarsonhouseplan.ca was created which included project details, various methods available to provide feedback, and a survey open from April 20 to May 19, 2021. An Open House was held on May 13, 2021 online through Zoom. Notification was sent to properties within 100 metres of the project site.

Few people attended the open house or responded to the survey, but overall feedback was positive and showed support for the project. Questions were received about the proposed parking, tree retention, and lane access. The applicants' summary of their consultation is attached as **Attachment 10**. No revisions to the design were required to be made following public consultation, as most concerns had been addressed.

REVIEW PROCESS

The steps in this project's review are as follows, with the current step highlighted in grey:

Table 1: Application Review Stages

#	Stage	Date
1	Formal Application	December 31, 2020
2	Preliminary report to Council	March 29, 2021
3	Review by the Community Heritage Commission	April 7, 2021
4	Applicant-led Public Consultation including dissemination of information through the local Residents Association	April 20, 2021 to May 19, 2021
5	Applicant-led virtual open house	May 13, 2021
6	Council consideration of First and Second Readings of Bylaws (we are here)	March 7, 2022
7	Public Hearing and Council consideration of Third Reading and Adoption of the Bylaws	March 28, 2022

NEXT STEPS

Staff is recommending Council forward the HRA Bylaw (**Attachment 1**) and Heritage Designation Bylaw (**Attachment 2**) to Public Hearing at which time the community will have an opportunity to provide their comments directly to Council. A notification sign for the application would be installed on the property and notifications for the Public Hearing would occur in accordance with the City's procedures.

Following the Public Hearing, should the Bylaws be adopted, a subdivision application would be reviewed by the Engineering Department. Further permits, issued by the Director of Climate Action, Planning and Development (such as Heritage Alteration Permit, Building Permit, and Tree Permit), would also be required prior to construction and following approval of the subdivision.

INTERDEPARTMENTAL LIAISON

The City has a project-based team approach for reviewing development applications. A staff-led project team was assigned for reviewing this project consisting of staff from Climate Action, Planning and Development, Engineering (Servicing), Fire, Electrical, and Parks and Recreation Departments.

Servicing, off-site works, and arboricultural requirements have been provided to the applicant. The attached Engineering Services Memorandum (**Attachment 11**) outlines the improvements that would be required to facilitate the proposed development. Such improvements would need to be provided through a Works and Services Agreement.

OPTIONS

The following options are available for Council's consideration:

1. That Council consider Heritage Revitalization Agreement (1324 Nanaimo Street) Bylaw No. 8290, 2022 and Heritage Designation (1324 Nanaimo Street) Bylaw No. 8291, 2022 for First and Second Readings, and forward the Bylaws to a Public Hearing.
2. That Council add 1324 Nanaimo Street to the City's Heritage Register following the adoption of Heritage Designation (1324 Nanaimo Street) Bylaw No. 8291, 2022.
3. That Council provide staff with alternative direction.

Staff recommend options 1 and 2.

ATTACHMENTS

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| Attachment 1: | Heritage Revitalization Agreement (1324 Nanaimo Street) Bylaw No. 8290, 2022 |
| Attachment 2: | Heritage Designation (1324 Nanaimo Street) Bylaw No. 8291, 2022 |
| Attachment 3: | Policies and Regulations Summary |
| Attachment 4: | Site Context Map |
| Attachment 5: | Transportation Context |
| Attachment 6: | Proposed Project Statistics and Relaxations |
| Attachment 7: | Applicant's Design Rationale Letter |
| Attachment 8: | Analysis of Relaxations |
| Attachment 9: | Extract of April 7, 2021 Community Heritage Commission (CHC) Meeting Minutes |
| Attachment 10: | Applicant-led Consultation Feedback |
| Attachment 11: | Engineering Servicing Memorandum |

APPROVALS

This report was prepared by:
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