

R E P O R T

DEVELOPMENT SERVICES DEPARTMENT

To: Community Heritage Commission Date: April 7, 2021
From: Janet Zazubek, Planner File: HER00791
Subject: 1324 Nanaimo Street –Heritage Revitalization Agreement Application

PROJECT SUMMARY

An application has been received for a Heritage Revitalization Agreement (HRA) at 1324 Nanaimo Street, a corner lot in the West End neighbourhood. The HRA proposes subdivision of the property where a new house would be built on the new lot at the rear, facing Fourteenth Street. The existing 1944 house, facing Nanaimo Street, would remain in place on a roughly 4,300 sq.ft. (400 sq.m.) “small lot” and have a density of 0.71 floor space ratio (FSR), which is larger than otherwise permitted. The new house lot would be roughly 3,300 sq. ft. (306 sq.m.) or “compact” size though the new house would not exceed the Zoning Bylaw maximum size. In addition to lot size and density, Zoning Bylaw relaxations are proposed related to the number of off-street parking spaces for the heritage house, and massing, setback, and accessory area for the new house. In exchange for the development, restoration work would be conducted on the 1940s house, which would be legally protected with a Heritage Designation Bylaw, and listed on the City’s Heritage Register.

PURPOSE OF REVIEW

The Community Heritage Commission is being asked to review the application and provide feedback in relation to the following elements:

- The heritage value of the 1944 house;
- The prepared Statement of Significance;
- The appropriateness and level of the planned heritage conservation work; and
- Any heritage implications related to the design of the site or infill house.

The Community Heritage Commission is also being asked to provide a recommendation to Council on this application, based on its heritage merits.

GUIDING POLICY AND REGULATIONS

Interim Development Application Review Process

In April 2020, Council directed staff to implement an Interim Development Application Review Process (Interim Process) in response to the COVID-19 Pandemic. The Interim Process is intended to support continued public engagement on development projects, while also meeting physical distancing requirements. Under this process, development applications with a heritage component will be brought forward to the Commission virtually for comment and endorsement. However, the focus of the review will be on the Statement of Significance (SoS), Heritage Conservation Plan (HCP), and heritage-related elements of the project, as will be outlined in staff reports moving forward.

Official Community Plan (OCP) Land Use Designation

The Official Community Plan (OCP) sets out the City's anticipated land use for the future, for the purposes of guiding development applications. In the OCP, this property is designated "Detached and Semi-Detached Housing". This designation envisions a mix of relatively low density residential units including houses, laneway or carriage houses, and duplexes. The application is consistent with the site's land use designation.

Projects with Heritage Assets

The OCP encourages the use of Heritage Revitalization Agreements when a heritage asset is incorporated into a development. Through this type of agreement, the OCP indicates that the development may include the housing forms listed in the "Ground-oriented Infill Housing" designation. This designation allows a mix of housing forms which are complementary to existing low-density neighbourhood character, such as compact lots, multiple stratified units, tri/quadrplexes, or small townhouses. The application is consistent with this policy in the OCP.

Zoning Bylaw

The existing zoning for the site is NR-1 Neighbourhood Residential 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 principal houses is 0.51 for buildings built to Step Code Level 3. This includes an above-grade FSR limit of 0.41, with the remaining FSR in the basement, and any cellar space more than 2 feet (0.61 m.) below grade is exempt. The proposed application would require relaxations to the Zoning Bylaw (as noted in the following sections of the report). A Heritage Revitalization Agreement could 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 may be considered (as noted above). An HRA is not precedent setting, as each one is unique to a specific site.

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 projects within the city. These are national guidelines for best practice in heritage conservation and design. All HRA proposals are carefully evaluated using this document to ensure conservation work on the exterior of the heritage building is in compliance. Additionally, the design of the adjacent new buildings are reviewed against the principles and guidelines in this document.

Heritage Designation Bylaw

A heritage asset which is the subject of an HRA is also protected by a Heritage Designation Bylaw. This Bylaw is a 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 Development Services) 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 and the Heritage Conservation Area guidelines, where appropriate.

BACKGROUND INFORMATION

Site Characteristics and Context

The subject property is 7,636 sq. ft. (709 sq. m.). It is located on the corner of Nanaimo Street and Fourteenth Street 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 centers, etc.). A site context map aerial image is provided in Appendix A.

Project Description

The proposal is to allow subdivision into two lots of 4,315 and 3,326 sq. ft. (401 and 306 sq. m.). The existing 1944 house facing Nanaimo Street would remain in place and a new

house would be built on the newly created lot at the rear, facing Fourteenth Street. Both houses would contain secondary suites. Drawings are provided in Appendix B.

The 1940s house is approximately 3,069 sq. ft. (285 sq. m.) which includes four bedrooms plus a den. The existing one bedroom basement suite, of roughly 873 sq.ft. (81 sq.m.), would be legalized as part of the application. The FSR after subdivision would be 0.71, which is 0.21 higher than otherwise permitted. No additions are proposed to the house, though the rear garage/sundeck (added in 1956) would be removed. One parking space would be provided.

The new house would be approximately 1,687 sq. ft. (156 sq. m.) including three bedrooms, and a two bedroom basement suite, with a total FSR of 0.51, which is Zoning Bylaw compliant. The two vehicle parking spaces would be provided.

Proposed Relaxations

Under the City's *Policy for the Use of Heritage Revitalization Agreements*, and the OCP, regulatory land use (Zoning Bylaw) relaxations may be considered through an HRA. Six Zoning Bylaw relaxations are proposed: lot size for both the heritage house and new house; density and off-street parking spaces for the heritage house; and minor siting and massing relaxations for the new house (larger upper floor, smaller front yard setback, and increased detached accessory area). A statistics summary is available in Appendix C.

ITEMS FOR DISCUSSION

Heritage Value

A Statement of Significance (SoS) has been prepared for the Claude and Ruth Larsen Residence which is available in Appendix D. The SoS indicates that the building was completed in 1944. While construction in the Lower Mainland mostly came to a halt during World War II, this house exemplifies one of the few instances of war-time housing construction. Architecturally, this house is important for its 1½ storey bungalow form, the dominant housing form built in New Westminster's West End from the 1920s through the 1940s. 1324 Nanaimo is also important as one of three surviving contiguous bungalows on Nanaimo Street built in the 40s, and forms part of the historic streetscape. The building represents a very good and intact example of the English Revival style bungalow, with its asymmetric composition, prominent roof and end wall chimney, stucco finish and arched, projecting entrance. Lastly, the property is also considered to have historical, social and cultural significance as a home of working-class families. More detailed information and photographs of the building are available in Appendix D.

Does the Statement of Significance provide an accurate representation of the heritage values of the building?

Is the heritage value of the house sufficient to warrant long term legal protection and heritage status through a Heritage Designation Bylaw?

Heritage Conservation Work

The application proposes that the building undergo preservation and restoration work. A Heritage Conservation plan was originally developed for this house in 2015 (see Appendix E) and in 2020, two addendums were created (see Appendix F). Addendum #1 proposes new actions for the roof and chimney, and additional directions regarding the window restoration, and addendum #2 provides revised paint colour scheme. A summary is provided below:

Table 1: Summary of Heritage Conservation Work

** Indicates that a new action is proposed on the 2020 Conservation Plan addendums*

Building Element	Action	Material
Location (prominence on corner)	Preserve	N/A
Form, massing and architectural style markers	Preserve	N/A
Foundation	Preserve	Concrete foundation
Main body cladding	Preserve	Stucco
Dormer Siding	Preserve	Wood
Trim and fascia boards	Restore	Wood board (original or good replica)
Chimney	Preserve*	Stucco on brick
Roofing material	Retain*	Asphalt shingles, dark colour
Gutters	Replace	Aluminum square downspouts in body or trim colour
Rear garage and sun deck	Remove	Wood-frame and siding
Windows - Front façade windows, upper east and west windows	Restore	Original, wood-framed windows.
Window sills and frames	Restore	Wood
Dormer window	Retain	Aluminum
Basement windows	New	Replica wood sash windows
Front door, door frame and mouldings	Restore	Wood door with cottage style hardware
Front porch	Preserve	Wood
Basement door	Preserve	Wood. To be repainted.
Exterior paint palette	New*	White body with green trim Black windows sashes Black back band trim

Is the level of restoration proposed appropriate for this project?

Is the Heritage Conservation Plan sufficiently comprehensive and detailed?

Are there exterior building elements not addressed which could or should be?

Design Relationship

The City's policies, including the *Standards and Guidelines*, strongly encourage developments which include a historic building to be respectful of the existing heritage assets. Respectful development does not necessarily mean the new building must be physically smaller than the heritage building, or that the site should not be developed, rather that the site or new building's design should consider the heritage building, and allow the heritage building to be the focus of the development. Respectfulness and compatibility (another principle in the City's heritage policy) could be reflected in the fabric of the buildings, or in their shared or complementary design features, or by the physical relationship of the new build to the heritage asset on the site. The guidelines identify that new building should not be overwhelming, or detracting from the historic features. The proposed design plans including elevations and a site plan is provided in Appendix B.

Are the massing, siting, and design elements of the new house and site plan compatible with and respectful of the heritage house's character?

Alternatively, does the site plan or the design of the new house overwhelm or detract from the heritage house?

FEEDBACK FROM THE COMMISSION

Under the Interim Development Review Process, the Community Heritage Commission is being asked to provide a recommendation to Council, based on its heritage merits, and provide feedback in relation to the following elements of the proposal:

- The heritage value of the 1944 house (photos in Appendix D, pages 8-13);
- The prepared Statement of Significance (Appendix D, pages 1-2);
- The appropriateness and level of the planned heritage conservation work (as detailed in the Heritage Conservation Plan and addendums, Appendix E & F); and
- Heritage implications related to the design of the site or infill house (Appendix B).

The Community Heritage Commission is also being asked to provide a recommendation on the project to Council, based on its heritage merits. The following options are offered for the Commission's consideration:

- 1) That the Community Heritage Commission recommend that Council support the Heritage Revitalization Agreement for 1324 Nanaimo Street and its inclusion on the City's Heritage Register; or
- 2) That the Community Heritage Commission recommend that Council does not support the Heritage Revitalization Agreement for 1324 Nanaimo Street or its inclusion on the City's Heritage Register; or
- 3) The Community Heritage Commission could provide an alternative recommendation, stemming from elements identified in their discussion.

APPENDICES

Appendix A: Site Context Map

Appendix B: Proposed Design Plans

Appendix C: Proposed Relaxation Information

Appendix D: Statement of Significance

Appendix E: Heritage Conservation Plan

Appendix F: Heritage Conservation Plan Addendums

APPENDIX C: PROJECT STATISTICS AND PROPOSED RELAXATIONS

A summary of the proposed relaxations are outlined in Tables 2 and 3 below.

Table 2: Summary of Proposed Relaxations for 1324 Nanaimo Street (Heritage House)

	NR-1 Zoning	Proposed	Relaxation
Minimum Site Area	557 sq. m. (6,000 sq. ft.)	400 sq. m. (4,315 sq. ft.)	157 sq. m. (1,690 sq. ft.)
Maximum Floor Space	200 sq. m. (2,157 sq. ft.)	285 sq. m. (3,069 sq. ft.)	85 sq. m. (915 sq. ft.)
Maximum Floor Space Ratio	0.5	0.71	0.21
Vehicle Parking Spaces	2	1	1

Table 3: Summary of Proposed Relaxations for New House facing Fourteenth Street

Attributes	NR-1 Zoning	Proposed	Relaxation
Minimum Site Area	557 sq. m. (6,000 sq. ft.)	309 sq. m. (3,326 sq. ft.)	248 sq. m. (2,675 sq. ft.)
Front Yard Setback	4.0 m (13.24 ft.)	3.0 m. (10 ft.)	1.0 m (3.24 ft.)
Upper Floor Area % of floor below	80%	100%	20%
Attached + Detached Accessory Area	10%	17%	7%