

REPORT

Development Services

To: Mayor Cote and Members of Council **Date:** September 13, 2021

From: Emilie K. Adin, MCIP
Director of Development Services **File:** HER00821

Item #: 2021-332

Subject: **Heritage Revitalization Agreement: 102 Seventh Avenue – Preliminary Report to Council**

RECOMMENDATION

THAT Council direct staff to proceed with processing the proposed Heritage Revitalization Agreement at 102 Seventh Avenue, as outlined in the “Consultation and Review Process” Section of this report.

PURPOSE

To seek Council’s approval to proceed with processing the proposed Heritage Revitalization Agreement at 102 Seventh Avenue.

EXECUTIVE SUMMARY

An application has been received for a Heritage Revitalization Agreement (HRA) at 102 Seventh Avenue, a corner property in the Glenbrooke North neighbourhood. The project would retain a 1941 heritage house with a rental secondary suite and construct a new stratified infill duplex fronting First Street.

Through the HRA, the 6,017 sq. ft. (559 sq. m.) property would be subdivided: one building per lot, with access and parking taken from the lane at the rear of the site. The applicant has proposed subdivision, rather than stratification of the property, as stratification of the heritage house would require substantial envelope upgrading and loss of original materials. The lot for the heritage house would be consistent with Small Lot zones (such as NR-5) and would allow the house to remain in-situ and all on-site trees to be retained. The lot for the infill duplex would be consistent with Compact Lot zones (such as RT-2D in Queensborough). Higher than permitted densities are

proposed for both buildings, as density is measured as a ratio of square footage to lot size.

Smaller lot sizes, higher densities, and construction of the duplex form (rather than a single-detached house) are the primary Zoning Bylaw relaxations proposed through the HRA. Several minor siting relaxations are also being sought for the infill duplex, due to the orientation of the building to First Street. In exchange, the 1941 house would be restored, and legally protected through a Heritage Designation Bylaw and listed on the City's Heritage Register. The relaxations are considered reasonable in the context of the heritage value of the house, increased infill housing and choice, retention of the existing rental unit, and tree preservation.

BACKGROUND

Policy and Regulations

The application is consistent with its Official Community Plan (OCP) land use designation of "Residential Detached and Semi-Detached Housing" (RD). However, the proposal is not consistent with the property's single-detached residential (RS-1) zoning, and so a rezoning or Heritage Revitalization Agreement (HRA) is required.

As the proposal includes restoration and protection of a heritage asset, an HRA is the appropriate tool to use for this application. In exchange for Heritage Designation of the site, relaxation of the minimum lot size and density restrictions can be considered, per the City's *Policy for the Use of HRAs*. When the City 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.

The heritage house's site plan will be evaluated against the current RS-1 zone. The infill duplex proposed will be evaluated against the *Duplex, Triplex and Quadraplex: Interim Development Review Policy*, existing duplex zoning (RT-1 and RT-1A), and the current laneway/carriage house and/or infill townhouse/rowhouse guidelines where relevant. The project additionally meets the Family Friendly Housing Policy, though this is not a requirement due to the project's small size.

Further information on the policy and regulatory context of this application is available in **Attachment 3**.

Site Characteristics and Context

The subject property is 6,017 sq. ft. (559 sq. m.) and is located on the corner of Seventh Avenue and First Street in the Glenbrooke North neighbourhood, an area of primarily single-detached dwellings. The property is one block north of Herbert Spencer Elementary School, two blocks northwest of Queen's Park, and is less than 1,300 ft. (400 m.) south of Glenbrook Middle School, Terry Hughes Park, and Royal Square Mall. A site context map and aerial image is provided below:



Figure 1: Site Context Map with 102 Seventh Avenue highlighted in blue

Proximity to Transit Service and Other Sustainable Transportation Options

Both Seventh Avenue and First Street are classified as local roads, while Seventh Avenue serves as part of the Crosstown Greenway. The sidewalk network surrounding the site is complete, including an accessible curb letdown at the intersection. Transit service is proximate, as shown on the table below:

Table 1: Site Proximity to Transit Service

Bus Service	Approx. Frequency	Approx. Distance
#105 / #155	30 minutes	455 ft. (139 m.) to Sixth Ave and First St
#128 / C3	20 minutes	1,270 ft. (387 m.) to Eighth Ave and Second St

Heritage Value of Existing House

Designed by English-born architect Gerald Maddock, the Maddock house was constructed in 1941 and is demonstrative of multiple heritage values. The house has historic value for being representative of the WWII and post-war growth of Glenbrooke North, one of the neighbourhood's three significant development periods. Representative of the neighbourhood's stability and sense of community for working-class families, due to its ownership history, the house also exhibits cultural value. Finally, aesthetic value is attributed to the custom Tudor Revival design and having very high integrity including of hand-hewn decorative half-timbering, stucco cladding, and informal masonry. Below are photographs of the house, provided by the project's heritage consultant:



Figure 2: Photographs of the house from Seventh Ave (left) and First St (right)

Further review of the heritage value of the house and any conservation work proposed would be conducted by the Community Heritage Commission, should the application proceed in the development review process. The conservation work proposed would also be evaluated against the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

PROJECT DESCRIPTION

Project Overview

The application is for a total of four residential units across two buildings each on their own lot. Three of the units would be owned and one rental. The total project density for both buildings across both lots is 0.76 floor space ratio (FSR). Vehicle access and parking for all units would be taken from the lane at the rear of the site and no parking space relaxations are required. Consistent with policy expectations, on-site bicycle parking spaces would be provided. The project would retain all off-site City trees (3) and on-site protected trees (2). Design drawings and rationale are available in **Attachments 1 and 2** and further description of each lot is provided below.

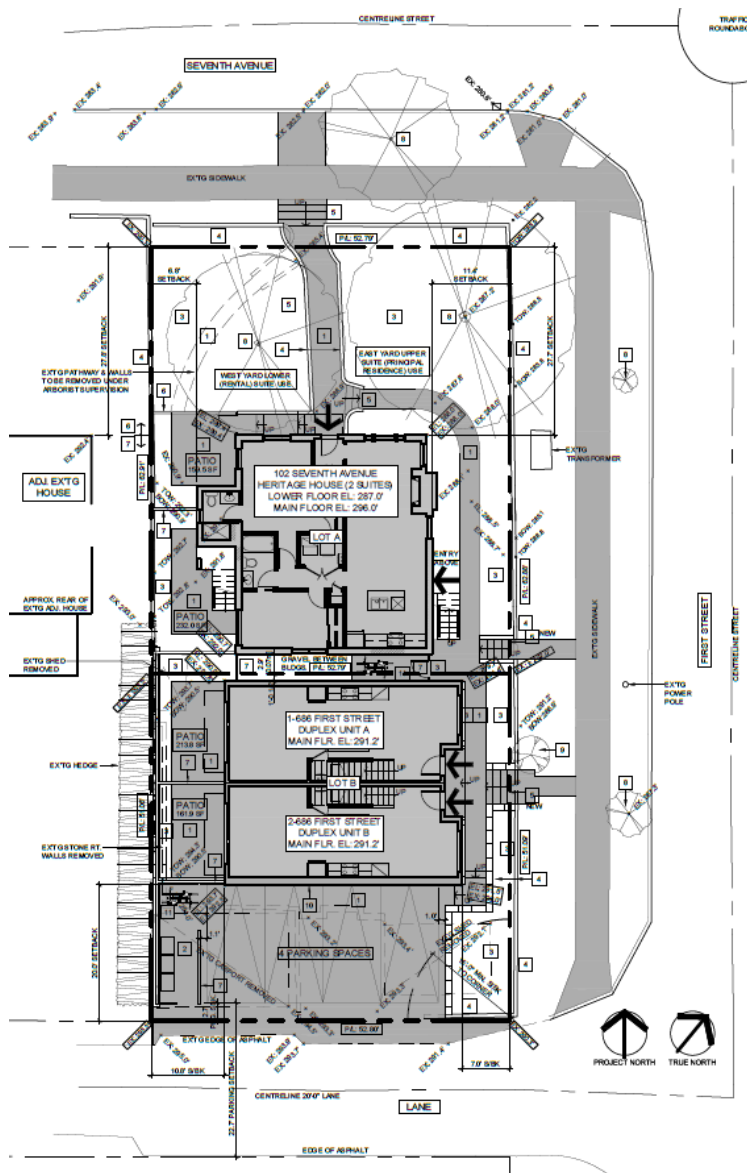


Figure 3: Proposed Site Plan

Heritage House (Proposed Lot A)

The existing house would remain in-situ and retain its current configuration of one principal (owned) unit and one rental secondary suite. The principal unit, located on the upper two storeys of the house, would have three bedrooms and is 1,515 sq. ft. (141 sq. m.). The rental secondary suite, located on the lower storey, has two bedrooms and is 981.5 sq. ft. (91 sq. m.). The house has two separate entries: the first is at-grade facing Seventh Avenue, for the secondary suite, and the second entry is by a set of stairs facing First Street for the main unit. The proposal meets the open space requirements for both units. Both units in the Maddock house are currently vacant.

New Infill Duplex (Proposed Lot B)

To the south of the heritage house, a new stratified, two-storey, side-by-side infill duplex would be built fronting First Street. The duplex units would be roughly 1,025 sq. ft. (95.2 sq. m.) each and contain two bedrooms. These units would be built to Step Code Level 3. Rear yards proposed along the west of the site meet the related open space guidelines. The duplex would be designed as a contemporary and understated interpretation of tudor revival, with a restrained colour palate and detailing, as shown in the proposed First Street elevation below.



Figure 4: Proposed duplex as seen from First Street

DISCUSSION

Overall Evaluation

Staff considers this project to be consistent with related policy and to provide a balance of development benefits with the community benefits of heritage protection, exterior building restoration, increased infill housing and choice, and tree preservation. Further discussion of two central relaxations required for this project (density and subdivision) as well as the duplex design and siting is provided below. Proposed project relaxations and statistics are included in **Attachment 4**.

Subdivision

The applicant has proposed subdivision of the property because if the heritage house were stratified, substantial envelope upgrading would be required which would result in the loss of significant original heritage materials. In this case, subdivision is reflective of heritage conservation best practices. Also related to the subdivision is a proposed smaller rear setback, which allows the house to remain in place regardless of where the new lot line is drawn. The proposed subdivision would result in one lot consistent with Small Lot zones (such as NR-5) and one lot consistent with Compact Lot zones (such as RT-2D in Queensborough).

Consideration of relaxations to setback and lot size in order to facilitate small and compact lot subdivision is permissive through the *Policy for the Use of HRAs*. The lots would be legally interconnected through the HRA and various covenants.

Increased Density

Due to the small lot sizes, the density of both buildings would be higher than otherwise permitted, as density is measured as a ratio to lot size (floor space ratio or FSR). The proposed densities are shown in Table 2 below:

Table 2: Density Relaxations

	FSR in Zone	Proposed FSR	Relaxation
Heritage House	0.5	0.75	0.25 (50% larger)
Duplex	0.6	0.76	0.16 (27% larger)
	Permitted Floor Area	Existing Floor Area	Relaxation
Secondary Suite (Heritage House)	968 sq. ft. (90 sq. m.)	981.5 sq. ft. (91.2 sq. m.)	13.5 sq. ft. (1.2 sq. m.) (1.4% larger)

Generally, the heritage house would remain unchanged at 2,497 sq. ft. (232 sq. m.), save for the proposed conservation work. No additional bulk would be added and no site coverage or height-related relaxations are proposed. As shown in Table 2 above, a relaxation is required for the size of the secondary suite (larger than permitted today) though the suite would be unchanged from its current state. Further discussion related to the design and massing of the duplex is in the following section.

Duplex Design and Siting

Though the density is higher than otherwise permitted, the size of the duplex is 2,050 sq. ft. (190.5 sq. m.), which is in keeping with heights and sizes found elsewhere in the neighbourhood, thus providing a sensitive transition to the neighbouring single-family homes. Also, when viewed from the street, the duplex would appear subordinate in both height and design to the existing heritage house.

The proposed site coverage for the building is generally consistent with duplex regulations. However, due to the small lot size and the orientation of the building towards the side of the property (to First Street), there would be several setback relaxations required at the front, rear, and side yard. These inconsistencies are considered minor. Negative impacts on the streetscape or surrounding properties are not anticipated. For example, the reduced front setback is in part due to the orientation of the duplex units' front entries, which would contribute to a pedestrian-oriented streetscape.

CONSULTATION AND REVIEW PROCESS

The City has formalized the interim development review process. As per this process, the anticipated review steps for this application are:

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

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 nor the Advisory Planning Committee for review and comment.

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.

OPTIONS

The following options are available for Council's consideration:

1. That Council direct staff to proceed with processing the proposed Heritage Revitalization Agreement at 102 Seventh Avenue, as outlined in the "Consultation and Review Process" section of this report;
2. That Council provide staff with alternative direction.

Staff recommend Option 1.

ATTACHMENTS

Attachment 1 – Drawing Package
Attachment 2 – Applicant's Design Rationale
Attachment 3 – Policy and Regulations Summary
Attachment 4 – Project Relaxations and Statistics Summary

APPROVALS

This report was prepared by:
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