

REPORT

Climate Action, Planning and Development

To: Community Heritage Commission **Date:** October 6, 2021

From: Wendee Lang,
Planning Analyst **File:** HER00821

Item #: [Report Number]

Subject: Heritage Revitalization Agreement Application: 102 Seventh Avenue

PURPOSE

To review the application's heritage elements and provide a recommendation to Council.

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 HRA proposes subdivision of the property and construction of an infill duplex on the new rear lot, facing First Street. The existing 1941 heritage house would be retained and remain in place facing Seventh Avenue. In addition to lot size and density, several minor Zoning Bylaw relaxations are proposed relating to the form and siting of the duplex. In exchange for development, minor restoration and rehabilitation works would be conducted on the house, which would be legally protected with a Heritage Designation Bylaw and listed on the City's Heritage Register.

GUIDING POLICY AND REGULATIONS

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 Residential Detached and Semi-Detached Housing (RD). This designation envisions a mix of low density residential units including houses, duplexes, secondary suites, and laneway or carriage houses. The proposed application is consistent with the RD designation.

Projects with Heritage Assets

The OCP encourages the use of Heritage Revitalization Agreements when a heritage asset on the site is appropriately incorporated into a development. 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 this policy.

Zoning Bylaw

The existing zoning for the site is RS-1 Single Detached 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. 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.

Duplex, Triplex and Quadruplex: Interim Development Review Policy

Allowing duplex, triplex and quadruplex housing forms is one way the City can help increase the amount of ground-oriented infill housing, which is a key objective of the Official Community Plan (OCP). The work to develop permanent regulations related to each form is currently on hold while staff focuses on other Council priority areas. In order to facilitate pilot projects in the meantime, Council endorsed an interim development review policy in February 2020, which states that application for projects that have a house with heritage merit will be encouraged to explore the option of pursuing a Heritage Revitalization Agreement (HRA). The application is consistent with this policy and its design guidelines.

Heritage Revitalization Agreement

An 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 building is reviewed against these principles and guidelines.

Heritage Designation Bylaw

A heritage asset that 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 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. The site context map and aerial image is provided in Appendix A.

Project Description

The proposal would allow subdivision of the property into two lots. The 1941 heritage house facing Seventh Avenue would remain in-situ, and a new infill duplex would be built on the newly created lot at the rear, facing First Street. Vehicle access and parking for all units would be taken from the lane at the rear of the site, per the Zoning Bylaw.

The 1941 house is approximately 2,497 sq. ft. (232 sq. m.) and would 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.). No additions are proposed to the house.

A new stratified, two-storey, side-by-side infill duplex would be built to the south of the heritage house. For this lot, the HRA would function like a rezoning to allow a duplex. The duplex units would be roughly 1,025 sq. ft. (95.2 sq. m.) each and contain two bedrooms. The duplex is proposed as a contemporary and understated interpretation of Tudor Revival style, with a restrained colour palate and detailing. A draft site plan is below, with emphasis added in thicker lines to show the proposed lots. More detailed drawings are available in Appendix B.

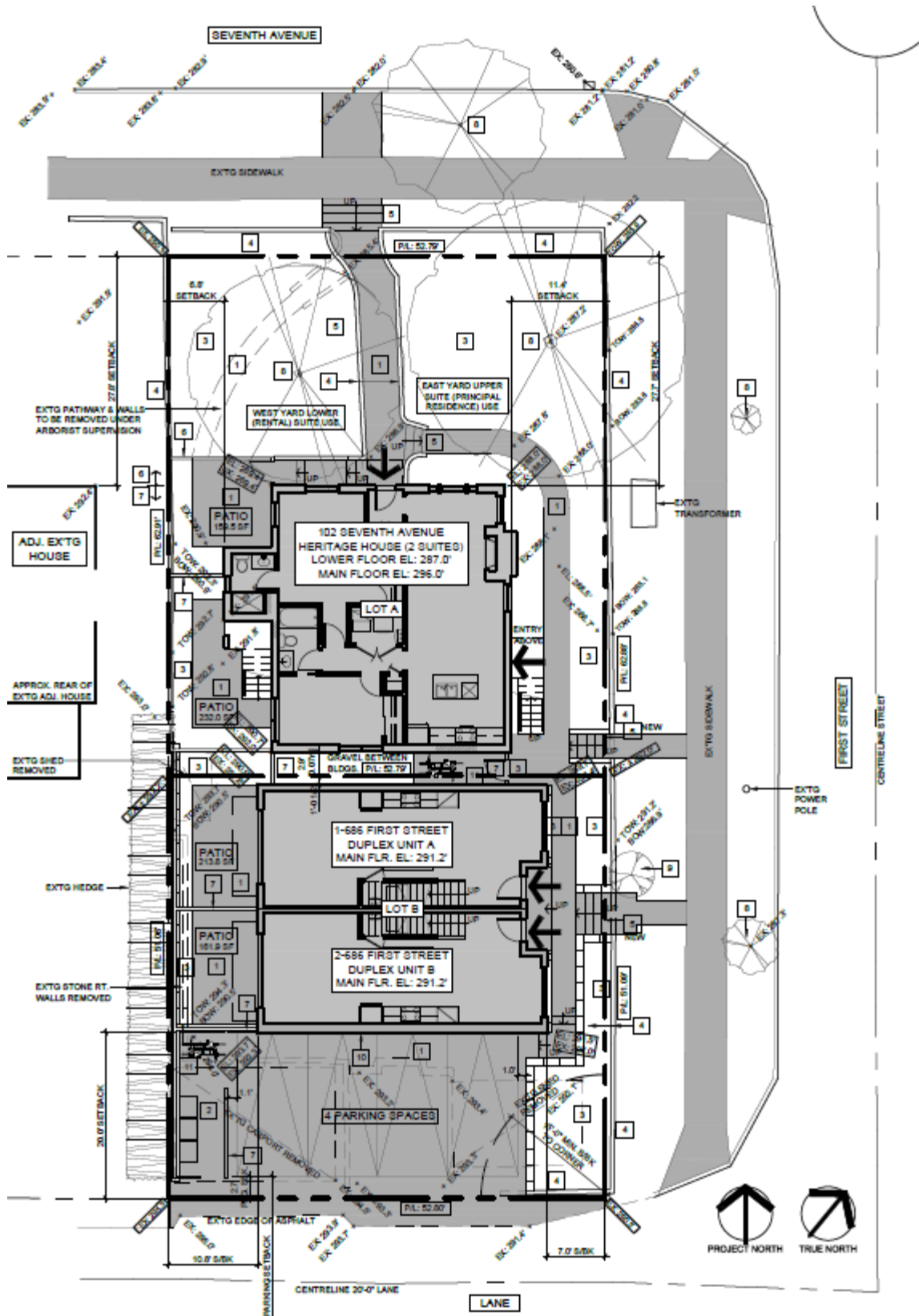


Figure 1: Draft Site Plan, 102 Seventh Avenue

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. Smaller lot sizes and higher densities are the primary Zoning Bylaw relaxations proposed through the HRA, though several minor siting relaxations are also being sought for the infill duplex, due to the orientation of the building to First Street. The HRA would also effectively function as a rezoning to allow the duplex form on the new lot, which is a sought after ground-oriented infill housing form that helps deliver a key objective of the OCP. A summary table is available in Appendix D.

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). The heritage house would remain in-situ on the larger of the two lots. Due to the small lot sizes, the density of both buildings would be higher than otherwise permitted, as density is measured as a ratio of floor space to lot size (floor space ratio or FSR). The proposed densities are shown in Table 1 below.

Table 1: Density Relaxations

	FSR in Zone	Proposed FSR	Relaxation
Heritage House	0.5	0.75	0.25 (50% more)
Duplex	0.6*	0.76	0.16 (27% more)

**As per the Duplex, Triplex and Quadruplex: Interim Development Review Policy and the City’s existing RT-1 duplex zone*

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. The existing secondary suite would remain at its current size, which is 1.4% larger than permitted, requiring a minor relaxation. Though the density of the duplex is higher than otherwise permitted, the size of the duplex is 2,050 sq. ft. (190.5 sq. m.), which is in keeping with sizes found elsewhere in the neighbourhood, and subordinate in height and size to the heritage house.

ITEMS FOR DISCUSSION

Heritage Value

A Statement of Significance (SoS) has been prepared for the heritage house, which is available in Appendix C. The SoS indicates that the house, completed in 1941 and designed by English-born architect Gerald Maddock, has aesthetic, historical, and cultural value. The Maddock House has been evaluated as having aesthetic value for its strong Tudor Revival design, featuring unique and custom architectural details. It is noteworthy for being designed by an architect while the majority of house designs in this eclectic, historic neighbourhood were likely copied from house plans.

The house has noted historical significance for its association with the WWII and post-war development period in Glenbrooke North. It is also considered to have cultural significance for being representative of the neighbourhood’s stability and sense of community for working-class families, due to its ownership history. More detailed information on the heritage value evaluation is available in Appendix C. Photographs of the building are also available in Appendix C (pages 5-8).

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

Overall, the house is described as having high integrity and the building is proposed to undergo only minor rehabilitation as part of the development project. HRA projects should not only be considered for buildings that have been poorly maintained, as that could incentivize neglect. In this case, the cost of maintenance and restoration over time, in addition to the conservation work proposed as part of this application, should be compared against the lot size, density, and siting relaxations requested. Details on the conservation work are available in the Heritage Conservation Plan which is included in full in this report as Appendix C (pages 11-23). A summary of the retained and restored elements of the house is provided in Table 2 below.

Table 2: Summary of Heritage Conservation Work

Building Element	Action	Detail and Materials
Structure	Preserve	Preserve in-situ
Foundation	Preserve	Concrete
Exterior wood elements	Preserve / Restore	Wood boards
Stucco cladding	Preserve / Restore	Original textured stucco, repair as needed
Chimneys	Restore	Brick (internal chimney), repoint as needed. Granite stones (end-wall chimney), restore missing granite stones as needed
Windows	Preserve / Rehabilitate	Original, wood framed windows, repair as needed. Remove four low visibility windows on south and west elevations.
Doors	Preserve / Rehabilitate	Original, wood doors, repair as needed. Relocate rear (west) door to existing window opening on south elevation.
Finishes	Restore	White tone body colour with brown trim/sash/half-timbering and red doors.

Building Element	Action	Detail and Materials
Northern twinned flight of exterior stair	Remove	Concrete, 1960s addition

Is the level of retention proposed appropriate for this project?

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

Is the Heritage Conservation Plan sufficiently comprehensive and detailed?

Design Relationship with the Infill Duplex

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 mean that 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. The guidelines identify that new buildings should not overwhelm, or detract from the historic features.

This project proposes an infill building on the newly created lot at the rear of the site, facing First Street. The site plan allows the house to remain in-situ on Seventh Avenue and prominently visible. As the house remains in-situ, the existing English garden aesthetic at the front may also be retained, which includes two large protected trees.

The duplex is proposed as a contemporary interpretation of Tudor Revival style using gabled rooflines, traditional style materials, and half-timbering styled siding. There is a restrained colour palette and detailing intended to allow focus to remain on the heritage house and distinguish the duplex as new construction. Proposed at two-storeys, the duplex is smaller in size and height than the heritage house.

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

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

FEEDBACK FROM THE COMMISSION

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

- The heritage value of the 1941 house and 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 duplex.

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 102 Seventh Avenue; or
- 2) That the Community Heritage Commission recommend that Council does not support the Heritage Revitalization Agreement for 102 Seventh Avenue; or
- 3) That the Community Heritage Commission provide an alternative recommendation, stemming from elements identified in their discussion.

APPENDICES

- Appendix A – Site Context Map
- Appendix B – Proposed Design Plans
- Appendix C – Heritage Conservation Plan and Statement of Significance
- Appendix D – Project Relaxations and Statistics Summary

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