

REPORT

Climate Action, Planning, and Development

To: Community Heritage Commission **Date:** November 3, 2021

From: Hardev Gill,
Planning Technician **File:** HER00803

Item #: 2021-484

Subject: **Heritage Revitalization Agreement Application: 328 Second Street**

PURPOSE

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

PROJECT SUMMARY

An application has been received for a Heritage Revitalization Agreement (HRA) at 328 Second Street, a protected property in the Queen's Park Heritage Conservation Area. This application was received prior to June 2021, and as such is not subject to the temporary hold Council has placed on processing these types of applications.

As part of the HRA, the existing 1889 house would be:

- retained in its current location, fronting onto Second Street,
- extensively restored on the exterior,
- legally protected with a Heritage Designation Bylaw, and
- listed on the City's Heritage Register.

The above is greater than required through Conservation Area policy. In exchange, a subdivision is proposed: a new 208 sq.m. (2,243 sq.ft.) infill house would be constructed at the rear, on a separate panhandle lot. Though smaller than standard size, the lots would be consistent with the City's small and compact lot zones, demonstrating their livability.

The heritage house would also have a higher density than otherwise permitted at 0.79 floor space ratio (FSR). The density of the infill house would be consistent with the Zoning Bylaw. Some additional relaxations would be needed related to setbacks, lot width and shared vehicle parking/access, arising from the unique subdivision pattern.

GUIDING POLICY AND REGULATIONS

Official Community Plan 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 this the RD 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 permit the housing forms listed in the "Residential – Ground oriented Infill Housing" (RGO) designation which includes single detached dwellings on a compact lot and cluster houses, among other forms. The proposed application meets this policy.

Infill Housing

The proposal is consistent with the intent of the City's family-friendly policy and OCP goals of providing more "missing middle" housing forms such as laneway/carriage houses, town/row houses, duplexes and triplexes. Given the proposed size of the infill house (210 sq.m. (2,250 sq.ft.)), it is similar to a large townhouse or development in Queensborough).

Queen's Park Heritage Conservation Area

The subject property is protected through the Queen's Park Heritage Conservation Area. The proposed Heritage Designation and HRA would provide a higher level of protection, design control, and development regulations than the Heritage Conservation Area. The additional protection, and sensitive infill, proposed is consistent with the goals of the Heritage Conservation Area: to allow change in the neighbourhood while protecting its heritage assets.

Queen's Park Heritage Conservation Area Design Guidelines

The Queen's Park Heritage Conservation Area Design Guidelines are the basis for assessing projects within the Queen's Park neighbourhood. The evaluation is based on an examination of the existing character of the surrounding area and the building itself. The guidelines aim to respect the integrity of historic buildings, while ensuring new construction is sympathetic to the character of the neighbourhood. The application has been evaluated by staff against these design guidelines, and is generally consistent.

Zoning Bylaw

The existing zoning for the site is “Queen’s Park Single Detached Dwelling District” (RS-4). The intent of this district is to allow single detached dwellings with secondary suites and a laneway or carriage house. The minimum lot size for this zone is 557 sq.m. (6,000 sq.ft.) which makes the current lot oversized and the proposed lots undersized. In this zone, the maximum floor space ratio (FSR) density for principal houses which are protected under the Heritage Conservation Area is 0.7 and 0.5 for non-protected houses. A carriage house up to 0.1 FSR would also be permitted in either case, though no carriage houses are proposed as part of this project. The application would require relaxations to the RS-4 zone (as noted later in this report). As such, a Heritage Revitalization Agreement is proposed to permit the development.

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), as long as the application is consistent with the Official Community Plan. An HRA is not precedent setting, as each one is unique to a specific site. The *Policy for the Use of HRAs* lays out the process for HRAs and the relaxations which may be considered. The application is consistent with this policy.

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. The proposed application is generally consistent with these design guidelines.

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 Climate Action, Planning and Development) 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 located at 328 Second Street in the Queen's Park neighbourhood, an area of single detached dwellings. The site is 759 sq. m. (8,168 sq. ft.). The houses on the adjacent properties along Second Street range in age from 1943 to 1993, whereas the houses further down the block were built in 1894 and in 1893 (similar in age to that of the heritage house). The floor area for surrounding houses ranges from 204 sq.m. (2,200 sq.ft.) to 362 sq.m. (3,900 sq.ft.).

The existing 248 sq.m. (2,669 sq.ft.) house is two storeys high with an in-ground basement. The property is one block west of Queen's Park (playground, sports field, arena etc.) and 40 m. (131 ft.) from Sullivan Park, a small neighbourhood playground. Many properties in this neighbourhood have a rear lane, though that is not the case for this block of Second Street. A site context map and aerial image is provided in [Appendix A](#).

Project Description

Through the HRA, the existing 1889 house would be restored and more strongly protected through adoption of a Heritage Designation Bylaw. These would provide a higher level of protection, design control, and development regulations than the Conservation Area policy. Also as part of the HRA, the applicant has proposed a subdivision into two lots: at 342 sq. m. (3,678 sq. ft.) for the heritage house and 417 sq. m. (4,487 sq. ft.) for the infill house.

The heritage house would remain in its existing location and an addition of 23 sq.m. (247 sq.ft.) would be made at the rear and a suite added to the basement. The house would then be 269 sq.m. (2,902 sq.ft.) and have a density of 0.79 floor space ratio (FSR) which is 0.09 FSR (13%) higher than what is permitted in the Queen's Park Heritage Conservation Area incentives program (0.7 FSR).

A new house would be built on the larger lot at the rear, which would have a panhandle (i.e. a narrow strip of land) connecting it to Second Street, which would provide access to both properties. The new house would be 1.5 storeys plus a basement, with no suite proposed. The new house would be smaller than the heritage house at 210 sq.m. (2,250 sq.ft.) and a density of 0.5 FSR which is consistent with the Zoning Bylaw.

All required parking would be provided; however, the spaces would be located on or accessed by the infill site, which generates the need for relaxations to zoning requirements. Both houses would be family friendly at three-bedrooms and would provide private outdoor space to the standards of the infill housing program. A site plan showing the proposed new lots is Figure 1 below, and further drawings, project statistics and relaxations are in [Appendix B](#).

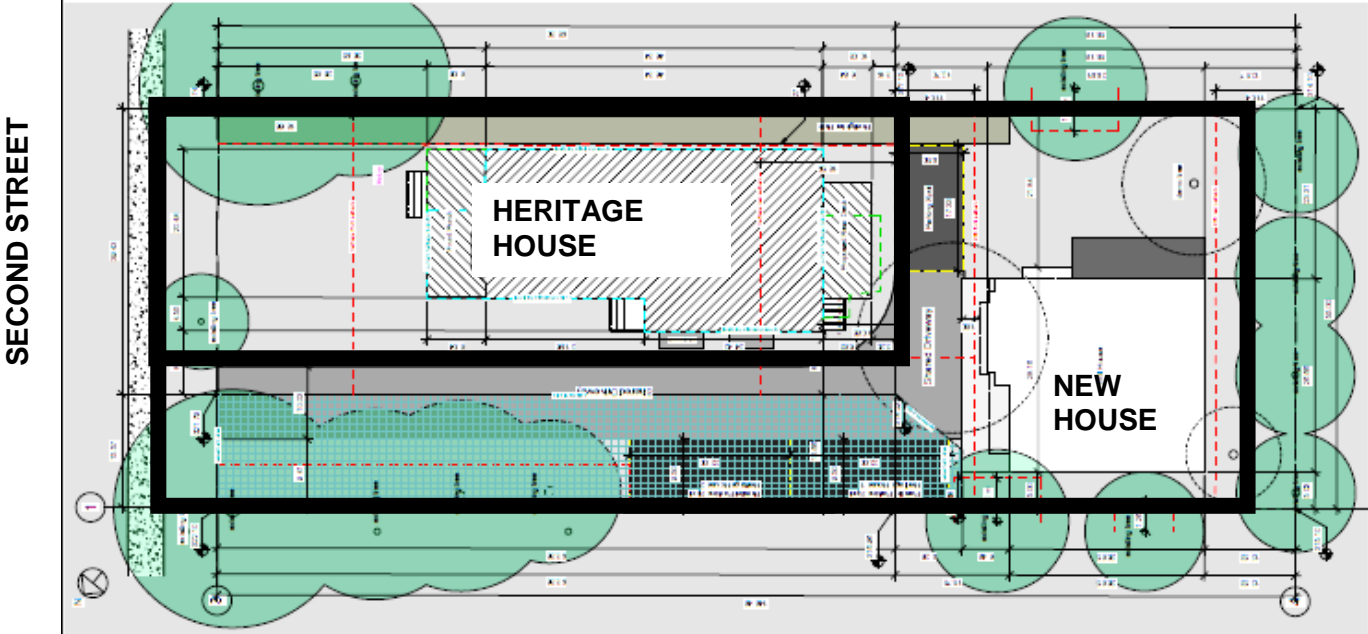


Figure 1: Site Plan

ITEMS FOR DISCUSSION

Heritage Value of the House

The 1889 H. H. & Jane Mackenzie House is considered to have some historic social, cultural, and aesthetic value. It is valued for its historical connection to two pioneer British Columbia families; its design which reflects the expressiveness of the Victorian era; and its tall, rectangular two-storey height wood-framed house, which reflects its Victorian character. It is also valued for the contribution it makes to the historical Queen’s Park neighbourhood: its form, siting and architectural details provide an illustration of a typical, vernacular working-class family home. The prepared Statement of Significance for this house is in [Appendix C](#).

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 to be in fair to good condition. Four changes are proposed to the house: (1) a one-bedroom rental suite in the basement (2) a rear addition (3) expanded side dormers, and (4) rear elevation would be extended by about 2.1 m. (7 ft.) at the basement and main levels a by approximately 3.6 m. (12 ft.) at the upper level.

Substantial heritage restoration is proposed for the exterior, the details of which are available in the Heritage Conservation Plan (Appendix C). A summary of the retained and restored elements of the house is provided below in Table 1:

Table 1: Summary of Heritage Conservation Work

Building Element	Action	Material
Location	Preserve	House is remaining in its current location
Form and Massing	Preserve/ Rehabilitate	Restore at front, rehabilitate at rear
Foundation	Rehabilitate	New, expanded concrete foundation
Main body siding	Restore	Wood horizontal siding with shingled gable ends
Exterior Wood Elements	Preserve	Preserve, recreate only when missing or deteriorated
Roofing and Gutters	Rehabilitate	Reroof in duroid roofing shingles with contemporary metal rain leader system
Chimney	Remove	A non-character defining element
Windows	Restore/ Recreate	Restore wood sash horned double-hung windows (2 x on northwest and 1x on southeast). Install new replica wood windows, matching the sash profile and style of original windows.
Front Door	Recreate	Recreate a solid wood glazed door with replica Victorian-era hardware.
Front Porch	Restore	Restore front porch to a full-width open porch with canted bay window.
Paint	Restore	Body: Harris Grey Trim: Harris Cream VC-4 Sashes and doors: Gloss Black VC-135

Is the level of retention and intervention 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?*

Are the new elements respectful to the house’s heritage elements and design?

Subdivision

Subdivision is proposed in part as a heritage conservation best practice: stratification of the house would generate Strata Act warranty requirements which can hinder conservation treatments on the exterior of the heritage house (e.g. upgrading the building envelope and loss of original materials). The unique subdivision pattern allows

the heritage house to remain in-situ in its current location, while also providing incentive for the extensive exterior restoration required.

Design Relationship with the Infill House

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 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 building should not be overwhelming, or detracting from historic features.

In the context of infill, are the massing, and siting elements of the development proposal compatible with and respectful of the heritage house?

Massing and Site Plan

This project proposes a one and half storey infill house with a height of 8.9 m. (29.4 ft.), similar to the height of the heritage house at 9.1 m. (29.8 ft.). The house would have a compact 70 sq. m. (758 sq. ft.) footprint which is similar in size to a carriage house. The infill is located at the rear of the property (behind the heritage house) and as such does not interrupt the streetscape. The infill house has been designed to reduce massing with the second floor built into the roof and the inclusion of a basement. Its scale, massing, and materials are compatible with the historic houses on the subject block. The infill and heritage house are proposed to be set apart 5.2 m. (17 ft.) to provide separation as well as an area for both private outdoor space and parking for a vehicle.

Does the site plan or the design of the new infill house overwhelm the heritage house?

Architectural Style

The design would be craftsman style with a cross-gable and wide front porch, which is generally consistent with the Queen's Park Design Guidelines for new construction. The new infill house features traditional design elements in its form but can be identified as a contemporary building through its lack of ornamental statements, such as brackets or tapered columns, as well as the use of modern construction materials such as fibre-cement siding as well as painted vinyl windows. The house also features traditional design elements with its simple roofline: asphalt, gable roof and two dormers on either side with two windows on each dormer which is complementary to the heritage house, as well as a front porch and entryway. The proposed design plans, including elevations, site plan, and rendering are provided in [Appendix B](#).

Is the proposed design reflective of the traditional heritage character elements of the Queen's Park Heritage Conservation Area?

FEEDBACK FROM THE COMMISSION

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 1889 house;
- The prepared Statement of Significance;
- The appropriateness and level of the planned heritage conservation work;
- The appropriateness of the planned interventions for the heritage house; 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. 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 328 Second 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 328 Second Street or its inclusion on the City's Heritage Register; or
- 3) The Community Heritage Commission could also provide an alternative recommendation, stemming from elements identified in their discussion.

ATTACHMENTS

Appendix A: Site Context Map

Appendix B: Proposed Design Plans / Proposed Project Statistics and Relaxations

Appendix C: Heritage Conservation Plan and Statement of Significance

This report was prepared by:
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