



REPORT

Development Services

To: Mayor Côté and Members of Council **Date:** 9/9/2019

From: Emilie K Adin, MCIP **File:** 13.2605.40
Director of Development Services **Item #:** 340/2019

Subject: **Queen's Park Heritage Conservation Area: Special Limited Study - Phase Two Completion**

RECOMMENDATION

THAT Council receive this report for information.

EXECUTIVE SUMMARY

As part of the Queen's Park Heritage Conservation Area policy development process in 2017, close to 90 properties were identified for further study. These properties form a temporary protection category called the "Special Limited Study". Through the Study process, these properties will be reclassified as either protected (Advanced) or non-protected (Limited), based on individual analysis of the property's heritage merit and development potential. In spring of 2018, the Study was expanded to allow owners or any protected property to apply for reclassification. An additional 12 properties were added to the Study through this program, called the "Expanded Study".

Phase One of the Study was the evaluation of each property's heritage merit. Phase One for the Special Limited Study properties was completed in June, 2018. Phase One for the Expanded Study properties was completed in April, 2019. Protection was removed from 33 Special Limited properties, and is recommended to be removed from six Expanded Study properties, due to low heritage value of the existing houses on those sites.

Phase Two of the Study was the evaluation of the remaining properties' development potential. Phase Two is now complete. A list of the addresses, scores, and results from the

evaluation is provided in Attachment 1. Of the 47 properties which were evaluated in this phase, 28 houses were found to have high development potential, 17 were found to have moderate development potential, and two were found to have low development potential. Based on the results, letters (Attachment 3) have been sent to owners which provide their individual property's assessment (Attachment 2), and detail next steps for the Study.

Reclassification of the properties will require a City-led Official Community Plan amendment. The process would be initiated following staff's final tally of each property's score for heritage merit (Phase One), development potential (Phase Two), and the final category of building condition and integrity. This work is ongoing and scheduled to be completed in October 2019.

PURPOSE

The purpose of this report is to provide Council with an update on the progress of the Special Limited Study, an implementation work plan item for the Queen's Park Heritage Conservation Area.

POLICY AND REGULATIONS

Queen's Park Heritage Conservation Area

A Heritage Conservation Area is a distinct neighbourhood, characterized by its historic value, which is identified in a City's Official Community Plan (OCP) for heritage conservation purposes. The Queen's Park Heritage Conservation Area is an area management tool, which includes both heritage protection of the exterior of pre-1941 existing buildings, and design control for new construction.

During the creation of the Heritage Conservation Area policy, it was known that the approach of including all houses built before 1941 would mean that some houses without heritage merit would nonetheless be subject to protection (Advanced category). For this reason, a process was developed for removing protection from a property. Since the Heritage Conservation Area is part of the OCP, an OCP amendment is required in order to reclassify a property to non-protected (Limited category).

Official Community Plan

A Heritage Conservation Area forms part of the City's OCP, much like a Development Permit Area. The Queen's Park Heritage Conservation Area is Schedule A of the City's OCP. That policy indicates that all houses built earlier than 1941 are protected, unless an exemption is granted by Council. Those properties which are exempted by Council are listed as a form of appendix in the policy. As such, to add a property address to the exemption list, the OCP Schedule must be amended.

Evaluation Checklist

To ensure that the reclassification process allows for houses without heritage value to change protection categories, but still ensure that houses with heritage value remain protected, staff developed a checklist to use in the evaluation of each application (Attachment 4). This Evaluation Checklist includes criteria that fall under three categories: 1) heritage merit, 2) development potential, and 3) building condition and integrity.

Property owners who apply for reclassification are required to retain a heritage professional to conduct a heritage values assessment, which staff then use to complete the Evaluation Checklist, along with development potential information. If a house receives an overall score of 60% or less, it would be considered reasonable that Council consider reclassifying the property.

BACKGROUND

Special Limited Study

As part of the Heritage Conservation Area policy development process, close to 90 properties which would otherwise be classified as protected (based on their age of construction) were identified for further study. These properties form a temporary protection category called the “Special Limited Study”.

Through the Study process, these properties will be reclassified as either protected (Advanced) or non-protected (Limited), based on individual analysis of their heritage merit and development options. The Study began in March 2018 and is scheduled to be complete by the end of 2019. At the conclusion of the Study, the Special Limited protection category would no longer exist in the Heritage Conservation Area policy: all properties in the Queen’s Park neighbourhood would either be protected, or non-protected.

Any protected property owner wishing to proceed with an application for reclassification on their own, in advance of this Study’s timeline, continues to have the option of making an individual application, subject to the City’s fees and procedures. Additionally, once the Study is completed, any owner would continue to have the opportunity to apply for reclassification through an individual OCP amendment application.

Phase One

Heritage value assessments were conducted during March and April 2018 by a team of heritage professionals. These consultants used archival research and site visits to evaluate the heritage value of each house in the Special Limited category. The assessments used the “heritage merit” portion of the Evaluation Checklist to calculate a score out of nine for heritage value based on aesthetic, historic, and cultural criteria. Any house that scored more

than 60% (a value of six or higher out of nine) was deemed to require further study, in order to determine the appropriate final classification of the property (see Phase Two below).

Based on the results of this work, a City-led OCP amendment was adopted by Council in June 2018 which removed heritage protection from 33 houses found to have low or common heritage value. Nine properties in the Special Limited category were either already protected through other heritage tools (such as an HRA or Heritage Designation Bylaw), or opted to remain in the protected category. The remaining 42 properties continued to Phase Two of the Study.

Expanded Study Applications

In spring 2018, Council expanded the scope of the Special Limited Study. This Expanded Study allowed owners to apply to move their protected property to the non-protected category in a City-led initiative, rather than being required to undertake individual OCP amendment applications. Being included in the Study means the owner did not have to submit an application package, pay the full processing fee, or hire a heritage professional to assess their house. Instead, these processes and costs were borne by the City. The application period for the Expanded Study was open for six months, from May to October 2018. The owners of 12 properties applied.

Heritage value assessments were completed on the Expanded Study properties between November 2018 and February 2019. As a result of this work, it was determined that removal of protection should be recommended to Council for half (six) of the Expanded Study properties, based on their low heritage value scores. The other half of the properties scored “high” in heritage merit (six or higher out of nine) and proceeded to Phase Two of the Study (described below), similar to the Special Limited category properties.

Phase Two

A total of 47 properties were included in Phase Two of the Study, which ran from May to August 2019. In this phase, an architect was engaged by the City to review the properties’ development options under their RS-4 zoning. The architect used photographs, the City’s historic Building Permit data, and neighbourhood site visits to evaluate the potential of each house to reach the maximum floor space permitted in the Zoning Bylaw. A number of potential additions or renovations were provided in each assessment, along with commentary on the physical and financial feasibility for each.

Additionally, the architect used the “development potential” portion of the Evaluation Checklist to calculate a score out of nine for each property. The results are available below in the Analysis section of this report.

ANALYSIS

Development Potential

The goal of this phase of the Study was to determine if retention of the existing house would substantially impact the ability of the property owner to build the maximum floor space available to them through the Zoning Bylaw. If the building could not be altered to accommodate this additional floor space, without compromising the heritage value of the house, then it would be considered reasonable for Council to consider removing the protection from that property, and therefore allowing the future construction of a new house which could provide the floor space entitled to the property owner by the City's bylaws.

All the properties in the Study are zoned RS-4 (Queen's Park). This zone is based on the standard single-detached dwelling zone for the mainland of New Westminster (RS-1). However, it provides an additional 0.2 Floor Space Ratio (FSR) bonus density, and relaxations to the laneway/carriage house program to properties with protected houses; as compared to the standard maximums of the RS-1 zone at 0.5 FSR and 15% floor area, for principal house and laneway/carriage house respectively. As such, when conducting the Study, the architectural consultant reviewed both the ability of the Special Limited and Expanded Study properties to meet not only the base zoning entitlement of 0.5 FSR, but also its ability to achieve the "bonus" maximum of 0.7 FSR. For some properties, the consultant also commented on the ability of the lot to accommodate a potential laneway or carriage house, as an additional infill option.

This Study did not explore the potential for properties to redevelop beyond the parameters of the RS-4 zone, which permits a principal house, a secondary suite, and a laneway/carriage house. Development beyond this form (such as for stratification, duplexes, or other forms of ground-oriented infill housing, as contemplated by the OCP) would require a rezoning or a Heritage Revitalization Agreement (HRA). As such, the potential or ability for a property to be developed in this way was not part of the scope of the Study.

Results: Phase Two

Between the Special Limited and Expanded Study properties, 47 were evaluated as part of Phase Two. The assessments used the "development potential" section of the Evaluation Checklist (Attachment 4) to calculate a score out of nine for each property. Scores are based on criteria such as lot shape and size, position/location of the house on the lot, and the adaptability of the house's architectural style. Graphic representation of each property's development options, as well as a description of the constructability and financial feasibility of those options, was provided for each house (see Attachment 2).

Similar to Phase One, the research could have resulted in three scenarios:

- 1) The house was found to have low development potential (scores 0-4 out of 9);
- 2) The house was found to have moderate development potential (scores 5-6 out of 9);
- 3) The house was found to have high development potential (scores 7-9 out of 9).

A list of the addresses, scores, and results from the evaluation is provided in Attachment 1. Overall, 28 houses were found to have high development potential, 17 were found to have moderate development potential, and two were found to have low development potential. The results are summarized in the table below:

Ranking	# Properties	% of Study
Low	2	4%
Moderate	17	36%
High	28	60%
<i>Total</i>	<i>47</i>	<i>---</i>

Notification

Letters indicating the results of Phase Two, the next steps, and a timeline for completion of the Study were sent to the 47 property owners in this phase of the Study. These letters are included in this report as Attachment 3. Each property owner was mailed their development potential assessment (Attachment 2).

The Community Heritage Commission was also advised of the results of Phase Two at their September 2019 meeting. Though, per the streamlined review process for this type of OCP amendment application, no recommendation was requested from this group.

NEXT STEPS

Reclassification of the properties will require a City-led OCP amendment. The process would be initiated following staff’s final tally of each property’s score for heritage value (Phase One), development potential (Phase Two), and the final category of building condition and integrity. This work is ongoing and scheduled to be completed in October 2019.

Letters will be sent to all Special Limited Study and Expanded Study property owners in advance of the City’s application, indicating the overall results of the Study, staff’s recommendation to Council on the reclassification of their property, and their property’s final score on the Evaluation Checklist (Attachment 4).

If the recommended bylaw is supported by Council, a single Public Hearing would be held for all properties being reclassified through the OCP amendment for the Special Limited

Study. It is anticipated that this Public Hearing would be held before the end of 2019. Notices of the Public Hearing would be sent to Queen's Park neighbourhood residents and the Community Heritage Commission approximately three weeks beforehand. Additionally, notice of the Public Hearing would be posted publically per the City's standard practice.

OPTIONS

The following options are available for Council's consideration:

1. That Council receive this report for information.
2. That Council provide alternative direction.

Staff recommend Option 1.

ATTACHMENTS

Attachment 1: Table of Results

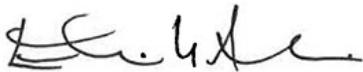
Attachment 2: Development Potential Assessments for Phase Two Special Limited Study

Attachment 3: Results Letters to Owners

Attachment 4: Evaluation Checklist

This report has been prepared by:
Britney Quail, Heritage Planner

Approved for Presentation to Council



Emilie K Adin, MCIP
Director of Development Services



Lisa Spitale
Chief Administrative Officer



Attachment 1
Table of Results

SPECIAL LIMITED STUDY PHASE TWO: RESULTS TABLE

Address	Score (out of /9)	Percentage (%)	Ranking
309 Pine St	4	44	Low
117 Regina St	4	44	
333 Arbutus St	6	67	Medium
207 Clinton Pl	6	67	
219 Fifth Ave	5	55	
533 Fifth St	6	67	
314 First St	6	67	
328 First St	6	67	
418 First St	6	67	
214 Fourth Ave	5	55	
411 Fourth Ave	5	55	
510 Fourth St	5	55	
417 Oak St	6	67	
123 Oakland St	5	55	
210 Queen's Ave	6	67	
506 St. George St	5	55	
115 Third Ave	5	55	
417 Third Ave	6	67	
231 Third St	6	67	
316 Arbutus St	9	100	High
318 Arbutus St	9	100	
320 Arbutus St	9	100	
225 Fifth Ave	8	89	
311 Fifth St	9	100	
410 Fifth St	8	89	
408 First St	9	100	
508 First St	7	78	
225 Fourth Ave	7	78	
405 Fourth Ave	9	100	
239 Fourth St	7	78	
520 Fourth St	8	89	
423 Oak St	9	100	
427 Oak St	9	100	
108 Oakland St	9	100	
319 Queen's Ave	7	78	
211 Regina St	9	100	
216 Regina St	7	78	
311 Regina St	8	89	
517 Second St	7	78	
117 Third Ave	7	78	
228 Third St	9	100	
403 Third St	8	89	
416 Third St	8	89	
418 Third St	9	100	
241 Townsend Pl	8	89	
309 Warren Ave	7	78	



Attachment 2

Development Potential Assessments for Phase Two of the Special Limited Study

The Development Potential Assessments can be found in hard copy at the Legislative Services Department or online at:

https://www.newwestcity.ca/database/files/library/Lodge_Craft_Special_Limited_Study_Phase_Two_FINAL_July_26_2019.pdf



Attachment 3

Results Letters to Owners of Phase Two Special Limited Study Properties



File: 13.2605.40
Doc# 1478821v1

August 28, 2018

Re: Queen's Park Heritage Conservation Area — Special Limited Category Study

Dear Queen's Park Property Owner,

In our previous letter dated April 1, 2019, you were informed about the launch of Phase Two of the Special Limited Category Study. The Study is intended to determine whether your property should be classified as protected (Advanced category) in the Queen's Park Heritage Conservation Area, or whether it should be classified as non-protected (Limited category).

Phase Two of this Study is now complete. This phase concluded that **your house has high development potential**, based on the regulations of the Zoning Bylaw. This means that the property would likely be able to reach its maximum floor space entitlements available for the property under the Zoning Bylaw, while also retaining the existing house. The Development Potential Assessment used to make this evaluation is attached to this letter.

The report's analysis was conducted over the summer by a third-party architectural firm, Lodge Craft. The architect used photographs, the City's historic Building Permit data, and neighbourhood site visits to evaluate the potential of each house to reach its zoning maximums. A number of potential additions or renovations which would achieve this are provided in the report, along with commentary on the physical and financial feasibility of those options provided.

The assessments used a Development Potential checklist (see the final page of the attached report) to calculate a score out of nine for each property. Scores are based on criteria such as lot shape and size, position/location of the house on the lot, and the adaptability of the house's architectural style. This score resulted in a low, medium, or high ranking for each property in Phase Two of the Study.

The results of Phase Two (Development Potential) and Phase One (Heritage Merit) will be combined with a third review of the building condition and architectural/historic integrity. This final assessment will be conducted by staff, based on the results of the previous two phases, as well as photographs, and site visits if necessary. Together, the



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three assessments (Heritage Merit, Development Potential, and Condition and Integrity) will form the property's final score on the Evaluation Checklist.

This final score on the Evaluation Checklist is out of 25 points. For those properties achieving higher than a 60% score on the Checklist (16/25), staff would recommend to Council that their property be classified as protected. Staff would recommend to Council that protection be removed from those properties with a score of 15/25 or lower.

In order to reclassify properties in the Study, Council must approve an Official Community Plan amendment. A Public Hearing is required before Council can make their decision on the amendment. A single Public Hearing will be held for all properties being reclassified through the Study. It is anticipated that this Public Hearing will be held before the end of the year. Notices will be sent to you and other Queen's Park residents approximately three weeks before the Hearing.

Please feel free to contact the undersigned if you have any questions about this Study, the results, or the timeline for completion. For general information on the Queen's Park Heritage Conservation Area, permit requirements, and the new incentives program, visit our website at www.newwestcity.ca/heritage/qphca. If you would like to receive regular Queen's Park Heritage Conservation Area updates, please sign up online through the website for the mailing list.

Kind regards,

Britney Quail,
Heritage Planner
604-527-4621 | bquail@newwestcity.ca



File: 13.2605.40
Doc# 1478821v2

August 28, 2018

Re: Queen's Park Heritage Conservation Area — Special Limited Category Study

Dear Queen's Park Property Owner,

In our previous letter dated April 1, 2019, you were informed about the launch of Phase Two of the Special Limited Category Study. The Study is intended to determine whether your property should be classified as protected (Advanced category) in the Queen's Park Heritage Conservation Area, or whether it should be classified as non-protected (Limited category).

Phase Two of this Study is now complete. This phase concluded that **your house has medium development potential**, based on the regulations of the Zoning Bylaw. This means that the property may be able to reach its maximum floor space entitlements (available for the property under the Zoning Bylaw), while also retaining the existing house. The Development Potential Assessment used to make this evaluation is attached to this letter.

The report's analysis was conducted over the summer by a third-party architectural firm, Lodge Craft. The architect used photographs, the City's historic Building Permit data, and neighbourhood site visits to evaluate the potential of each house to reach its zoning maximums. A number of potential additions or renovations which would achieve this are provided in the report, along with commentary on the physical and financial feasibility of those options provided.

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In order to reclassify properties in the Study, Council must approve an Official Community Plan amendment. A Public Hearing is required before Council can make their decision on the amendment. A single Public Hearing will be held for all properties being reclassified through the Study. It is anticipated that this Public Hearing will be held before the end of the year. Notices will be sent to you and other Queen's Park residents approximately three weeks before the Hearing.

Please feel free to contact the undersigned if you have any questions about this Study, the results, or the timeline for completion. For general information on the Queen's Park Heritage Conservation Area, permit requirements, and the new incentives program, visit our website at www.newwestcity.ca/heritage/qphca. If you would like to receive regular Queen's Park Heritage Conservation Area updates, please sign up online through the website for the mailing list.

Kind regards,

Britney Quail,
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File: 13.2605.40
Doc# 1478821v3

August 26, 2018

Re: Queen's Park Heritage Conservation Area — Special Limited Category Study

Dear Queen's Park Property Owner,

In our previous letter dated April 1, 2019, you were informed about the launch of Phase Two of the Special Limited Category Study. The Study is intended to determine whether your property should be classified as protected (Advanced category) in the Queen's Park Heritage Conservation Area, or whether it should be classified as non-protected (Limited category).

Phase Two of this Study is now complete. This phase concluded that **your house has low development potential**, based on the regulations of the Zoning Bylaw. This means that the property would likely not be able to reach its maximum floor space entitlements available for the property under the Zoning Bylaw, while also retaining the existing house. Its likely renovations that would bring the house to the Zoning Bylaw maximums would be complex and could negatively impact the heritage value of the house. The Development Potential Assessment used to make this evaluation is attached to this letter.

The report's analysis was conducted over the summer by a third-party architectural firm, Lodge Craft. The architect used photographs, the City's historic Building Permit data, and neighbourhood site visits to evaluate the potential of each house to reach its maximum floor space. A number of potential renovations or additions which would achieve this are provided in the report, along with commentary on the physical and financial feasibility of those options provided.

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three assessments (Heritage Merit, Development Potential, and Condition and Integrity) will form the property's final score on the Evaluation Checklist.

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Kind regards,

Britney Quail,
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Attachment 4

Evaluation Checklist

Queen's Park Heritage Conservation Area: Evaluation Checklist

CRITERIA	SCORE	STAFF COMMENTS
Heritage Merit		
The building a good example of its architectural style.	/3	
The building contributes to either a cohesive streetscape or provides a historic counterpoint in its architectural style and/or massing.	/3	
The building one of few examples of this style/era/year in the neighbourhood.	/1	
The building is associated with a significant person, event, construction technique, unusual material use or similar distinguishing feature.	/1	
There mature or historic landscaping (including trees, walls, fences etc...) associated with the property.	/1	
<i>Total Score for Heritage Merit</i>	<i>/9</i>	
Development Potential		
The building close to its maximum development entitlement under the Zoning Bylaw.	/3	
The building could be adapted for contemporary uses and density without compromising the heritage merit.	/2	
The lot size, shape and slope allows for additional development.	/2	
The position/location of the house on the lot allows for additional development.	/1	
Mature or historic landscaping would be retained if additional development was added.	/1	
<i>Total Score for Development Potential</i>	<i>/9</i>	
Condition		
The building retained a high level of original heritage elements. (For example: windows, doors, siding, trim, brackets, soffits, casing and other design features).	/3	
The building has retained the original form and massing associated with its architectural style.	/2	
The renovations (if any) on the building been compatible with the existing heritage elements or if not, removal and restoration is feasible.	/1	
The building's exterior appears to be in good overall condition or easily repairable.	/1	
<i>Total Score for Condition</i>	<i>/7</i>	
Total Score	/25	A Heritage Assessment on the building is required for staff's scoring purposes. If a criteria statement is true, points are allocated to that category as indicated in the score column. Should the criteria not be met, the score is zero for that category.
Retention of the building is required when a score is 16/25 or above.		