COMMUNITY HERITAGE COMMISSION

NOTICE OF OPEN MEETING

DATE: THURSDAY, 2018 SEPTEMBER 06
TIME: 6:00 PM
PLACE: Council Committee Room, Burnaby City Hall

A G E N D A

1. CALL TO ORDER

2. MINUTES
   a) Minutes of the Community Heritage Commission Open meeting held on 2018 June 07

3. CORRESPONDENCE
   a) Correspondence from Heritage BC
      Re: Parliament Petition for Heritage Building Funding
   b) Memorandum from the City Archivist
      Re: City of Burnaby Archives - Update

4. REPORTS
   a) Report from the City Archivist
      Re: City Archives Photograph Collection Access and Use
   b) Report from the Director Planning and Building
      Re: Heritage Revitalization Agreement & Heritage Alteration Permit
         George S. & Jessie Haddon House, 5558 Buckingham Avenue
   c) Report from the Director Planning and Building
      Re: Heritage Designation Bylaw / Heritage Revitalization Agreement
         Lonsdale Guardhouse Residence, 6985 Canada Way

5. NEW BUSINESS
6. INQUIRIES

7. ADJOURNMENT
COMMUNITY HERITAGE COMMISSION

MINUTES

An Open meeting of the Community Heritage Commission was held in the Council Committee Room, City Hall, 4949 Canada Way, Burnaby, B.C. on Thursday, 2018 June 07 at 6:00 p.m.

1. CALL TO ORDER

PRESENT: Councillor Colleen Jordan, Chair
        Ms. Stace Dayment, Parks, Recreation and Culture Commission Representative
        Ms. Ruby Johnson, Honorary Member Emeritus
        Mr. Richard Liu, Citizen Representative
        Mr. Lee Loftus, Citizen Representative
        Ms. Tammy Marchioni, Citizen Representative
        Mr. Harry Pride, Historian (arrived at 6:10 p.m.)
        Mr. Roger Whitehouse, Burnaby Historical Society Representative

ABSENT: Councillor Sav Dhaliwal, Vice Chair
        Councillor Nick Volkow, Member
        Ms. Diane Gillis, Citizen Representative

STAFF: Mr. Jim Wolf, Senior Long Range Planner
       Ms. Helen Lee, Long Range Planner
       Ms. Deborah Tuyttens, Museum Services Supervisor
       Ms. Rebecca Pasch, City Archivist
       Ms. Lauren Cichon, Administrative Officer
       Ms. Kathryn Matts, Administrative Officer

The Chair called the meeting to order at 6:02 p.m.

The Chair welcomed the Parks, Recreation and Culture Commission alternate representative Ms. Dayment to the Heritage Commission. Members’ introduction followed.
2. **MINUTES**

   a) Minutes of the Community Heritage Commission Open meeting held on 2018 April 05

   MOVE BY COMMISSIONER DAMENT
   SECONDED BY COMMISSIONER LOFTUS

   THAT the minutes of the Community Heritage Commission Open meeting held on 2018 April 05 be adopted.

   CARRIED UNANIMOUSLY

3. **CORRESPONDENCE**

   MOVE BY COMMISSIONER WHITEHOUSE
   SECONDED BY COMMISSIONER MARCHIONI

   THAT the correspondence be received.

   CARRIED UNANIMOUSLY

   a) Memorandum from the City Archivist
   Re: City of Burnaby Archives - Update

   A memorandum was received from Ms. Rebecca Pasch, City Archivist, providing an update on work at the City Archives. Ms. Pasch noted the City Archives is making progress with the digital records and an update will be provided to the Commission in the fall.

   The Commission inquired whether there would be consideration for the digital records to be displayed on social media.

   Staff undertook to investigate.

   *Commissioner Pride arrived to the meeting at 6:10 p.m.*

4. **REPORT**

   a) Report from the Director Planning and Building
   Re: Heritage Designation Bylaw / Heritage Revitalization Agreement
   Lonsdale Guardhouse Residence
   6985 Canada Way

   This report was WITHDRAWN prior to the meeting.
Staff advised a report will be forthcoming to Council and will be provided to the Commission for information.

5. **NEW BUSINESS**

**The Heritage Plaques Update – Helen Lee**

**Ms. Lee**, Long Range Planner, provided an update on the Burnaby 125 Heritage markers:
- Kingsway in the Post-War Era marker has been installed;
- Ernest Winch and New Vista marker has been installed at Cafferky Park; and
- Chinese Farmers of Big Bend marker is installed at Riverway Golf Course, and an additional plaque will be placed to showcase the history of Chinese families at a location to be determined.

Ms. Lee advised the City is working with the BC Labour Heritage Centre to install the BC Labour Heritage Centre plaque to provide information on the history of the Barnet Company lumber mill workers strike. The unveiling of the plaque is set for Friday, June 22nd at 12:30 p.m. at Barnet Marine Park.

**Edwin Verner Residence “Garranard” 7445 Haszard Street – Jim Wolf**

**Mr. Wolf**, Senior Long Range Planner, advised the Edwin Verner Residence “Garranard” located in the Deer Lake area was a veteran’s land grants house built in the 1920’s. Due to a recent subdivision of the property, the loss of house was almost inevitable, but the house was purchased with its entire contents by a heritage devotee. The house and contents have been moved to Salt Spring Island, BC.

Staff will provide further photographs of the house to the Commission when available.

**School Book Project – Jim Wolf**

**Mr. Wolf**, Senior Long Range Planner, advised the completion of the School Book Project is anticipated to be finished this year.

**Burnaby 125th Anniversary Plaque – Helen Lee**

**Ms. Lee**, Long Range Planner, advised the films developed for the 125th Anniversary Plaque Project will be shown at the Burnaby Village Museum and on World Rivers Day on Sunday, September 23.
Commission members expressed interest in having the films displayed on social media.

Staff undertook to follow up.

**Burnaby Historical Society – Roger Whitehouse**

Commissioner Whitehouse advised the Burnaby Historical Society (BHS), a non-profit society, has been in existence for 61 years. The Society status has not yet officially been rescinded, but will be dissolved as of 2018 December. Due to older members and lack of participation of the younger generation, the numbers of BHS have diminished from 100 members to 18 members.

The funds that been held in trust for scholarships have been donated to Simon Fraser University. Commissioner Whitehouse noted BHS is proud of all the contributions they have made to the history of Burnaby from their involvement of the carousel at BVM to the Heritage Burnaby website. The speaker expressed interest to continue being a member with the Commission.

MOVED BY COMMISSIONER PRIDE
SECONDED BY COMMISSIONER MARCHIONI

THAT the Commission REFER this matter to staff for review.

CARRIED UNANIMOUSLY

*Commissioner Liu left the meeting at 6:49 p.m. and did not return*

**“Then and Now” and “BC Road Trip Time Machine” Videos – Jim Wolf and Helen Lee**

Mr. Wolf, Senior Long Range Planner, and Ms. Lee, Long Range Planner, played two videos from the Ministry of Transportation and Infrastructure to the Commission. The videos showed Horseshoe Bay to Burnaby (1966 vs. 2017) and Highway 1 from Horseshoe Bay to Burnaby (1966).

The videos are available on Youtube.

6. **INQUIRIES**

**A History of the BC Labour Movement - Lee Loftus**

Commissioner Loftus inquired if “A History of the BC Labour Movement” book is available in the City’s libraries.
The Chair advised the book is available in local libraries and the proceeds from the sale of the books will go to local schools.

7. **ADJOURNMENT**

MOVED BY COMMISSIONER MARCHIONI
SECONDED BY COMMISSIONER DAYMENT

THAT this Open Commission meeting do now adjourn.

CARRIED UNANIMOUSLY

The Open meeting adjourned at 7:05 p.m.

Lauren Cichon
ADMINISTRATIVE OFFICER

Councillor Colleen Jordan
CHAIR
From: Paul Gravett [mailto:pgravett@heritagebc.ca]
Sent: July 25, 2018 10:17 AM
To: Zeinabova, Blanka
Subject: Help us gain attention for heritage on Parliament Hill

Dear Blanka,

The National Trust, Heritage BC and heritage organizations across Canada are working together on an exciting new phase in the Year of Action for historic places!

Liberal MP John Aldag has agreed to sponsor a parliamentary petition that calls on the Minister of the Environment to ensure substantial funding for historic places in Federal Budget 2019.

We are asking you to sign the petition so that your voice is heard. The only way heritage will gain attention on Parliament Hill is through a groundswell of support from the heritage community.

Our second request is to ask you to share the petition with your colleagues.

If signing the petition is a conflict with your employer, please consider signing as a private citizen.

Why a parliamentary petition?
We need to show Government that support for historic places are worthy of attention in Federal Budget 2019. With thousands of signatures, we can send a message that federal investment is needed to save places of significance to Indigenous peoples, and help owners and organizations save and renew historic places in ways that create green jobs, attract investment, and help fight climate change.

What's the strategy?
The goal of the Year of Action to #changethegame4heritage is to secure thousands of signatures, help you meet with your Member of Parliament this summer, and host a Day of Action on Parliament Hill in the fall – just in time for MPs and cabinet ministers to include a substantial fund for historic places in their priorities for Budget 2019. Stay tuned for updates and instructions throughout the summer.

Be part of our Year of Action! Help ensure that MPs will have a reason to take action for historic places this fall.

Thanks for your support.

Paul Gravett
Executive Director
Heritage BC

604-816-4183
www.heritagebc.ca

3.a)
Whereas:

- Canada’s collective story is told through its historic places, and thousands of sites have been formally recognized by public authorities;
- Canada has committed to protecting and preserving cultural heritage by being party to the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage;
- Investing in the rehabilitation of historic places contributes to economic growth through job creation, revitalization of traditional downtowns, and tourism;
- The retention and reuse of historic places contributes to the fight against climate change, reducing construction and demolition waste and avoiding the environmental impacts of new development;
- Reconciliation requires investment in historic places of significance to Canada’s Indigenous peoples;
- The Standing Committee on Environment and Sustainable Development in its report Preserving Canada’s Heritage: the Foundation for Tomorrow identified the need for federal leadership, including funding and incentives for historic places not owned by the federal government; and
- Federal action is needed without delay, since estimates indicate that more than 20% of Canada’s historic places were lost between 1970 and 2000 – and losses continue due to lack of funding;

We, the undersigned, citizens of Canada, call upon the Minister of Environment and Climate Change to demonstrate federal leadership for historic places by working with the Minister of Finance to create a multi-million dollar fund in Budget 2019 that would support the efforts of Indigenous peoples, charities and not for profits to save and renew historic places, and encourage private sector investment and heritage philanthropy.

Sponsor

John Aldag
Cloverdale—Langley City
Liberal
British Columbia
Open for signature: July 11, 2018, at 9:31 a.m. (EDT)
Closed for signature: November 8, 2018, at 9:31 a.m. (EDT)

-8-

Signatures (1881)

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Sign the petition
INTER-OFFICE MEMORANDUM

TO: CHAIR AND MEMBERS
   COMMUNITY HERITAGE COMMISSION

FROM: REBECCA PASCH
      CITY ARCHIVIST

DATE: 2018 August 13

FILE: 2410-20
Reference: Community Heritage Commission

SUBJECT: CITY OF BURNABY ARCHIVES – UPDATE

For the information of the Chair and Members of the Community Heritage Commission, the following report outlines the activities and initiatives undertaken by the City Archives since the last CHC meeting:

- Arising from the Archives update presented at the meeting held on 07 June 2018, staff undertook to investigate if there could be consideration for archival pictures to be posted on social media. The Archives is currently in discussions with the Marketing Department to help determine the best social media strategy for the Archives.

- The collaboration with the Information Technology Department and the City Archives on preservation management for the digital records currently in Archives’ holdings continues to progress well. We plan to present on our efforts at the next CHC meeting.

- The Legal Department, the Realty and Lands Division of the Public Safety & Community Services Department, the Heritage Planning Division of the Planning Department and the Engineering Department have transferred a total of 77 boxes of records of enduring value to the Archives since the start of 2018. These records have now been processed, catalogued and indexed according to the highest level of archival practices and standards, thus allowing the public and City Officials quick, efficient and direct access to information stored within them.

Respectfully submitted,

Rebecca Pasch
City Archivist
TO: CHAIR AND MEMBERS
COMMUNITY HERITAGE COMMISSION

DATE: 2018 August 13

FROM: CITY ARCHIVIST

FILE: 2410-20

SUBJECT: CITY ARCHIVES PHOTOGRAPH COLLECTION ACCESS AND USE

PURPOSE: Updated protocol for unrestricted photographs housed at the City of Burnaby Archives

RECOMMENDATION:

1. THAT this report be received for information.

REPORT

1.0 BACKGROUND

In a continued effort to improve efficiency and streamline processes, the Archives undertook to improve the turnaround time required by Archives staff when responding to requests for photographs. The solution put forward in this report ensures that we are making our holdings available to the largest community possible, without any unwarranted restrictions on their use.

1.1 Impetus

In 2016, we received 110 requests for high resolution images of photographs in our holdings (average of 5 photos per request), resulting in 1,100 hours of staff time, or 60% of one staff person’s year.

1.2 Current practice

All digital images currently available on heritageburnaby.ca (Heritage Burnaby) are low resolution (for access), whether or not the originals in our holdings have any restrictions on use. When a member of the public or a City staff person is interested in using one of our images for any purpose other than online access, the Archives is contacted to produce a high resolution (for dissemination) image.

Unrestricted photographs are those that are in the public domain (meaning not protected by intellectual property laws such as copyright, trademark, or patent laws), not restricted by the Freedom of Information and Protection of Privacy Act (FOIPPA), and not restricted in any other
way (donor restrictions, etc.). Since 2016, to facilitate the access to and use of unrestricted photographs, individuals do not need to fill out any paperwork when requesting high resolution images of unrestricted photographs for any use. A Reproduction Agreement (RA) form is not required because there are no conditions of use set on these images.

2.0 New protocol

For those photographs in our holdings that are unrestricted:

- Archives will partner with the City’s Information Technology (IT) department to update the online images in this record set from low resolution to high resolution so that both the public and City staff can freely download them from Heritage Burnaby on their own, without any further output of time from Archives’ staff.

All restrictions (including copyright, FOIPPA, frailty of records, donor intent, etc.) will continue to be respected and the RA will continue to be used for those photographs with restrictions in our holdings.

2.1 Benefits

Although this protocol will require time up front to implement, we will ultimately have a much more streamlined approach to photograph requests, which will free up staff to work on other projects once it is in place. In addition:

- The public will have much easier access: self-service in most cases.
- IT can accommodate the disk space for this change, so no cost will be associated.

2.2 Building on the successes of last year

In 2017, all Open 1894-1969 Council records were made permanently accessible online and freely downloadable from Heritage Burnaby without any further output of time from Archives’ staff. This recent update to Heritage Burnaby has created the dual benefit of helping ensure open and accountable government while also having a positive impact on the staff time normally required to respond to requests for Council records from both City staff and the public. Providing high resolution images of unrestricted photographs for download is a logical next step, building on this success.

2.3 Burnaby Historical Society photograph collection

The incorporation of the Burnaby Historical Society Community Archives collections into the City’s holdings in 2007 saw over 100 metres of textual records and over 10,000 photographs moved to the Archives facility, and set a strong example of support for the protection and preservation of the City’s documentary heritage.
The Archives will implement this new protocol beginning with the approximately 900 unrestricted photographs that are part of the Burnaby Historical Society photograph collection, due to their frequent requests for use as well as the positive and profound impact that this Society has had on the City of Burnaby and its citizens. Although there is sadness in the fact that the Society is in the process of disbanding, we see this as a great legacy project for the City Archives to undertake.

Respectfully submitted,

Rebecca Pasch
CITY ARCHIVIST

Copied to: Director of Corporate Services
City Clerk
TO: CHAIR AND MEMBERS
COMMUNITY HERITAGE COMMISSION

FROM: DIRECTOR PLANNING AND BUILDING

DATE: 2018 September 04

FILE: 77000 20
Reference: HRA and HAP

SUBJECT: HERITAGE REVITALIZATION AGREEMENT AND HERITAGE ALTERATION PERMIT
GEORGE S. AND JESSIE HADDON HOUSE
5558 BUCKINGHAM AVENUE

PURPOSE: To seek Council authorization for a Heritage Revitalization Agreement and a Heritage Alteration Permit for the George S. and Jessie Haddon House.

RECOMMENDATIONS:

THAT the Community Heritage Commission receive this Heritage Revitalization Agreement proposal and forwards this report to Council with the following recommendations:

1. THAT Council authorize the preparation of a Heritage Revitalization Agreement Bylaw to provide for the addition of a family room for the George S. and Jessie Haddon House located at 5558 Buckingham Avenue; and

2. THAT Council approve the issuance of a Heritage Alteration Permit to authorize the alterations to this protected heritage resource, as outlined in the report.

REPORT

1.0 BACKGROUND

In 2006, the City entered into a Heritage Revitalization Agreement with the then owner of the George S. and Jessie Haddon House, a Dutch Colonial residence located at 5558 Buckingham Avenue (see Attachment #1). The agreement supported a Heritage Designation Bylaw of this 1923 house as a city heritage site and allowed for a number of changes to the building and land, including subdivision of the property into two single-family lots and relocation of the existing heritage house. The proposal also included provisions for the inclusion of a secondary suite and a bed and breakfast business within the heritage house, as well as provisions for future expansion of the kitchen, addition of a solarium and construction of a new garage with storage space above.

In 2013, the current owners entered into a second Heritage Revitalization Agreement with the City to restore the building’s front facade through the addition of a porte-cochere, which was consistent with the purpose of the continued heritage conservation of the Haddon House (see...
The only variances between this agreement and the original agreement dated 2006 were increases to the lot coverage and depth of the principle building, and a reduced front yard setback. All other terms of the original Heritage Revitalization Agreement remained unchanged. While the secondary suite and bed and breakfast business within the heritage house had been completed, the provisions to expand the rear portion of the house and construction of a new garage had not yet been realized.

The owners approached the City earlier this year seeking permission to consider a minor amendment to the Heritage Revitalization Agreements to reflect a reconfiguration at the rear of the house and allow for the addition of a family room. The purpose of this report is to seek approval for a new Heritage Revitalization Agreement which would supplement the provisions of the 2006 and 2013 HRA bylaws in order to permit the changes as outlined in the follow sections.

2.0 HERITAGE REVITALIZATION AGREEMENT

2.1 Local Government Act – Heritage Revitalization Agreement Process

A Heritage Revitalization Agreement (HRA) is a written agreement between a local government and a property owner and provides the authority under the Local Government Act to vary or supplement provisions of a bylaw or land use regulation. A Local Government must also hold a public hearing on the matter before entering into a Heritage Revitalization Agreement if it would permit a change to the use or density of use that is not otherwise authorized by the applicable zoning of the property.

The purpose of this HRA is to maintain the long-term protection and conservation of the Haddon House by allowing the owners to amend their original design and construct a family room at the rear of the residence that is compatible with the style, materials, craftsmanship and finish of the existing house. The City’s Official Community Plan statement concerning the conservation of heritage has specifically outlined the need to establish incentives and processes to facilitate and encourage the conservation of significant privately-owned heritage buildings.

2.2 Proposed Heritage Revitalization Agreement

The proposed HRA has been developed in response to the current owners’ desire to achieve better functionality of the living spaces within the house by creating a distinct and separate family room next to the kitchen. The formal living room would serve guests staying in one of the bed and breakfast guest rooms on the upper floor, while the family room would accommodate a new space for both the owners and guests. The proposed family room would project from the rear of the building as proposed in the original HRA, and cover an area of about 26.2 m² (282 sq.ft.) (see Attachment #3). This reconfiguration and addition would result in an increased overall building depth, but minor reductions to the overall site coverage, floor area and rear yard setback, which would conform to the district regulations for the R1 Residential District and the previous HRAs, as noted in Section 3.0 of this report.
Under the terms of the Local Government Act (Section 610), the HRA provides the City with an opportunity to negotiate and enter into an agreement directly with the property owner. Before entering into a Heritage Revitalization Agreement, the City must hold a public hearing on the matter if the agreement would permit a change to the use or density of use that is not otherwise permitted by the applicable zoning of the property. As the proposal involves an increased building depth which differs from the original agreement, a new HRA is required to be established under bylaw. However, as the proposal does not involve a change in the use, or density of use, of the property, a public hearing is not required. It is proposed that this HRA be advanced for Council consideration at this time based on the following development proposal.

3.0 DEVELOPMENT PROPOSAL

The Planning Department has reviewed the owners’ proposal to revise and redesign the layout on the main floor to accommodate a family room next to the kitchen area. The proposal, which is located at the back of the house and not visible from Buckingham Avenue, is considered compatible with the overall heritage character of the residence and complies with the City’s adopted heritage conservation guidelines. The proposed addition will increase the building's depth, but result in a smaller building footprint and decreased floor area compared to the previous proposal and associated HRA (see Attachment #4). Council approval is being sought for a new HRA to provide for the following minor district zoning variances and minor changes:

Zoning Variances:

3.1 Depth of Principal Building

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<td>18.75 m (61.5 ft.)</td>
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<td>Current proposal</td>
<td>20.76 m (68.11 ft.)</td>
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Under the current proposal, the building depth would exceed the previous proposal by 2.01 m (6.6 ft.) and the permitted building depth by 2.46 m (8.2 ft.).

Other Changes:

3.2 Lot Coverage

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<th>40%</th>
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<td>Previously approved (2013)</td>
<td>22% or 239.81 m² (2,581.3 sq.ft.)</td>
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<tr>
<td>Current proposal</td>
<td>20% or 224.46 m² (2,373 sq.ft.)</td>
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The proposed family room addition would see a reduction in the lot coverage from 22% to 20% of the total site area, which does not exceed the maximum allowable of 40%.
3.3 Gross Floor Area (GFA)

Max. GFA permitted : 590 m² (6,350.9 sq.ft.)  
Previously approved (2006) : 394.47 m² (4,246.18 sq.ft.)  
Current proposal : 387.47 m² (4,170.18 sq.ft.)

The Gross Floor Area for the heritage house under the revised proposal would be reduced by about 7 m² (or 75 sq.ft.), relative to the previous proposal and HRA.

3.4 Rear Yard Setback

Minimum (from principle building): 9.0 m (29.5 ft)  
Previously approved (2006) : 17.72 m (58.3 ft.)  
Current proposal : 15.26 m (50 ft.)

The rear yard setback would be reduced by 2.46 m to accommodate the rear addition, but would still meet the minimum requirements under the R1 Residential District zoning.

4.0 HERITAGE ALTERATION PERMIT

Under the Local Government Act, any structure protected by Heritage Designation Bylaw requires that a Heritage Alteration Permit be issued by Council to legally permit any proposed material and design alterations. At this time, it is necessary for Council to approve a Heritage Alteration Permit in order to legally authorize the approval of permits subsequent to and in conformance with the proposed Heritage Revitalization Agreement.

5.0 POLICY SECTION

The proposed Heritage Revitalization Agreement, as outlined in this report, is consistent with the City of Burnaby’s Corporate Strategic Plan by supporting the following three goals and sub-goals of the Plan:

A Connected Community
- Partnership

A Healthy Community
- Community Involvement

A Dynamic Community
- Community Development

To learn more about the City of Burnaby’s Corporate Strategic Plan, please visit www.burnaby.ca/CSP.
6.0 CONCLUSION

In summary, this Heritage Revitalization Agreement seeks to make changes to the George S. and Jessie Haddon House to improve its overall functionality. These changes are considered acceptable from a heritage point of view and appropriate in terms of its size and location. The only variance to the zoning bylaw being requested is regarding the regulation on the maximum depth of the principal building. Other moderate changes are being proposed to other features of the previous HRAs and would not significantly alter or affect the key elements of this City heritage site.

With Council approval of the recommendations, the subject bylaw would be prepared and advanced to a future meeting of Council. Following final adoption of the bylaw, staff would process the necessary development approvals guided by the provisions of the current and earlier HRAs and approved Heritage Alteration Permit.

Lou Pelletier, Director
PLANNING AND BUILDING

cc: City Manager
    Chief Building Inspector
    City Solicitor
    City Clerk

Attachments
SUBJECT SITE

PLANNING & BUILDING DEPARTMENT

Date: AUG 30 2018

5558 BUCKINGHAM AVENUE

Attachment #1
George S. and Jessie Haddon House
5558 Buckingham Avenue
Main floor plan approved under 2006 HRA.
Main floor plan under supplementary HRA proposed.
TO: CHAIR AND MEMBERS
COMMUNITY HERITAGE COMMISSION

FROM: DIRECTOR PLANNING AND BUILDING

DATE: 2018 September 04

FILE: 77000 05
Reference: HRA and HDB

SUBJECT: HERITAGE DESIGNATION BYLAW /
HERITAGE REVITALIZATION AGREEMENT
LONSDALE GUARDHOUSE RESIDENCE
6985 CANADA WAY

PURPOSE: To seek Council authorization to prepare a Heritage Designation Bylaw and Heritage Revitalization Agreement to provide for the retention of the Lonsdale Guardhouse Residence.

RECOMMENDATIONS:

THAT the Community Heritage Commission receive this Heritage Designation Bylaw and Heritage Revitalization Agreement proposal and forward this report to Council with the following recommendations:

1. THAT Council authorize the preparation of a Heritage Revitalization Agreement Bylaw to provide for the retention and protection of the Lonsdale Guardhouse Residence.

2. THAT a Heritage Designation Bylaw be prepared to designate the Lonsdale Guardhouse Residence as a protected heritage site.

3. THAT the Heritage Revitalization Agreement and Heritage Designation Bylaw be forwarded to a public hearing at a future date.

4. THAT Council approve the listing of the Lonsdale Guardhouse Residence on the Burnaby Community Heritage Register as a protected heritage property.

REPORT

1.0 BACKGROUND

The Planning and Building Department received an enquiry from the owner of 6985 Canada Way regarding development options for this existing R5 Residential District property. At present, the property is occupied by the Lonsdale Guardhouse Residence (the “Guardhouse” Residence), a heritage building identified on the City’s heritage inventory. Under the current
zoning, the owner can demolish the existing house and construct a new single family dwelling on the property in accordance with the prevailing R5 zoning regulations (see Attachment #1).

In consideration of the City’s Heritage Program and the owner’s desire to retain and protect this historic and architecturally significant house as a designated City heritage site, the Planning Department has worked with the owner to develop a suitable proposal for the property utilizing a Heritage Revitalization Agreement. The proposal would allow for the creation of two lots: Lot 1 would provide for the retention, conservation and designation by bylaw of the existing Guardhouse Residence fronting Canada Way; and Lot 2 would provide for a new single-family dwelling fronting Rosewood Street which would be subject to design review and development guidelines.

2.0 HERITAGE DESIGNATION

2.1 Local Government Act – Heritage Designation Bylaw Process

Under the terms of the Local Government Act, provision is made for the designation by bylaw of property that “... has heritage value or character....” (Section 611). The intention of the designation bylaw is to protect this heritage building and site.

Section 612 of the Local Government Act specifies the formal procedures of the designation process which are as follows:

- that a Public Hearing be held;
- that 10 days prior to the Public Hearing, notice must be served to all owners and occupants of the property;
- that newspaper notices be published in two consecutive issues of a newspaper with the last publication to be at least three days prior but not more than 10 days prior to the Public Hearing;
- that a report be prepared and made available to the public, and which includes:
  - the heritage value or heritage character of the property;
  - the compatibility of conservation with the official community plan and any other community planning objectives in the area in which the property is located;
  - the compatibility of conservation with lawful uses of the property and adjoining lands;
  - the condition and economic viability of the property;
  - the possible need for financial or other support to enable appropriate compensation;
- that notice of the completed bylaw be given in the Land Title Office and to the owners.

2.1.1 Heritage Character Statement

The Lonsdale Guardhouse Residence is one of Burnaby’s landmark heritage homes in the historic neighborhood of Edmonds. As the residence retains significant heritage value to the
City, it is listed on the City’s heritage inventory and qualifies for inclusion on the Burnaby Heritage Register.

This two-and-one-half storey residence was constructed in 1914 by Lonsdale L. Guardhouse. Similar to many houses at the time, the Guardhouse Residence was built from Craftsman-style pattern book designs, which were readily available in magazines and brochures. This residence is notable for its unusual sloped roofline, which features gently curved eaves, lapped and shingled siding and rustic brick (see Attachment #2).

2.1.2 Compatibility of Conservation with Community Plan and Adjoining Land Use

The planning for the conservation of heritage resources is outlined in Burnaby’s Official Community Plan. Burnaby has established a goal “To provide opportunities for increased awareness and the conservation of the City’s unique natural, cultural, archaeological and built heritage.” The conservation of this heritage house is considered compatible within its well-developed neighbourhood context of predominantly single and two-family dwellings. The retention, conservation and designation of this house through bylaw will add another significant heritage building to the City’s list of protected heritage resources. The Lonsdale Guardhouse Residence is an important landmark in the historic Edmonds neighborhood and its preservation provides a good opportunity to retain and interpret the early history and heritage of Burnaby.

2.1.3 Condition and Economic Viability of the Property

The Lonsdale Guardhouse Residence has been well-maintained by previous owners and remains in excellent condition. Changes made to the house over the years include the front verandah, which has been altered through the removal of its floor structure, and a rear addition to the main house constructed in 1985. These alterations will be removed and the original design of the building restored by the proposed agreement. The economic viability of the property is considered secure given that the Heritage Revitalization Agreement provides the owner the opportunity to create a new single family lot and would provide sufficient financial incentive to retain and restore the existing heritage house.

2.1.4 Possible Need for Financial Support to Enable Conservation

The building will continue to be owned as a private dwelling and maintained accordingly. The adoption of the Heritage Revitalization Agreement by Council will allow for subdivision utilizing the provisions of the R5 District to create two lots with some minor variances to the zoning bylaw. The provision of an additional lot would assist the property owner with additional revenue in order to relocate and restore the heritage building. There are no additional economic incentives that would be required to ensure its continued protection and conservation. Staff would continue to work in cooperation with the current and future owners of the property to ensure that the heritage character of this City heritage site is protected and conserved.
3.0 HERITAGE REVITALIZATION AGREEMENT

3.1 Local Government Act – Heritage Revitalization Agreement Process

A Heritage Revitalization Agreement (HRA) is a written agreement between a local government and private property owner and provides the authority under the Local Government Act to vary or supplement provisions of a bylaw which concerns land use designation and subdivision. A local government must hold a Public Hearing on the matter before entering into a Heritage Revitalization Agreement if it would permit a change to the use or density of use that is not otherwise authorized by the existing zoning of the property.

The purpose of this Heritage Revitalization Agreement is to provide for the long-term protection and conservation of the Lonsdale Guardhouse Residence, a significant Burnaby heritage building located in the Edmonds neighborhood. The current owner of the property wishes to ensure that this heritage house is protected by the City of Burnaby as a City heritage site. The City’s Official Community Plan statement concerning the conservation of heritage has specifically outlined the need to establish incentives to encourage the conservation and facilitate the retention of significant privately-owned heritage buildings.

It is proposed that the City enter into a HRA to ensure specific design controls and provide necessary zoning variances to allow for the subdivision and development of the existing R5 Residential District property in order to retain and protect the landmark Lonsdale Guardhouse Residence as a City heritage site. As the proposed HRA for the Guardhouse Residence will provide for variances to the property’s R5 zoning to accommodate the creation of an additional lot, a Public Hearing is required (see Attachment #3).

3.2 Proposed Heritage Revitalization Agreement

The subject property is zoned R5 Residential District which provides guidelines for the development of small lots. The Burnaby Zoning Bylaw states that each new lot created in the R5 zoning for Single Family Dwelling – Small, where 30 percent or more of the existing lots in the block front have a width of 13.72 m (45.0 ft.) or less, shall have an area of not less than 334.40 m² (3,600 sq. ft.) and a width of not less than 9.15 m (30.0 ft.). While these conditions do not exist within the block front of the subject lot, the adjacent lots have been redeveloped with duplex residences and small lots exist on the block south of the subject site. Therefore, the proposed provisions would be compatible with the duplex strata lots and with the character of the neighbourhood.

In consideration of the City’s Heritage Program, it has been deemed desirable to retain and protect the historic and architecturally significant Lonsdale Guardhouse Residence as a designated City heritage site. The applicant has prepared a plan and guidelines for the retention of the Guardhouse Residence. The proposal is for the creation of two small single-family lots based on the provisions of the existing R5 District, and the use of a Heritage Revitalization
Agreement to vary provisions of the Burnaby Zoning Bylaw with regards to lot area, height, setbacks and floor area. The subdivision would be based on the layout as shown in Attachment #3, and all other Zoning Bylaw, BC Building Code and other City regulations and requirements would continue to apply.

4.0 DEVELOPMENT PROPOSAL

4.1 Proposed Lot 1 (Existing Heritage House)

The existing heritage house is to be retained under the HRA and designated as a City heritage site with the following design guidelines and variances to the Burnaby Zoning Bylaw:

(i) A lot created under the HRA would vary the Zoning Bylaw and meet the minimum lot width and lot area under the R5 single family dwelling – small, with a total lot area of 414.85 m² (4,650.5 sq.ft.).

(ii) The heritage house will be protected by a Heritage Designation Bylaw as a City heritage site.

(iii) The heritage house will be relocated on the site to accommodate its preservation and sited to the eastern portion of the property, adjacent to Canada Way. It is noted that the proposal will include the demolition of the existing modern rear addition built in 1985.

(iv) The exterior of the heritage house will be restored following the submitted Heritage Conservation Plan that shall include restoration of the exterior design of the dwelling, including the repair of the rear elevation following the removal of the modern addition and reconstruction of the original front verandah.

(v) The proposed Gross Floor Area (GFA) is 345 m² (3,713.5 sq. ft.) and Above Grade Floor Area (AFGA) is 194 m² (2,084.97 sq. ft.). The maximum GFA for the existing house will exceed the permitted GFA by approximately 86 m². (923 sq. ft.), which will accommodate development of a full basement for the relocated dwelling.

(vi) The proposed height of the principal building shall not exceed 9.6 m (31.5 ft.). The maximum permitted height of 9.0 m (29.5 ft.) will be exceeded by approximately two feet to provide for the relocation of the house and provide for the design of the new foundation and basement living area.

(vii) The proposed front yard setback is 6.0 m (19.7 ft.), which meets the Zoning Bylaw provision of not less than 6.0 m (19.7 ft.). The proposal will be exempt from the application of front yard average provisions of the Zoning Bylaw. Additionally, it is further noted that the front verandah will encroach into the front yard setback area by approximately 1.52 m (5 ft.). This would exceed the 1.2 m (3.94 ft.) exemption by .32 m (1 ft.).

(viii) A reduced rear yard setback of 6.4 m (21 ft.) is proposed. The minimum rear yard of 7.5 m (24.6 ft.) will be reduced by 1.1 m (3.6 ft.).

(ix) A carport or garage not exceeding 42 m² (452.1 sq. ft.) is proposed. This accessory building will be exempt from all other provisions of the Zoning Bylaw in respect to siting and setbacks.
(x) A Section 219 restrictive covenant will be registered on the property’s land title outlining the provisions of the Heritage Revitalization Agreement.

(xi) The design of the restoration of the residence will be subject to the submission of a suitable conservation plan for review and approval.

Note: Calculations and measurements are subject to an up-to-date survey plan.

4.2 Proposed Lot 2 (New Residence)

A new residence will be constructed under the HRA with the following design guidelines and variances to the Burnaby Zoning Bylaw:

(i) A lot created under the HRA would vary the Zoning Bylaw to meet the minimum lot width and lot area under the R5 Single Family Dwelling – Small, with a total proposed lot area of 396.03 m² (4,262.83 sq. ft.).

(ii) The required setbacks for the new single family dwelling are proposed as follows:
  - Front Yard: 4.5 m (14.7 ft.)* [* Exempt from front yard averaging]
  - Rear Yard: 3.65 m (11.97 ft.)
  - Side Yard – West: 1.5 m (4.9 ft.)
  - Side Yard – East: 6.0 m (19.6 ft.)

(iii) A maximum lot coverage of 158.41 m² (1,705.1 sq. ft.) of the lot area and total GFA of 237.6 m² (2,557.5 sq. ft.) as restricted by the required front, rear and side yard setbacks.

(iv) The incorporation of a garage/carport not to exceed 42 m² (452.1 sq. ft.) into the envelope of the proposed new dwelling.

(v) A Section 219 restrictive covenant will be registered on this property outlining the terms of the Heritage Revitalization Agreement.

(vi) The design of the dwelling will be subject to review and approval.

Note: Calculations and measurements are subject to an up-to-date survey plan.

5.0 POLICY SECTION

The designation of the Lonsdale Guardhouse Residence as a protected heritage resource, along with the proposed Heritage Revitalization Agreement which will ensure its retention and protection, as outlined in this report, is aligned with the City of Burnaby’s Corporate Strategic Plan by supporting the following three goals and three sub-goals of the plan:

A Connected Community
  - Partnership

A Healthy Community
  - Community Involvement
To: Community Heritage Commission
From: Director Planning and Building
Re: Heritage Designation Bylaw/Heritage Revitalization Agreement
Lonsdale Guardhouse Residence
6985 Canada Way
2018 September 04 ............................................................... Page 7

A Dynamic Community
• Community Development

To learn more about the City of Burnaby’s Corporate Strategic Plan, please visit www.burnaby.ca/CSP.

6.0 CONCLUSION

The proposed Heritage Revitalization Agreement conforms with the use and development of the R5 zone for small single family lots with variances to the floor area, height and rear yard setback for the heritage house on Lot 1, and to the floor area, front yard and rear yard setbacks for the new house on Lot 2.

The protection of the Lonsdale Guardhouse Residence through a Heritage Designation Bylaw and Heritage Revitalization Agreement offers the City of Burnaby an opportunity to protect and revitalize a significant heritage building in the Edmonds neighborhood and an important City heritage resource. Utilizing the opportunity presented by the current proposal to achieve heritage designation of the Guardhouse Residence through an HRA will ensure the long-term protection of this heritage house.

This project is guided by the Official Community Plan objective to protect the City’s significant cultural heritage resources. The Heritage Revitalization Agreement presented in this report provides a suitable plan for public review and consideration at this time. With Council approval of the recommendations of this report, the subject bylaws would be prepared and advanced to Public Hearing at a future date.

Lou Pelletier, Director
PLANNING AND BUILDING

HL/JW:sa/sla
Attachments

cc: City Manager
    Chief Building Inspector
    City Solicitor
    City Clerk

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Lonsdale L. Guardhouse Residence
6985 Canada Way