



## **Committee of the Whole Report**

### **For the Meeting of July 12, 2018**

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**To:** Planning and Land Use Committee                      **Date:** June 28, 2018

**From:** Jonathan Tinney, Director, Sustainable Planning and Community Development

**Subject:** Heritage Alteration Permit Application No. 00228 for 502 Discovery Street

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### **RECOMMENDATION**

That Council, after giving notice and after the Public Hearing for Rezoning Application No. 00646, if it is approved, consider the following motion:

"That Council authorize the issuance of the Heritage Alteration Permit Application No. 00228 for 502 Discovery Street, in accordance with:

1. Plans date stamped May 25, 2018.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. Heritage Alteration Permit lapsing two years from the date of this resolution."

### **LEGISLATIVE AUTHORITY**

In accordance with Sections 617 and 618 of the *Local Government Act*, Council may issue a Heritage Alteration Permit which may be subject to terms consistent with the purpose of the heritage protection of the property, including: (i) conditions respecting the sequencing and timing of construction, (ii) conditions respecting the character of the alteration or action to be authorized, including landscaping and the siting, form, exterior design and finish of buildings and structures and (iii) security. Council may refuse to issue a Heritage Alteration Permit for an action that, in the opinion of Council, would not be consistent with the purpose of the heritage protection of the property.

### **EXECUTIVE SUMMARY**

The purpose of this report is to provide Council with information, analysis and recommendations for a Heritage Alteration Permit Application for the property located at 502 Discovery Street (BC Electric Railway (B.C.E.R) Company Depot). The proposal is to use the upper storey attic of the existing building for office space, requiring the addition of a breezeway, a number of skylights, and minor alterations to two existing entrances.

The following points were considered in assessing this Application:

- the proposal is consistent with the *Official Community Plan* because it is in accordance with the goal of protecting and celebrating Victoria's cultural and natural heritage resources with value for present and future generations.

- the *Burnside Gorge Neighbourhood Plan* encourages the development of new industrial and general commercial space to support future businesses. The plan also encourages the protection of heritage resources through designation of properties listed on the Heritage Register.
- the existing heritage industrial building is currently protected under a Section 219 covenant registered on title; however, the applicant is proposing to Heritage-Designate the building, which is being considered in a concurrent Heritage Designation Application.
- the applicant is proposing exterior alterations and interior renovations by converting the upper-storey attic into office space to allow for a co-working environment. The proposed exterior alterations will not have a negative impact on the historic features of the character of the building, and are consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

## BACKGROUND

### Description of Proposal

The building houses a number of uses: a bar (club), warehousing, and a gymnastics facility along with some vacant space. In order to make the second floor functional for office space, interior renovations are required. The proposal is to renovate and create office space on the second floor. The entrance to the newly created work space will be from Store Street, which will house cycling facilities for the users. A new café is also anticipated in an existing vacant space adjacent to the entrance to the new upper storey office space.

The proposal includes the following major design components:

- installation of a number of skylights, including reintroduction of skylights that were part of the original structure
- a flat-roofed glass structure (breezeway) with a central pyramidal glass roof between the two existing sloped roof structures to connect the two proposed office areas
- installation of a new arched window in the upper south gable of the east bay
- alteration of existing egress openings on the west side to accommodate entrances for the second floor attic space and a café, and alteration of a window to accommodate an egress door
- installation of metal and glass canopies over the main west entrances.

The large shed-type industrial building was designed by Francis Rattenbury to house the maintenance shop for the BC Electric Railway Company and was constructed in two phases (1901 and 1907). The Statement of Significance, attached to this report, provides a description of the heritage value and the character-defining elements.

The applicant is also requesting to Heritage-Designate the property through a separate application, and will also be applying to the Heritage Tax Incentive Program and the Building Incentive Program administered by the Victoria Civic Heritage Trust. The building is currently protected under a Section 219 Heritage Conservation Covenant registered on title, which is proposed to be discharged if the Heritage Designation Bylaw is approved.

### Sustainability Features

The adaptive reuse of an existing building is the main sustainable feature. In addition, the proposed skylights will allow for natural ventilation, natural lighting and passive solar heating. There would be significant improvements to insulation and the heating system in the building. There would also be an addition of a bicycle room and end of trip facilities for the office users.

## **Active Transportation Impacts**

The applicant proposes the following features which support active transportation:

- 84 Class 1 bicycle parking spaces
- end of trip facilities for employees.

## **Public Realm Improvements**

No public realm improvements are proposed in association with this Heritage Alteration Permit.

## **Regulatory Considerations**

As noted, a concurrent Rezoning Application has been submitted to increase the density. As the additional floor area is internal to the existing building, this additional density will not be evident or impact the built form.

## **ANALYSIS**

The following sections provide a summary of the Application's consistency with the relevant City policies.

### **Official Community Plan**

The proposed alterations outlined in the Application are consistent with the *Official Community Plan* (OCP, 2012) because they are in accordance with the goal of protecting and celebrating Victoria's cultural and natural heritage resources with value for present and future generations.

### **Development Permit Area 10B (HC): Rock Bay Heritage**

The OCP identifies this property within DPA 10B (HC): Rock Bay Heritage, whose objectives relevant to this proposal are:

- to revitalize areas of commercial use through site redevelopment and public realm improvements
- to enhance the area in a manner that reflects its function as an employment district and responds to the industrial setting of Rock Bay
- to conserve heritage value, special character and significant historic buildings, features and characteristics of this area.

### **Local Area Plan**

#### **Burnside Gorge Neighbourhood Plan**

The proposal is consistent with the *Burnside Gorge Neighbourhood Plan (2017)* to protect the industrial land base and encourage the development of new industrial and general commercial space to support future businesses. The neighbourhood plan also encourages the protection of heritage resources through designation of properties listed on the City's Register of Heritage Properties.

The Rock Bay Employment Area Land Use Policy for Industrial Employment Areas envisions commercial uses on upper floors to support industrial uses and not displace industrial opportunity.

## Standards and Guidelines for the Conservation of Historic Places in Canada

Known as the BC Electric Railway Company Depot, the building is a large shed-type industrial building with two bays that extend between Discovery and Pembroke Streets, with pitched gables on the Pembroke elevation and hipped gables on the Discovery Street elevation. Designed by Francis Mawson Rattenbury in 1901, with an addition in 1907, the utilitarian structure and high open spaces reflect the building's initial intended use as an electric streetcar shed and evoke the history of Victoria's early infrastructure.

A Statement of Significance is included in this report that details the heritage value and character-defining elements of the building.

The proposed alterations will see the existing heritage-registered building altered to use the upper storey for office space. The alterations will involve the addition of a connecting breezeway with a central pyramidal glass roof. A number of skylights will also be installed in the roof, and existing fenestration openings on the west side will be altered to accommodate two main entrances and fixed canopies for the second floor attic space and café. A south side canopy will be removed, new industrial lighting will be installed, and paint colours will be consistent.

The applicant intends to apply to the City's Building Incentive Program and Heritage Tax Incentive Program administered by the Victoria Civic Heritage Trust.

The *Standards and Guidelines for the Conservation of Historic Places in Canada* includes the following standards applicable to this Application:

- a. Conserve *heritage value* by adopting an approach calling for *minimal intervention*.
- b. Create any new additions or related new construction so that the essential form and integrity of an *historic place* will not be impaired if the new work is removed in the future.
- c. Make an *intervention* needed to preserve *character-defining elements* physically and visually compatible with the *historic place* and indefinable on close inspection. Document any intervention for future reference.
- d. Conserve the *heritage value* and *character-defining elements* when creating any new additions to an *historic place* or any related new construction. Make the new work physically and visually compatible with, subordinate to, and distinguishable from the historic place.
- e. Create any new additions or related new construction so that the essential form and integrity of an *historic place* will not be impaired if the new work is removed in the future.

### Exterior Form

Recommended: Selecting the location for a new addition that ensures that the heritage value of the place is maintained.

Not Recommended: Constructing a new addition that obscures, damages or destroys the character-defining features of the historic building, such as relocating an entrance.

Recommended: Designing a new addition in a manner that draws a clear distinction between what is historic and what is new.

Not Recommended: Duplicating the exact form, material, style and detailing of the original building in a way that makes the distinction between old and new unclear.

### Exterior Walls

Recommended: Modifying exterior walls to accommodate an expanded program, a new use, or applicable codes and regulations, in a manner that respects the building's heritage value.

### **Heritage Advisory Panel**

The Application was reviewed by the Heritage Advisory Panel at its June 12, 2108 meeting and was recommended for approval.

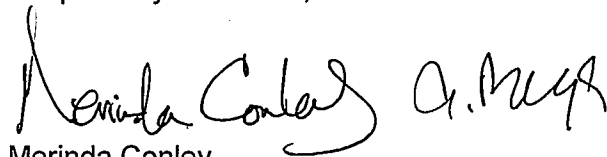
### **CONCLUSIONS**

Whereas the proposed alterations do not have a negative impact on the historic features or the character of the Heritage-Registered building, it is recommended that Council consider approving Heritage Alteration Permit Application No. 00228 for the property located at 502 Discovery Street.

### **ALTERNATE MOTION**

That Council decline Heritage Alteration Permit Application No. 00228 for the property located at 502 Discovery Street.

Respectfully submitted,

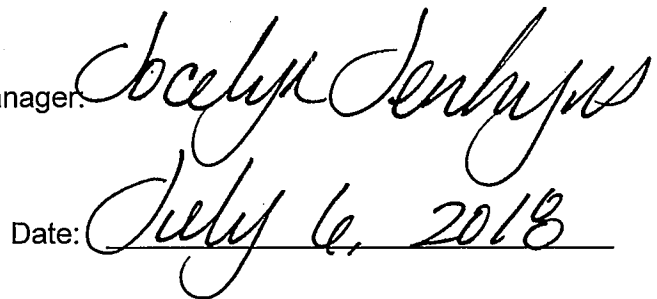


Merinda Conley  
Senior Heritage Planner  
Development Services Division



Jonathan Timney, Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:



Date:

July 6, 2018

### **List of Attachments:**

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Statement of Significance
- Attachment D: Archival photographs
- Attachment E: Plans date stamped May 25, 2018
- Attachment F: Applicant's letter dated April 9, 2018
- Attachment G: Draft Heritage Advisory Panel Minutes from June 12, 2018 Meeting.