



## Committee of the Whole Report

### For the Meeting of November 28, 2019

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**To:** Committee of the Whole **Date:** November 14, 2019

**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development

**Subject:** Heritage Alteration Permit Application No. 00238 for 578 Yates Street and 1300-1306 Government Street

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### RECOMMENDATION

That Council authorize the issuance of Heritage Alteration Permit Application No. 00238 for 578 Yates Street and 1300-1306 Government Street in accordance with:

1. Plans, date stamped October 25, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
4. Minor plan amendments to address text errors on the plans to the satisfaction of the Director of Sustainable Planning and Community Development.
5. Conservation of the original metal column of the Adelphi Building at 1300 Government Street, if it is found in repairable condition, to the satisfaction of the Director of Sustainable Planning and Community Development.
6. Council authorizing the existing architectural façade projections and details on Government Street and Yates Street and the existing fire escapes on Government Street, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.
7. 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 578 Yates Street, 1300-1306 Government Street.

The proposal is for exterior renovations to three heritage-designated buildings with separate addresses, but located on one consolidated property. The proposal requires a Heritage Alteration Permit. Proposed alterations include repainting two of the buildings, removing paint from another, rehabilitation and replacement of ground-floor storefront assemblies on the three-storey corner building and the one-storey adjacent building on Yates Street, refurbishment of windows and the replacement of windows at the rear of the two-storey building at 1306 Government Street.

The application is consistent with heritage policies under Chapter 8: "Placemaking - Urban Design and Heritage" of the *Official Community Plan*, which supports enhancements to the heritage value, character and special features of individual properties throughout the City. It is consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* and results in improvements to the heritage character of the two main buildings on site.

The application was reviewed by the Heritage Advisory Panel at its October 8, 2019 meeting and was recommended for approval subject to the applicant considering painting the parapet to reflect the original architecture of the building.

## BACKGROUND

### Description of Proposal

Proposed are exterior alterations to three different buildings on one amalgamated property. The proposal includes the following major design components for each building:

1. **1306 Government Street (the "Palace Cigar Store")** - a heritage-designated, two-storey Romanesque Revival style building constructed in 1902.
  - remove paint from the second storey of the building
  - install new wood sashes and sealed units in existing frames
  - replace windows, a door and a railing on the rear elevation.
2. **1300-1304 Government Street (the "Adelphi Building")** - a heritage-designated, three-storey Classical Revival style building located at the corner of Government Street and Yates Street, constructed in 1891 and designed by architect Thomas Hooper.
  - replace storefront glazing assembly with new black anodized aluminum glazed storefront with new entry doors and punctuated with new decorative pilasters corresponding to pilasters at the second and third storeys
  - repaint building using colours from the Benjamin Moore Historical True Colours for Western Canada collection (Wrought Iron 2124-10, Comox Gold VC-10, Gray Owl OC-52)
  - install new wood sashes and sealed units in existing frames
  - interior renovations to three existing vacant rental units on the second and third floor of the building for future occupancy
  - installation of a skylight in the roof to light the staircase of the building.

3. **578 Yates Street** - a heritage-designated, one-storey building attached to the Adelphi Building
  - replace storefront glazing assembly with new black anodized aluminum glazed storefront with new entry doors
  - repaint building using colours from the Benjamin Moore Historical True Colours for Western Canada collection (Wrought Iron 2124-10, Comox Gold VC-10, Gray Owl OC-52).

### **Affordable Housing Impacts**

No affordable housing is proposed; however, the applicant proposes to renovate three vacant rental units at the second and third storey of the corner building for renewed occupancy.

### **Sustainability Features**

The applicant has not identified any sustainability features associated with this proposal.

### **Active Transportation Impacts**

The applicant has not identified any active transportation impacts associated with this application.

### **Public Realm Improvements**

The applicant has not identified any public realm improvements associated with this application.

### **Urban Forestry**

There are two trees on the city frontage: a hornbeam on Government Street and an ornamental cherry on Yates Street. Tree protection measures will be undertaken during the renovations to ensure successful tree preservation.

## **ANALYSIS**

The following sections provide a summary of the application's consistency with the relevant City policies, regulations and plans.

### **Official Community Plan**

#### Official Community Plan

The proposal is consistent with the policies of the Official Community Plan (OCP, 2012). The OCP promotes the conservation of heritage property for current and future generations. The proposed repairs to the windows of the buildings and replacement of the storefront glazing are important forms of maintenance and renewal, which are consistent with the definition of conservation, defined as any activity undertaken to protect, preserve or enhance the heritage value or heritage character of heritage properties. The proposal to replace window sashes in kind on both the Adelphi Building and the Palace Cigar Store will protect and enhance the buildings and ensure that the building envelopes are sealed. Replacement of the storefront glazing and reinstatement of the transom window will also enhance the building since the

current 1960s era storefront removed the transom completely and was not compatible with the historic building.

#### Downtown Core Area Plan

The proposal is consistent with the heritage objectives of the *Downtown Core Area Plan* (DCAP, 2011) which encourages owners to retain, protect and improve real property with heritage character as a benefit to the public. The DCAP promotes a balance between new development and heritage conservation through sensitive property additions that respond to the heritage value and character of Downtown Core Area Districts.

The proposal is to undertake necessary maintenance and a rehabilitation of the storefront glazing including reinstatement of the transom window on the Adelphi Building. This would be a significant enhancement to the heritage character of the building since the transom window has been missing for decades. The rehabilitation of the upper storey windows of the Adelphi Building is also a protective measure that ensures a more well-sealed building envelope and protection from the elements.

#### Development Permit Area 1 (HC): Core Historic

The OCP identifies this property within DPA 1 (HC): Core Historic. 4. The objectives of this designation include:

- a) To conserve and enhance the heritage value, special character and the significant historic buildings, features and characteristics of this area.
- b) To revitalize an area of commercial use through infill, building additions and heritage conservation including exterior alterations and interior improvements that could alter the exterior of a building.
- c) To enhance the area through infill, building additions and open spaces with a high quality of architecture, landscape and urban design that responds to its historic setting through sensitive and innovative interventions.

The proposal includes heritage conservation, exterior enhancements and interior improvements that will contribute to the revitalization of this intersection in the midst of the Old Town Heritage Conservation Area. Heritage Alteration Permits in this Development Permit Area are reviewed against the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

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

The proposed alterations are consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* (the "Standards and Guidelines"). The following are three relevant standards and an assessment of the proposal against each one.

1. Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character- defining elements. Do not move a part of an historic place if its current location is a character-defining element.
10. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.

11. 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.

The proposal conserves the original windows at the upper storeys of the Adelphi Building and Palace Cigar Store, consistent with Standard 1. The existing paint schemes of the buildings can be altered since they are not original and not considered character-defining elements. The new paint colours proposed for the Adelphi Building highlight the architectural composition of the building, including specific cornice details and are compatible with the building in accordance with Standard 11.

According to historic photographs, the storefront of the Adelphi Building used to include stone columns, a cast iron column at the corner and transom windows with semi-circular arches in plaster or stone. Most of these elements have been removed with the possible exception of the cast iron column. A restoration of the stone columns is beyond the scope of this small project, and instead the applicant is proposing a compatible contemporary storefront design, which reinstates the approximate proportions of the original storefront and a pattern of structural square pilasters along the ground floor corresponding to the pilasters at the second and third storey. This is an appropriate alternative to a costly restoration involving fabrication of customized stone columns. This is consistent with the conservation approach of rehabilitation, which adapts an historic place to contemporary uses using compatible new construction. The use of a similar glazing treatment for the designated one-storey building is appropriate given the simplicity of the building's storefront in the partial historic photos on file.

The application proposes two important restoration measures consistent with the Standards and Guidelines. The owner intends to reveal the cast iron column at the corner of the Adelphi Building, if the owner discovers that it is concealed beneath the square column built in the 1960s. The applicant also intends to remove paint from the Palace Cigar store, which will reveal the true colours and texture of the building concealed beneath the paint.

### **Encroachment Agreement**

The buildings feature architectural details, including cornices, column capitals and pilasters that project slightly over the property lines along Government Street and Yates Street above the City Right-of-Way. The Adelphi Building also includes fire escapes at the second and third storeys that project over the property line along Government Street above the City Right-of-Way. These are heritage and life safety features that should remain part of the buildings; however, the applicant is technically required to enter into an Encroachment Agreement with the City. Appropriate wording is included in the recommendation for Council's consideration.

### **Heritage Advisory Panel**

The application was reviewed by the Heritage Advisory Panel at its October 8, 2019 meeting and was recommended for approval subject to the parapet being painted to reflect the original architecture of the building.

The original parapet of the building was elaborate, with inset moulding details, curved brackets and a metalwork balustrade at the top; however, it was removed and the current parapet is tall, flat and featureless. The Heritage Advisory Panel suggested that the building looked incomplete without the cornice and that the project should include a potential three-dimensional painting recreating the original balustrade. In staff's opinion, the scoped improvements to the building



are sufficient for this type of Heritage Alteration Permit, which does not propose variances or seek a rezoning. The owner will be undertaking significant engineering work to shore up the basement under the city sidewalk, which was an unforeseen project cost and limits the applicant's ability to commission a three-dimensional painting of the parapet. However, completing the project as proposed would not preclude the ability to introduce a more elaborate parapet design in the future.

## CONCLUSIONS

In staff's opinion, the proposal to rehabilitate three important heritage façades in the heart of Old Town is consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* and advances the relevant objectives of the *Official Community Plan* and the *Downtown Core Area Plan*. The proposal significantly enhances the façade and storefront of the corner Adelphi Building and restores the Palace Cigar Store by removing the paint concealing its original brickwork. Beyond the façade improvements, the application includes renovations to currently vacant rental units to make them ready for occupancy once again. Taken altogether, the renovations to the interior and exterior will facilitate re-occupancy of the building and the revitalization of the northwest corner of Yates Street and Government Street.

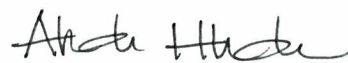
## ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00238 for 578 Yates Street and 1300-1306 Government Street.

Respectfully submitted,



John O'Reilly  
Senior Heritage Planner  
Development Services



Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:



Date:

Nov 18, 2019

## ATTACHMENTS

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Photographs
- Attachment D: Historic Photographs
- Attachment E: Heritage Designation Bylaw No. 6825
- Attachment F: Plans, date stamped October 25, 2019
- Attachment G: Applicant's letter, date stamped November 12, 2019.