



Committee of the Whole Report For the Meeting of December 12, 2019

To: Committee of the Whole **Date:** November 28, 2019
From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development
Subject: Heritage Designation Application No. 000180 for 2659 Douglas Street

RECOMMENDATION

That concurrent with Rezoning Application No. 00664, if it is approved, Council approve the designation of the property located at 2659 Douglas Street as a Municipal Heritage Site, consistent with plans dated November 4, 2019 and pursuant to Section 611 of the Local Government Act.

LEGISLATIVE AUTHORITY

In accordance with Section 611 of the *Local Government Act*, Council may designate real property, in whole or in part, as protected property.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations regarding an owner request to designate the exterior of the property located at 2659 Douglas Street. The three-storey masonry commercial building was built in 1911 and contributes to the historic character of the Burnside Gorge neighbourhood.

The designation of this building is generally consistent with Section 8: "Placemaking (Urban Design and Heritage)" of the *Official Community Plan (2012)*, Section 8: "Heritage" of the Burnside Gorge Neighbourhood Plan and with the Victoria Heritage Thematic Framework.

The application was reviewed by the Heritage Advisory Panel at its August 13, 2019 meeting and was recommended for approval.

BACKGROUND

Description of Proposal

2659 Douglas Street is a large corner property located at the intersection of Douglas Street and Hillside Avenue. It is occupied by a three-storey masonry building called the Scott Building, constructed in 1911 by acclaimed architect Lord Wilfred Hargreaves. The building is a high quality and unique example of Classical Revival design constructed on a prominent and highly visible corner from light brown masonry complemented by terra cotta. Terra cotta is used in the ground and third-storey cornices, at the base and capitals of pilasters, and in detailing running

across the façade. The main entry to the building is on the west façade facing Douglas Street and is framed with a pair of rounded ionic columns and a much larger pair of pilasters supporting an elaborate entablature. The corner of the building at the intersection is specially emphasized with paired windows at the second and third storeys framed by projecting pilasters.

The building is representative of the Edwardian era of development within the Burnside Gorge neighbourhood. The building has been altered at the ground storey with modern curtain wall glazing, which extends along the entire Hillside Avenue frontage where it had previously been present only at the corners. The original transom window at the ground storey has been removed and the windows have been replaced. The corner of the building at the ground storey, which was previously angled behind the corner pillar, has been filled in. Apart from these details, the remainder of the building has retained much of its original appearance. The terra cotta and brickwork are in good condition and the overall composition of the building is intact.

The building has heritage value as a symbol of Victoria's resource-based gateway economy as expressed in the Burnside Gorge neighbourhood. The area was growing quickly at the time, driven by the centralization of lumber processing, shipbuilding, manufactured goods and thriving sealing and whaling industries.

Regulatory Considerations

The proposed heritage designation is consistent with surrounding land uses.

Condition/Economic Viability

The Scott Building is in good condition. The brickwork and terracotta are both in good condition and no major maintenance work is required.

ANALYSIS

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

Official Community Plan

The designation of this building is consistent with the *Official Community Plan* (OCP, 2012), which in the section entitled, "Placemaking (Urban Design and Heritage)", states:

Goals

8(b) *Victoria's cultural and natural heritage resources are protected and celebrated.*

Broad Objectives

8(j) *That heritage property is conserved as resources with value for present and future generations.*

8(l) *That heritage and cultural values are identified, celebrated, and retained through community engagement.*

City Form

8.6 *Conserve and enhance the heritage value, character and special features of areas, districts, streetscapes, cultural landscapes and individual properties throughout the city.*

Burnside Gorge Neighbourhood Plan

The designation of this building is consistent with the *Burnside Gorge Neighbourhood Plan* (2017), which in the section entitled, “8. Heritage”, states:

8.1.1. The City will encourage protection of heritage resources through the designation of properties listed on the City's Register of Heritage Properties, identified in orange in Map 6, including as part of rezoning application considerations.

8.1.2. Consider future additions to the City's Register of Heritage Properties in consultation with property owners, including those identified by the Burnside Gorge Community Association in Map 7.

Victoria Heritage Thematic Framework

A key policy of the OCP includes the determination of heritage value using a values-based approach. In this regard, a city-wide thematic framework (OCP Fig. 12) was developed and incorporated into the OCP to identify the key civic historic themes. The Victoria Heritage Thematic Framework functions to organize and define historical events, to identify representative historic places and to place sites, persons and events in an overall context. The thematic framework recognizes a broad range of values under which city-wide themes can be articulated. A Heritage Value assessment with consideration of the Victoria Heritage Thematic Framework is incorporated into the Statement of Significance.

Zoning Bylaw Amendment Application No. 00664

Accompanying the Heritage Designation Application is a Rezoning Application that seeks an increase in density in order to permit a six-storey, mixed-use building on the vacant rear portion of the property. This also includes a four-storey addition connected to the back of the Scott Building, with one storey extending over the rooftop. Renderings of the proposal are attached to the rezoning report. The rear addition wraps around the east and south sides of the Scott Building and is set back 5.2 metres (17 feet 4 inches) from the north (side) elevation facing Hillside Avenue and 3.75 metres (12 feet 3.75 inches) from the front (west) elevation facing Douglas Street. Due to the Scott Building's taller floor heights and its high parapet, the top of the one-storey rooftop addition is only 1.39 metres (4 feet 7 inches) taller than the parapet of the Scott Building, making it difficult to see from the street.

Resource Impacts

Heritage designation of 2659 Douglas Street will enable the property owner to apply for heritage grants from the Victoria Civic Heritage Trust and for a tax incentive from City Council to assist with the cost of seismic upgrading.

Heritage Advisory Panel

The application was reviewed by the Heritage Advisory Panel at its August 13, 2019 meeting and was recommended for approval.

Statement of Significance

A Statement of Significance describing the historic place, its attributes, and history is attached to this report.

CONCLUSIONS


This application for the heritage designation of the property located at 2659 Douglas Street as a Municipal Heritage Site is for a building that is an exceptional example of a Classical Revival style commercial building from the Edwardian era by an acclaimed architect. The building was constructed during a time of economic expansion in the Burnside Gorge neighbourhood, which prospered in response to the centralization of industry. Staff therefore recommend that Council approve Heritage Designation Application No. 000180 for 2659 Douglas Street consistent with plans dated November 4, 2019.

ALTERNATE MOTION


That Council decline the designation of the property located at 2659 Douglas Street, pursuant to Section 611 of the Local Government Act, consistent with plans dated November 4, 2019, as a Municipal Heritage Site.

Respectfully submitted,


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Report accepted and recommended by the City Manager:


Date: Dec 4, 2019

List of Attachments

- Attachment 1: Subject Map
- Attachment 2: Aerial Map
- Attachment 3: Photographs
- Attachment 4: Statement of Significance
- Attachment 5: Plans, date stamped November 4, 2019
- Attachment 6: Letter from the applicant, dated October 31, 2019
- Attachment 7: Minutes of the Heritage Advisory Panel, dated September 10, 2019.