



## Committee of the Whole Report

### For the Meeting of December 12, 2019

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**To:** Committee of the Whole **Date:** December 5, 2019

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

**Subject:** Request to add 1029 Queens Avenue to the City of Victoria Register of Heritage Properties

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### RECOMMENDATION

That, concurrent with Rezoning Application No. 00693, if it is approved, Council approve the request to add the property located at 1029 Queens Avenue to the City of Victoria Register of Heritage Properties pursuant to section 598 of the *Local Government Act*.

### LEGISLATIVE AUTHORITY

In accordance with Section 598 of the *Local Government Act*, Council may establish a community heritage register that identifies real property that is considered by the local government to be heritage property.

### EXECUTIVE SUMMARY

The purpose of this report is to present City Council with information, analysis and recommendations regarding an owner request to add the two-storey, front gabled duplex at 1029 Queens Avenue to the City of Victoria Register of Heritage Properties (the "Heritage Register"). The house, otherwise known as the Elizabeth Gunn Duplex, was built in 1921 and contributes to the historic character of the North Park neighbourhood, an area characterized by a collection of Edwardian-era buildings, schools, churches and parks and recreational amenities.

The addition of this building to the Heritage Register is generally consistent with Section 8: "Placemaking (Urban Design and Heritage)" and Section 21: "Neighbourhood Directions" of the *Official Community Plan* (2012), the *North Park Local Plan* (1996) and the *Victoria Heritage Thematic Framework*. The Statement of Significance supports its inclusion on the Heritage Register.

The application was reviewed by the Heritage Advisory Panel at its November 12, 2019 meeting and it was recommended that Council designate the property as a condition of the associated Rezoning Application No. 00693. The Rezoning Application seeks additional density and zoning permissions in order to permit construction of a small new duplex beside the Elizabeth Gunn Duplex.

## **BACKGROUND**

### **Description of Proposal**

The property located at 1029 Queens Avenue is a two-storey, front gabled duplex built in 1921. The exterior façade of the Elizabeth Gunn Duplex has generally maintained its original appearance including its original windows, doors and massing. Its character-defining elements include its mid-block location amongst a group of early twentieth century houses; its continuous use as a duplex; its form, scale and massing; wood frame construction; Craftsman style elements like open eaves, exposed rafter ends and triangular knee brackets; front porch and details; original window openings with wood trim and its paired, diamond pattern casement windows on the west elevation. The house currently contains two residential units.

The property is valued for its connection to the urban development of the North Park neighbourhood, which began in 1890 with the arrival of the B.C. Electric Streetcar line. The evolution of North Park continued into the interwar period when the house was built. The Craftsman details of the house and the duplex format reflect the traditionalism of the interwar period as well as the pent-up demand for rental housing after WW1. The house is further valued for its association with Elizabeth Gunn, a dressmaker and independent businesswoman who developed multiple properties in Victoria and Oak Bay, including a grocery store next door, which has since been demolished.

The property is subject to a concurrent Rezoning Application to permit the construction of a new two-storey duplex in the west side yard. No alterations to the Elizabeth Gunn Duplex are proposed as part of this application, and the new building would be separated from the existing duplex by 2.64 metres (8 feet).

### **Regulatory Considerations**

The proposed inclusion of the property on the Heritage Register is consistent with surrounding land uses.

### **Condition / Economic Viability**

The building is currently in good condition. The exterior cladding of the building is not original to the building and consists of vinyl siding over asphalt shingles on the ground floor and asbestos shingles on the second storey.

## **ANALYSIS**

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

### **Heritage Register Properties vs Heritage Designated Properties**

Properties that are listed on the Heritage Register but not designated through a bylaw are considered "heritage register properties." This identification allows the City to monitor proposed actions that might affect the building. In Development Permit Area 16, where this property is located, owners can make alterations to heritage register properties without applying for a heritage alteration permit. If the property were heritage designated, a heritage alteration permit would be required for any alterations.

## Official Community Plan

The addition of this building to the Heritage Register is consistent with the *Official Community Plan* (OCP, 2012), which in Section 8, "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.*

The inclusion of this building on the Heritage Register is generally consistent with Section 21: "Neighbourhood Directions (North Park)" of the OCP. The Neighbourhood Directions do not include any specific direction about the conservation of heritage buildings, but in the urban place designation map the property is within traditional residential areas north of Princess Avenue. Traditional Residential Areas are areas in which change is expected to be incremental and respectful of existing neighbourhood character.

## North Park Local Plan

The inclusion of this building on the Heritage Register is consistent with the *North Park Local Plan* (1996) policies, which state:

### 4.2 Goals

2. *Preserve character housing and protect streetscape.*

### 4.4 Recommendations for Policy and Action

4. *Conservation of traditional landmarks and other heritage quality buildings are to be encouraged:*

- *By making use of Heritage Registry process.*

## 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, Figure 12) was developed and incorporated into the OCP to identify the key civic historic themes. The *Victoria Heritage Thematic Framework* functions as a means 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.

## Statement of Significance

A Statement of Significance describing the historic place, outlining its heritage value and identifying its character-defining elements, is attached to this report.

## Resource Impacts

There are no resource impacts resulting from the addition of this property to the Heritage Register.

## Heritage Advisory Panel

The application was reviewed by the Heritage Advisory Panel at its November 12, 2019 meeting and was recommended for full designation rather than inclusion on the Heritage Register. In the opinion of the Panel, because the applicant is seeking density and zoning permissions exceeding their current entitlements, their rezoning approval should be conditional on full designation.

In this case, staff have pursued heritage designation with the applicant, but they are unwilling to designate the property at this time. The applicant is not seeking a large density increase, and is willing to put their property on the Heritage Register in addition to entering into a housing agreement to secure affordable rents for the new rental duplex. Given this combination of benefits, staff recommend adding the property to the Heritage Register only.

## CONCLUSIONS

This application for the addition of the duplex located at 1029 Queens Avenue to the Heritage Register is for a building that is a good example of a Craftsman style house and one of the earliest examples of a duplex in the City of Victoria. The inclusion of the building on the Heritage Register is consistent with relevant City policies and strategic directions for the North Park neighbourhood. The applicant is proposing to secure below market rental rates for the new duplex proposed as part of the associated Rezoning Application, which is a public benefit that is proportionate to their request for added density. Staff therefore recommend that Council approve the addition of the property to the Heritage Register.

## ALTERNATE MOTIONS

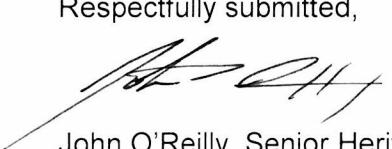
### Option 1


That Council decline the request to add the property located at 1029 Queens Avenue to the City of Victoria Register of Heritage Properties.

### Option 2

That Council approve the heritage designation of the property located at 1029 Queens Avenue, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site.

Respectfully submitted,

  
John O'Reilly, Senior Heritage Planner  
Development Services Division

  
Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:

*Jocelyn Jenkins*  
Date: *Dec 5, 2019*

**List of Attachments**

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Photographs
- Attachment D: Statement of Significance
- Attachment E: Letter from the applicant, date stamped July 26, 2019.