



Committee of the Whole Report For the Meeting of January 9, 2020

To: Committee of the Whole **Date:** December 27, 2019
From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development
Subject: Heritage Register Application No. 00095 for 1302 Finlayson Street

RECOMMENDATION

That, concurrent with Rezoning Application No. 00687, if it is approved, Council approve the request to add the property located at 1302 Finlayson Street 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, mixed-use building at 1302 Finlayson Street to the City of Victoria Register of Heritage Properties (the "Heritage Register"). The building, otherwise known as the "Finlayson Grocery Building," was built in 1925 and contributes to the historic character of the Hillside-Quadra neighbourhood. Hillside-Quadra is an area characterized by homes from the early 1900's, Topaz and Summit Park, early commercial development around the Hillside Avenue and Quadra Street intersection, and its post-war subdivisions built in the 1940s and later.

Adding 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 (OCP, 2012)*, with the *Hillside-Quadra Neighbourhood Plan (1995)* and with the *Victoria Heritage Thematic Framework*. The Statement of Significance supports its addition to the Register.

The application was reviewed by the Heritage Advisory Panel at its December 11, 2019 meeting and it was recommended that Council designate the property as a condition of the associated Rezoning Application No. 00687. The Rezoning Application proposes to rezone the property from the R1-B Zone, Single Family Dwelling District, to two zones, the R1-S2 Zone, Restricted Small Lot (Two Storey) District, and a site-specific zone, in order to subdivide the property, retain the existing mixed-use building and construct a new small lot house on the northern portion of the property. Committee of the Whole considered the Rezoning Application at its

November 28, 2019 meeting and voted to advance the application, subject to an opportunity for City Council to consider heritage recognition or designation of the building based on a motion from the Heritage Advisory Panel.

BACKGROUND

The Heritage Register is a list of all properties that the City of Victoria considers to have heritage value and heritage character. Listing a property on the Heritage Register does not create any permit requirements for the owner or prevent them from altering their property in the future. In the event demolition was proposed, staff would proactively discuss alternatives with the applicant. If the owner proposed to rezone the property or redevelop it, staff and the applicant would discuss ways that the building could be conserved as a public amenity.

The only exception to the above is when a Heritage Register property is also located in a Heritage Conservation Area, in which case alterations would require prior authorization through a Heritage Alteration Permit. 1302 Finlayson Street is not located in a Heritage Conservation Area, so including it on the Heritage Register would be for purposes of identification and monitoring.

Description of Proposal

The Finlayson Grocery Building, home to the English Cabinet Maker business, is a two-storey wooden commercial and residential building built in 1925 during a construction boom prior to the Great Depression. It occupies the southeast corner of Finlayson Street and Highview Street in the Hillside-Quadra Neighbourhood. It was originally a mixed use building constructed in a vernacular style that was common during this period. It has broad, ground floor windows suited to the display of goods in the grocery store that occupied the building from 1925 to 1965. The second storey of the front elevation features double hung sash windows. The building is plainly detailed with two different types of siding. A rear addition constructed in 1976 is visible from Highview Street, along with a pair of wooden posts with fan brackets supporting a second floor balcony. The exterior of 1302 Finlayson Street retains its original façade design, including its arrangement of windows and doors. The building's character-defining elements include distinct and large display windows on the first floor; double hung windows on the second floor; a second floor overhang on the front façade; its mid-pitch roof and decorative fan posts on the rear deck. The property is also valued for its continuous commercial use within the neighbourhood.

Regulatory Considerations

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

Condition / Economic Viability

The building is in fair condition. Some exterior components, like the wood window sills on the side elevation, are in need of cosmetic repairs. The owner is proposing to subdivide the rear portion of the property facing Highview Street to create a new lot for a new single detached home. The applicant has submitted Development Permit and Rezoning Applications that will proceed to City Council concurrent with the request to add the corner building to the Heritage Register. The owner is not proposing to rehabilitate the Finlayson Grocery Building at this time.

ANALYSIS

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

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.
- 8.11 Determine the heritage value of areas, districts, streetscapes, cultural landscape and individual properties using the Victoria Heritage Thematic Framework as identified in Figure 12.

Buildings and Sites

- 8.51 Continue to give consideration to tools available under legislation to protect or conserve heritage property including, but not limited to: heritage designation bylaws; listing on the heritage register; temporary protection; heritage alteration permits; heritage revitalization agreements; design guidelines; and, the protection of views of heritage landmark buildings from public vantage points as identified in Map 8, and to be determined in future local area plans.
- 8.54 Continue to work with senior government, community and business partners to identify, protect and conserve property of heritage value.

The addition of this building to the Heritage Register is also consistent with Section 21: “Neighbourhood Directions (Hillside-Quadra)” of the OCP, which states:

Hillside-Quadra

- 21.14.2 Maintain the ground-oriented Traditional Residential character in the majority of the neighbourhood.

Hillside-Quadra Neighbourhood Plan

The addition of this building to the Heritage Register is also consistent with the *Hillside-Quadra Neighbourhood Plan* (1996) policies which states that an objective is to “conserve and enhance heritage buildings in the Hillside-Quadra Neighbourhood.”

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 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

Adding 1302 Finlayson Street to the Heritage Register will not have resource impacts, since unlike heritage-designated properties, Heritage Register properties are not eligible for tax incentives or grants from the Victoria Civic Heritage Trust.

Heritage Advisory Panel

The Heritage Advisory Panel reviewed the application at its December 11, 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.

Staff encouraged the applicant to apply for heritage designation, however the applicant is not willing to voluntarily designate the property. The applicant is willing to put their property on the Heritage Register in addition to dedicating a 2.5m statutory Right-of-Way to the City. Given this combination of benefits, staff recommend adding the property to the Heritage Register only.

CONCLUSIONS

This application to add the Finlayson Grocery Building to the Heritage Register is for a building that is a good example of an early 20th century two-storey vernacular retail building. It contributes to the historic character of the Hillside Quadra neighbourhood and is a tangible reminder of a city-wide construction boom that occurred just prior to the Great Depression. The longstanding and continued commercial use of the building is also a valuable function within its residential surroundings. The building retains original features and is a good candidate for future rehabilitation. Based on these characteristics, staff recommend that the property be placed on the Heritage Register.

ALTERNATE MOTIONS

That Council decline the request to add the property located at 1302 Finlayson Street to the City of Victoria Register of Heritage Properties.

Respectfully submitted,



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Senior Heritage Planner
Development Services Division



Andrea Hudson, Acting Director
Sustainable Planning and Community
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Report accepted and recommended by the City Manager:



Date: January 2, 2020

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, dated May 3, 2019.