

**E.2     1442 Elford Street: Heritage Designation Application No. 000186**  
**(Fernwood)**

Committee received a report dated October 24, 2019 from the Acting Director of Sustainable Planning and Community Development regarding the proposed Heritage Designation Application No. 000186 for 1442 Elford Street in order to designate the exterior of the heritage-registered property.

**Moved By** Councillor Potts

**Seconded By** Councillor Dubow

That Council approve the designation of the heritage-registered property located at 1442 Elford Street, pursuant to Section 611 of the Local Government Act, as a Municipal Heritage Site, consistent with the plans dated October 16, 2019, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

**CARRIED UNANIMOUSLY**



## Committee of the Whole Report

For the Meeting of November 7, 2019

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**To:** Committee of the Whole **Date:** October 24, 2019  
**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development  
**Subject:** Heritage Designation Application No. 000186 for 1442 Elford Street

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### RECOMMENDATION

That Council approve the designation of the heritage-registered property located at 1442 Elford Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, consistent with the plans dated October 16, 2019, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

### 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 the owner's request to designate the exterior of the heritage-registered property located at 1442 Elford Street. The house was built in 1901 and contributes to the historic character of the Fernwood neighbourhood, an area characterized by a mix of residential, commercial and institutional uses in varied building styles.

The designation of this building is generally consistent with Section 8: "Placemaking (Urban Design and Heritage)" and Section 21: "Neighbourhood Directions" of the *Official Community Plan* (OCP, 2012), the *Fernwood Neighbourhood Plan* (1994) and the *Victoria Heritage Thematic Framework*.

The application for heritage designation is being considered concurrently with a rezoning application to allow the conversion of the existing building into a ground-oriented, multi-unit residential building consisting of approximately five dwelling units.

### BACKGROUND

#### Description of Proposal

The heritage-registered property located at 1442 Elford Street is a two-storey, wood frame, vernacular Victorian-era house built in 1901. The exterior façade of 1442 Elford Street has

been altered and is covered in asbestos shingles, but still retains many elements of its original appearance. A rehabilitation is proposed as part of Rezoning Application No. 00703 to convert the house to a ground-oriented, multi-unit residential building consisting of approximately five dwelling units. The rehabilitation will reveal and restore the house's historic cladding and an historically appropriate colour scheme. The house's character-defining elements include its minimal front yard setback; residential form, scale and massing; façade details including a gabled roof over a cutaway bay window with ogee brackets on the front and side elevations; an inset porch and its wood materials and decorative Victorian-era corner posts, scroll brackets and scroll cut panels; and fenestration featuring two-over-two double-hung wood sash windows. The property has heritage value for its continuous residential use, its location amongst a row of similar houses, its association with the Elford family (a notable local contractor) and as a representative example of Fernwood's early development into a middle class neighbourhood comprised of vernacular Victorian homes.

### **Regulatory Considerations**

The proposed heritage designation is consistent with surrounding land uses.

### **Condition / Economic Viability**

The building is currently in fair condition. The following alterations are anticipated as part of the rehabilitation and conversion to strata units:

- lifting the house approximately 1.3m and moving it on the lot to accommodate new residential units in the basement level
- new door and window openings on the basement level of the front, side and rear elevations
- restoration of the original drop wood siding on the main floor and wood shingles on the upper storey and porch details
- new hardi shingles for the exterior of the basement level
- new balconies with handrails on the rear (west) elevation
- new skylights on the rear roof slopes
- painting the house with approved heritage colours
- seismically upgrading the chimney by dismantling then reconstructing it using original materials.

Staff support the above alterations. Since the building is not currently heritage-designated, it is vulnerable to demolition. The proposal to rehabilitate and convert it to strata residential units will conserve much of its original historic character. The *Standards and Guidelines for the Conservation of Historic Places in Canada* support the restoration of original building features such as windows and porch details. The proposed new doors and windows at the basement level improve the livability of basement units without adversely affecting heritage character. The basement level of the building is screened with landscaping and is not highly visible from the street.

### **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*, which states in Section 8, "Placemaking (Urban Design and Heritage)":

### 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.

## Fernwood Neighbourhood Plan

The designation of the building is consistent with the *Fernwood Neighbourhood Plan*, which states:

### Heritage - Objectives

3.1 To encourage the conservation of heritage buildings and associated streetscapes, views, trees of special merit and other elements of the natural heritage in Fernwood, with a view to maintaining them for future generations

### Recommendations for Policy and Action

3.1.5 That the Heritage Inventory be updated for buildings in public and private ownership, through Neighbourhood initiatives coordinated with the City of Victoria and funded by the B.C. Heritage Trust.

## Fernwood Strategic Directions

The designation of the building is consistent with the Fernwood Strategic Directions in the OCP, which state that Fernwood's heritage character, buildings and streetscapes of significance should be maintained.



## 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

Heritage designation of 1442 Elford Street will enable the property owner to apply for heritage grants from the Victoria Heritage Foundation for repainting and other repairs to character-defining elements.

## Heritage Advisory Panel

The application was reviewed by the Heritage Advisory Panel at its August 20, 2019 meeting and was unanimously recommended for approval.

## CONCLUSION

The application for the designation of the heritage-registered property located at 1442 Elford Street as a Municipal Heritage Site is for a building that is a significant example of Victoria's residential development from the early 20<sup>th</sup> century. The heritage designation of the residence is consistent with relevant City policies and strategic directions for the Fernwood neighbourhood. Staff therefore recommend that Council consider approving the Heritage Designation Application for the heritage-registered property located at 1442 Elford Street.

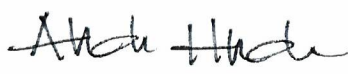
## ALTERNATE MOTION

That Council decline Heritage Designation Application No. 000186 for the property located at 1442 Elford Street.

Respectfully submitted,

  
John O'Reilly  
Senior Heritage Planner  
Development Services Division



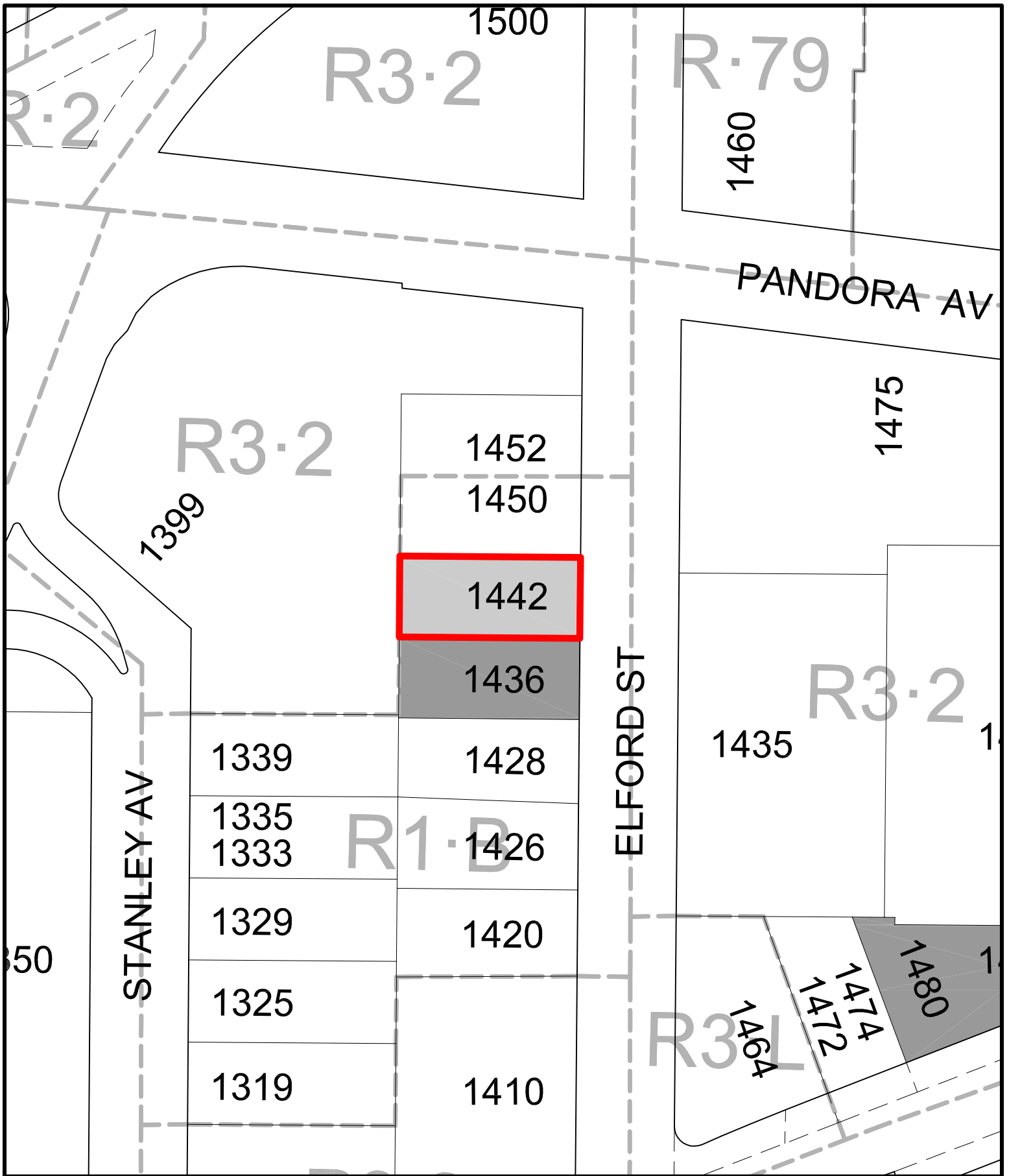
  
Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:

*Deborah Jenkins*  
Date: Oct 30, 2019

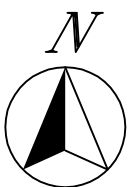
#### List of Attachments

- Attachment 1: Subject Map
- Attachment 2: Aerial Map
- Attachment 3: Photographs
- Attachment 4: Statement of Significance
- Attachment 5: Architectural Plans dated October 16, 2019
- Attachment 6: Letter from the applicant, date stamped June 24, 2019
- Attachment 7: Heritage Advisory Panel Meeting Minutes, August 20, 2019.



1442 Elford Street

Heritage Designation #000186



Designated



Registered

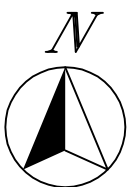






1442 Elford Street

Heritage Designation #000186



Designated



Registered







Front (East) Elevation



Front (East) and North Elevations



North Elevation

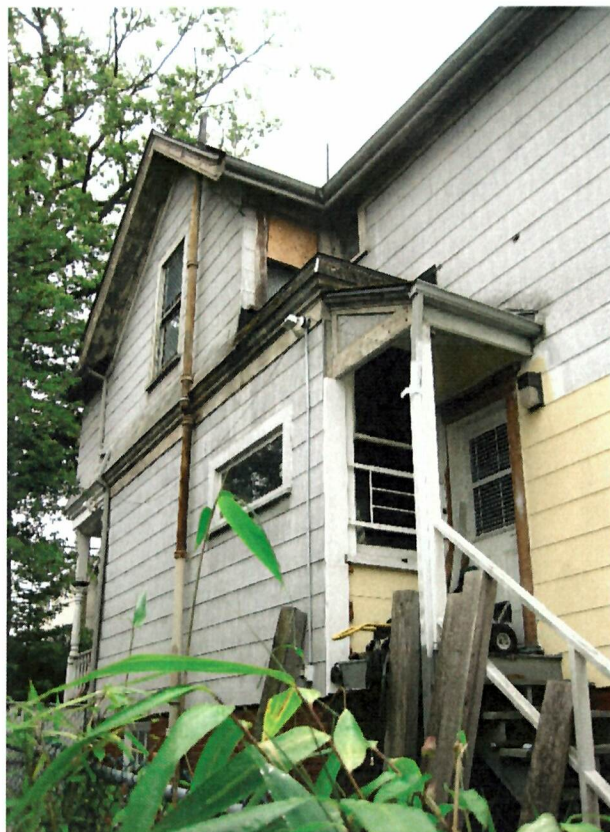


North Elevation





West Elevation



North Elevation



South Elevation



South Elevation



## **1442 Elford Street - Statement of Significance**

### **Building History - Family and Fernwood Neighbourhood Associations**

#### **Section 1: Description of the historic place as it exists today.**

A relatively late example (1901) of regional wood-framed high-Victorian house style, this home remains a fine reminder, supported by the similar house next door, of the early twentieth century build-out of the Fernwood neighbourhood.

**Section 2: Heritage Value** - the “aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations”.

There is a very prominent Victoria family history associated with this house. Owner, builder: 1901-1916: John Pitcairn Elford (b Australia 1850-1917) built this house, like his brother Theo, for revenue on part of the larger family property. John was christened on Pitcairn Island on the family's passage to California. John later went back to San Francisco to apprentice, then work as a carpenter. He returned to Victoria and after several years became a contractor in partnership with his father, building many houses and business blocks, including the old Royal Jubilee Hospital, North Ward School, the Post Office, and the Driard Hotel. In 1886 John and William J. Smith setup Queen City Brick & Tile Works, later Victoria Brick & Tile Company. In 1912 their plant, 10 acres to the east of Douglas Street and north of Topaz Avenue, produced 40,00 bricks and 12,000 feet of drain tiles a day for the building boom of the era. The Cameron family were also prominent residents from 1929-44. Both families continue to contribute vivid memories of their tenures, and of their participation in the Fernwood community.

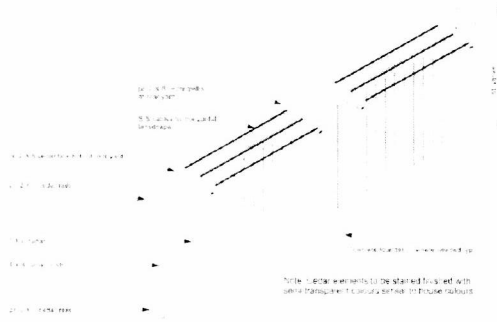
#### **Section 3: Heritage Thematic Framework – Residential and Community Continuity.**

This home, particularly in an architecturally restored condition, can provide a material representation of the established residential continuity of the Fernwood neighbourhood, and of the domestic, community, and refined aesthetic commitment of the original builder/owners - and of their neighbourhood participation and that of successive note-worthy house residents.

**Section 3: Character Defining Elements** - Character-defining elements (CDEs) identify the principal features of the historic place that embody its heritage values.

The hipped roof and the asymmetrically placed gables on this two storey house are basic features of a Queen Anne residence. The front and left bays have square bays over cutaway bays, with scroll-sawn brackets. There is a bell-cast belt-course between the first and second floors and Queen Anne windows on the front and two sides. Like 1436 Elford next door, this house has an inset corner porch with turned square posts. There are sandwich brackets as capitals and turned spindles in the balustrade. A heavily bracketed through-the-roof wall dormer sits on the right front, above the porch. The original exterior has been covered with asbestos siding for decades, which has helped protect many elements of the original elaborate siding and decorative details, and which will be removed to reveal and restore original finishes. The quality of original polychromatic paint scheme will be respected in the restoration.

Original ornate front yard gardens will be recalled in the new site landscaping.



FENCE DETAIL

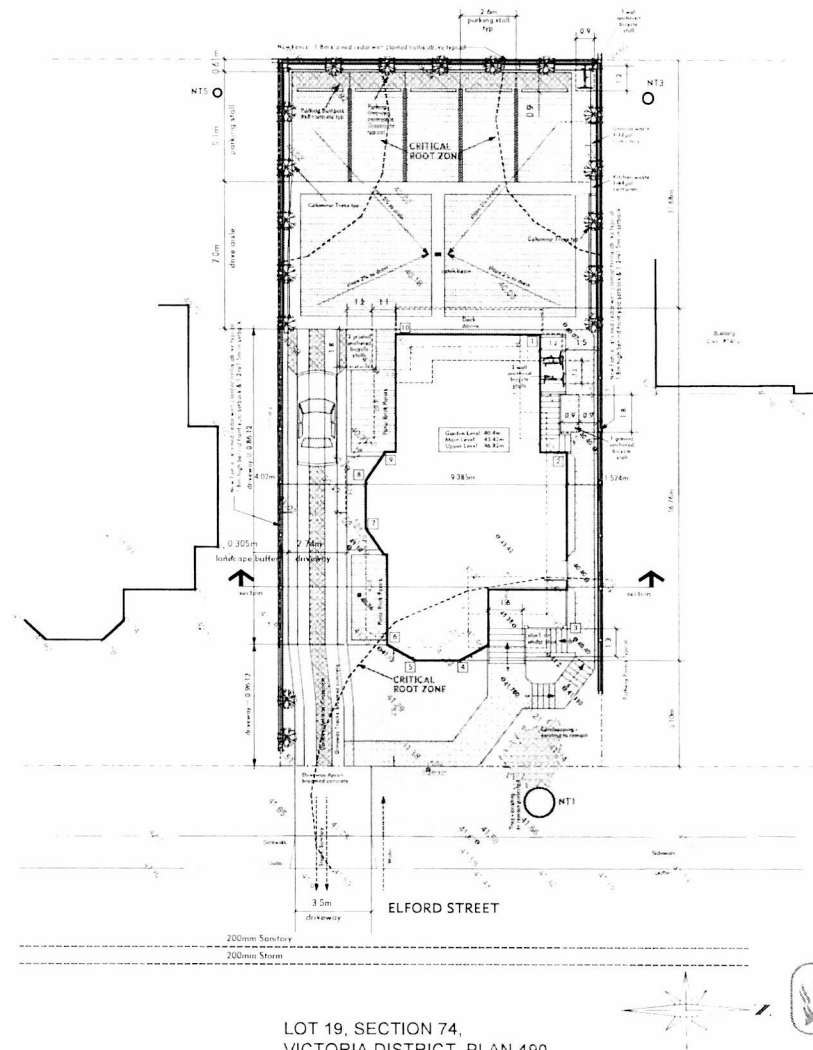
9 Grade point on site plan

**AVERAGE GRADE CALCULATION**

1	40.3
2	40.3
3	40.3
4	41.3
5	41.3
6	41.3+40.3/2
7	40.72
8	41.02
9	40.3+40.71/2
10	40.5
Average	40.68

**PROJECT INFORMATION**

Proposed Zone	New Zone
Site Area	504 sq m
Total Floor Area	302 sq m
Commercial Floor Area	0
Floor Space Ratio	0.601
Site Coverage	26.9%
Open Site Space	73.1%
Number of Storeys	3
Height of Building	9.46m
Parking Stalls on Site	5
Bicycle parking	7
Front Yard	5.1m
Rear Yard	11.68m
Side Yard (south)	4.02m
Side Yard (north)	1.524m
Combined Side Yards	5.542m
Rear Yard Landscape %	18.1%
Total # of Units	5
Unit Types	4 - 1 Bedroom + 1 - 2 Bedroom
Minimum Floor Area	43.9 sq m
Total Residential Area	302 sq m



LOT 19, SECTION 74,  
VICTORIA DISTRICT, PLAN 490.

**Revisions**

Received Date:	Oct 16/19
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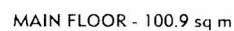
**Chris Gower**  
Architect  
Urban Design  
Planner  
AIBC FRAIC RPP CIP LEED AP

**ENVISIONS**  
Architectural

**Dan Hagel**  
Builder / Developer

Oct. 16, 2019

1442 Elford Street:  
Rezoning - Heritage Designation  
Site Plan scale: 1:100m



ALL AREAS ARE MEASURED NET, TO THE INSIDE FACE OF EXTERIOR WALLS

1442 Elford Street.

Rezoring - Heritage Designation

Floor Plans scale: 1:50m

Chris Gower

Architect

Urban Design

## Planner

AIBC FRAIC RPP CIP Lead ap

ENVISIONS  
Anche-Media

Dan Hagel

Builder / Developer

June 24, 2019

# 144 Eford Street: Restoring - Heritage Designation Elevations



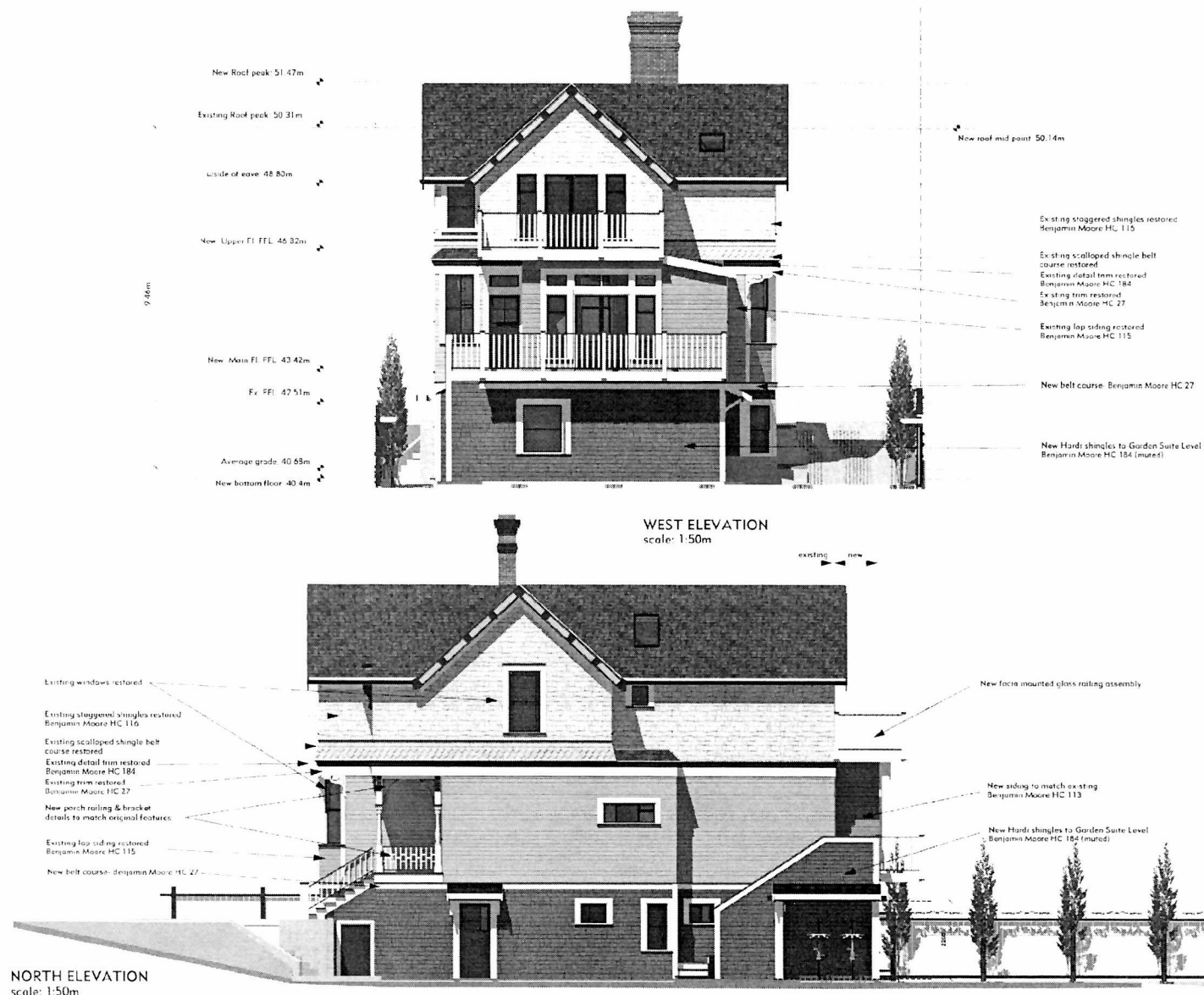
**Chris Gower**  
 Architect  
 Urban Design  
 Planner  
 AIBC FRAIC RPP CIP LEED ap

**ENVISIONS**  
*Build. Better.*

**Dan Hagel**  
 Builder / Developer

Oct. 8, 2019

# 1442 Eford Street Rezoning - Heritage Designation Elevations



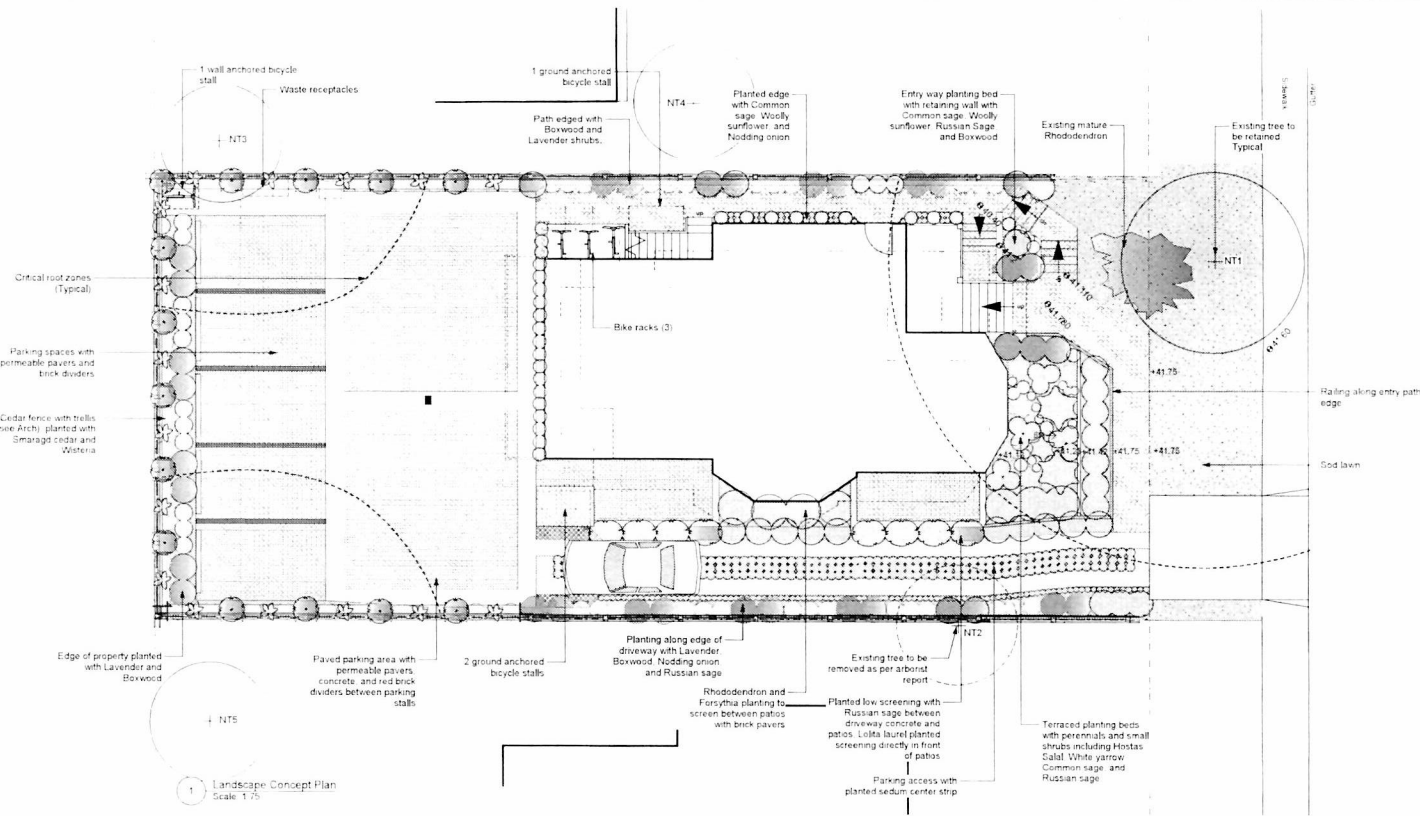
**Chris Gower**  
Architect  
Urban Design  
Planner

AEC / RAC / DP / CP / Lead up

**EDVISHONS**  
Architectural

**Dan Hagel**  
Builder / Developer

Oct. 8, 2019



## Recommended Nursery Stock

### Trees

ID	Quantity	Botanical Name	Common Name	Size
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NT3	14	Thuja occidentalis 'Emerald	Emerald Cedar	Size 4-5m tall
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### Medium Shrubs

ID	Quantity	Botanical Name	Common Name	Size
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NT4	2	Forsythia x intermedia	Hardy Forsythia	#3 pot
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NT5	8	Prunus laurocerasus	Prunella laurocerasus	#3 pot
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NT6	5	Rhododendron 'Capitaine'	Capitaine Rhododendron	#5 pot
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### Small Shrubs

ID	Quantity	Botanical Name	Common Name	Size
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NT7	10	Buxus 'Green Mountain'	Green Mountain Boxwood	#3 pot
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NT8	10	Laurencia officinalis	English Lavender	#3 pot
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### Perennials, Annuals and Ferns

ID	Quantity	Botanical Name	Common Name	Size
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NT9	11	Arachnoidium	Common White Yarrow	#1 pot
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NT10	11	Alchemilla	Nodding Onion	#1 pot
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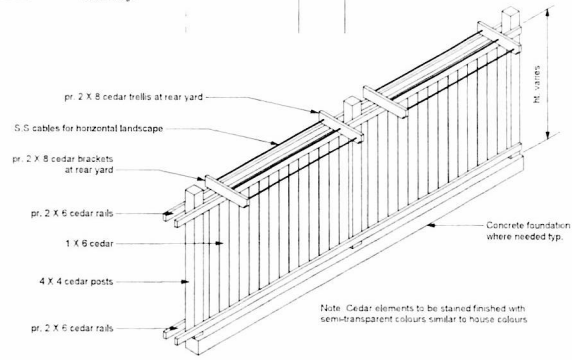
### Groundcovers

ID	Quantity	Botanical Name	Common Name	Size
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NT11	216	Sedum spectabile	Broad Leaved Stonecrop	#1 pot
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### Notes:

1. All work to be completed to current BCSLA Landscape Standards
2. All soft landscape to be irrigated with an automatic irrigation system
3. Tree numbers correspond to numbers in arborist report



2 Fence Detail Scale: 1:25



REVISIONS



PROJECT

1442 Elford Street  
Victoria, BC

TITLE

Landscape Concept Plan

SCALE

1:75

DRAWN BY

OL

CHECKED BY

BW

PROJECT NO.

1917

DATE

May 28, 2019

1 of 1

SHEET

# 1442 Elford St-Landscape Concept Plan

June 24, 2019

City of Victoria  
1 Centennial Square  
Victoria, BC  
V8W 1P6

Dear Mayor & Council

Re: 1442 Elford Street  
Heritage Designation


Please note that this property is in the process of a rezoning application (to five strata units) and, if approved, I am also seeking Heritage Designation at the same time.

The home was built in 1900 by John Pitcairn Elford, who's family the street is named after. John's brother, Theophilus, built the house next door at 1436 Elford St. at approximately the same time. I would like to note that the two houses were built as a set and the one at 1436 Elford St. is already Heritage Designated and the one at 1442 Elford St. is currently Heritage Registered. It only seemed appropriate to designate this house as to complete the pair.

Because the house is in need of restoration from the original red brick foundation to the roof, as the photos reflect, we were willing to consider a Heritage Designation with the rezoning application. Although the time and effort is considerably more strenuous, this home is very much in need of restoration.

It's our hope to bring life and vitality to this beautiful old historic home for many decades to come.

Sincerely,

Dan Hagel  


4. **1442 Elford Street**  
**Heritage Designation Application No. 000186**

Attendees: Dan Hagel (applicant); Chris Gower (architect); Brian Kendrick (designer)

John O'Reilly provided a brief introduction. Chris Gower, Dan Hagel and Brian Kendrick presented.

Panel Questions and Comments

- What is the future of the chimney? Chris Gower: The chimney will be reinstated.
- The amount of glazing and the fenestration design on the lower level impacts the historic character. Chris Gower: The applicant is concerned about the liveability of the lower level suites. Much of the lower level will be concealed by landscaping and original window detailing will be replicated. The addition on the rear and the lower level will have different materials to be distinctive from the existing house.
- What is the condition of the foundation and the structure? Chris Gower: The foundation consists of old bricks from the original owner's brick yard. The foundation is not useable as it provides no seismic support. The existing building is a stiff light wood frame. It is expected that it will survive the move and raising. It will be seismically upgraded.
- Will the Rezoning Application be reviewed by the Panel? Steve: No, but the Panel can provide the applicant with general comments about the proposal through the Senior Heritage Planner.
- The Standards and Guidelines have been responded to well, the proposal provides more rental housing and the design has been done in a thoughtful way.
- The applicant wants the lower level to read as new; however, divided lights would give that level more substance.
- The raising will change the scale and massing of the house, but it is a positive project.

**Moved**

**Seconded**

That the Heritage Advisory Panel recommend that Council approved the designation of the property located at 1442 Elford Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site.

**Carried (unanimous)**