

F.1.a.e 2564 Graham Street: Heritage Designation Application No. 000191 (Hillside/Quadra)

Moved By Councillor Alto

Seconded By Councillor Thornton-Joe

That Council approve the designation of the property located at 2564 Graham Street, pursuant to Section 611 of the Local Government Act, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

CARRIED UNANIMOUSLY

E. LAND USE MATTERS

Councillor Isitt withdrew from the meeting at 10:15 a.m. due to a potential pecuniary conflict of interest with the following item as he lives 120 metres from the subject property.

E.1 2564 Graham Street: Heritage Designation Application No. 000191 (Hillside/Quadra)

Committee received a report dated January 21, 2021 from the Director of Sustainable Planning and Community Development regarding the proposed Heritage Designation Application No. 000191 for 2564 Graham Street in order to designate the exterior of the property located at 2564 Graham Street and recommending that it move forward to a Public Hearing.

Moved By Councillor Andrew

Seconded By Councillor Thornton-Joe

That Council approve the designation of the property located at 2564 Graham Street, pursuant to Section 611 of the Local Government Act, as a Municipal Heritage Site, 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 February 4, 2021

To: Committee of the Whole **Date:** January 21, 2021
From: Karen Hoese, Director, Sustainable Planning and Community Development
Subject: Heritage Designation Application No. 000191 for 2564 Graham Street

RECOMMENDATION

That Council approve the designation of the property located at 2564 Graham Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, 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 an owner request to designate the exterior of the property located at 2564 Graham Street. The 1.5-storey Queen Anne Revival style house was built in 1893 and contributes to the historic character of the Hillside-Quadra neighbourhood, an area distinguished by clusters of turn-of-the-century homes, Topaz and Summit Park and post-war residential subdivisions.

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

The application was reviewed by the Heritage Advisory Panel at its December 8, 2020 meeting and it recommended that Council consider approving the designation of the property located at 2564 Graham Street.

BACKGROUND

Description of Proposal

The property located at 2564 Graham Street, also referred to as the Latham Residence, is a small 1.5-storey wood frame cottage with Queen Anne Revival-style details. It was built in 1893

for the working-class Latham family. The exterior façade of the Latham Residence has maintained much of its original appearance. Its character-defining elements include its: residential form, scale and massing; wood frame construction with wide drop siding, corner boards and window trim; the Queen Anne style cutaway angled bay and lathe turned verandah columns; and the windows, including the art glass transom window over the main door. The house is currently used as a single-family dwelling. The property is valued for its association with the Latham family and its owners John and Anne Latham. John worked as a boilermaker and machinist at the Albion Iron Works, which manufactured residential wood stoves and boilers, steam engines and plumbing for the local shipbuilding industry. In 1893, Albion Iron Works was contracted to supply iron and steel for the construction of the BC Legislature building.

The property is also associated with the subdivision and development of John and Josette Work's historic *Hillside Farm*. John Work was a Chief Factor for Hudson's Bay Company. When he retired in 1849, he purchased farmland and settled his family north of Fort Victoria, becoming the largest landowners on Vancouver Island. The Latham Residence was built after Hillside Avenue was extended east of Quadra Street around 1892, triggering the subdivision of nearby lands. Most houses in this era were built in a vernacular Queen Anne and Italianate style for working class families.

Regulatory Considerations

The proposed heritage designation of the house is compatible with the *Official Community Plan, 2012 (OCP)*, and with the lawful uses of the property and adjoining lands.

Condition / Economic Viability

The house is currently in good physical condition. Once the house is designated, the owner is interested in applying for funding to restore some of the house's missing wood ornaments.

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, 2012 (OCP)*, 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:

Objectives (page 39)

- 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

The designation of the property would make the building eligible for heritage grants from the Victoria Heritage Foundation to incentivize exterior conservation work.

Heritage Advisory Panel

The application was reviewed by the Heritage Advisory Panel at its December 8, 2020 meeting and was recommended for approval. The meeting minutes are attached.

CONCLUSIONS

This application for the designation of the property located at 2564 Graham Street as a Municipal Heritage Site is for a building that is a good example of a wood frame cottage in the Queen Anne revival style. The designation of the residence as a Municipal Heritage Site is consistent with relevant City policies and strategic directions for the Hillside-Quadra neighbourhood. Staff therefore recommend that Council consider approving the Heritage Designation Application for the building located at 2564 Graham Street.

ALTERNATE MOTION

That Council decline Heritage Designation Application No. 000191 for the property located at 2564 Graham Street.

Respectfully submitted,

John O'Reilly
Senior Heritage Planner
Development Services Division

Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager.

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 August 23, 2020
- Attachment F: Heritage Advisory Panel Minutes from December 8, 2020.

KINGS RD

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C1-CR

R-2

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VANCOUVER ST

GRAHAM ST

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2564 Graham Street

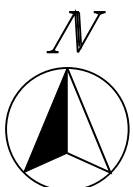
Heritage Designation Permit #000191



Designated



Registered



CITY OF VICTORIA

KINGS RD

VANCOUVER ST

GRAHAM ST

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2564 Graham Street

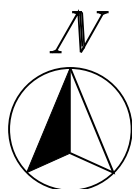
Heritage Designation Permit #000191



Designated



Registered



Photographs



Front (East) Elevation and Side (North) Elevation



Side (South) Elevation and Front (East) Elevation

STATEMENT OF SIGNIFICANCE

Latham Residence

2564 Graham Street (ex-10 Seventh St until 1905, then 2524 Grahame St until 1909)

Original Owners: John and Anne Latham

Date of Construction: c.1893

Legal Description: Lot 5, Section 4, Work Estate



Description of the Historic Place

The Latham Residence is a modest wood-frame cottage with Queen Anne Revival-style details. The house is located mid-block on the west side of Graham Street between Bay Street and Kings Road in Victoria's Hillside-Quadra neighbourhood. The house is set in close proximity to the street amongst a grouping of houses of a similar vintage.

Heritage Value of the Historic Place

The heritage value of the Latham Residence is summarized below in accordance with the Victoria Heritage Thematic Framework established in the Official Community Plan.

Theme 1: COASTAL SETTLEMENT

Subtheme 1.3: Pioneer Farms to First Suburbs

The Latham Residence has heritage value as one of several remaining houses from the Hillside Extension subdivision of the historic Work Estate. The house is symbolic of the early pattern of neighborhood settlement as pioneer farms were subdivided for early suburbs. The Latham Residence is significant for its association with John and Josette Work's historic *Hillside Farm*. John Work had a lifelong association with the Hudson's Bay Company where he became Chief Factor. Upon his retirement in 1849, he purchased farmland and settled his large family north of Fort Victoria and built his home *Hillside Farm*, becoming one of the largest landowners on Vancouver Island. The portion of Hillside Extension east of Quadra Street and south of Hillside Avenue was subdivided around 1892, prior to Josette Work's death in 1896. Most houses were built in a vernacular Queen Anne and Italianate style for working class families.

Built c.1893, the Latham Residence is additionally significant for its association with the Latham family. John (c.1855-?) and Anne (1855-1901) Latham arrived in Victoria from Coventry, England in 1885. John was employed as boilermaker and machinist at Albion Iron Works, one of Victoria's major industrial sites located on the Upper Harbour. The house remained in the Latham family until 1915.

The Latham Residence symbolizes the evolution of the Hillside-Quadra neighbourhood from farmland to residential and makes a significant contribution to the rich and varied streetscapes, which continues today as a mix of residential and commercial uses.

Theme 5: CULTURAL EXCHANGE

Subtheme 5.1: Architectural Expression

The Latham Residence has heritage value as an example of the vernacular influence of the Queen Anne Revival style, as characterized by its asymmetrical massing, hipped roofline, corbelled brick chimneys and Carpenter ornamentation. Originally built as a one-storey cottage, later additions include a rear extension and attic dormers. The front façade is distinguished by an angled cutaway bay offset by a recessed verandah detailed with a lathe-turned columns and square balusters. Original door and window assemblies are found throughout. The house is clad in drop siding and shingles.

Despite its modest scale, the house displays the attention to detail that was lavished on even simple houses of the time, providing a public display of pride and a sign of social status. The house continues to serve its original function and contributes to the heritage character of the Hillside-Quadra neighbourhood.

The Latham Residence has heritage value owing to its physical integrity as expressed through its character-defining elements.

Character-Defining Elements

Key elements that express the heritage value of the John Latham Residence and continue to define the character and history of the Hillside-Quadra neighbourhood include:

- original location on the west side of Graham Street and its relationship to other houses on the street
- continuous residential use

Key elements that define the heritage character of the building's exterior include:

- minimal setback from the property line
- residential form, scale, and massing as expressed by its: one-storey height with later attic dormer additions; rectangular plan; medium-pitch hipped roof; front gabled extension over angled bay balanced by inset verandah
- wood-frame construction with wide drop siding; corner boards and window trim of dimensional lumber; shingled gable; wide frieze board below boxed eaves
- elements of the Queen Anne Revival style such as: cutaway angled bay with moulded panels of diagonal siding; lathe-turned verandah columns; two internal red-brick chimneys with corbelled caps
- fenestration such as: one-over-one double-hung wooden-sash windows with window horns in single and double-assembly
- glazed and panelled front door with art glass transom window

2564 Graham Street,
Victoria, BC
V8T 3Y7

August 23rd, 2020

Dear Mayor and Council,

Attached please find an application for the Heritage designation of the house at 2564 Graham Street. It is a nice house that has been pretty well maintained over its long life. It has undergone some changes: the “gingerbread” decoration on the front porch and under the eaves was removed many years ago, as was the front transom window (which has since been replaced); dormers were added on the north as south sides of the roof in the 1980s; the rear of the house was extended in the 1990s. Except for the lack of gingerbread, from the street the house looks very like the working class cottage that was built for John and Mary Latham. It is one of a small group of working class homes built after the streetcar line extended to Douglas and Hillside – most of the houses on the north half of the block of Graham between Bay and Kings are the original buildings.

I have lived here since 1983 and have tried to preserve the integrity of this tiny piece of Victoria’s history. Designation would enable me to apply for funding that would help replace the missing details. When we scraped the woodwork prior to painting in 1984, we could see the outlines of the missing decorations – it would be wonderful to see them re-instated. Interest in this neighbourhood is likely to increase with the completion of the bicycle corridor in the next year. Heritage designation of this house would help ensure that the special character of this area is preserved.

Thank you for your time and attention.

Sincerely,

Colleen Wilson

3. 2564 Graham Street - Heritage Designation Application No. 000191

Presenter: John O'Reilly

Panel Questions and Comments

- Are the current paint colours original to the building? John O'Reilly: We are not sure.
Pamela Madoff: With heritage designation there would be some regulation and control over colour selection.

Moved by Avery Bonner

Seconded by Kirby Delaney

That the Heritage Advisory Panel recommend that Council approve the designation of the property located at 2564 Graham Street.

Carried (unanimous)

Heritage Designation Application No. 000191 for 2564 Graham Street



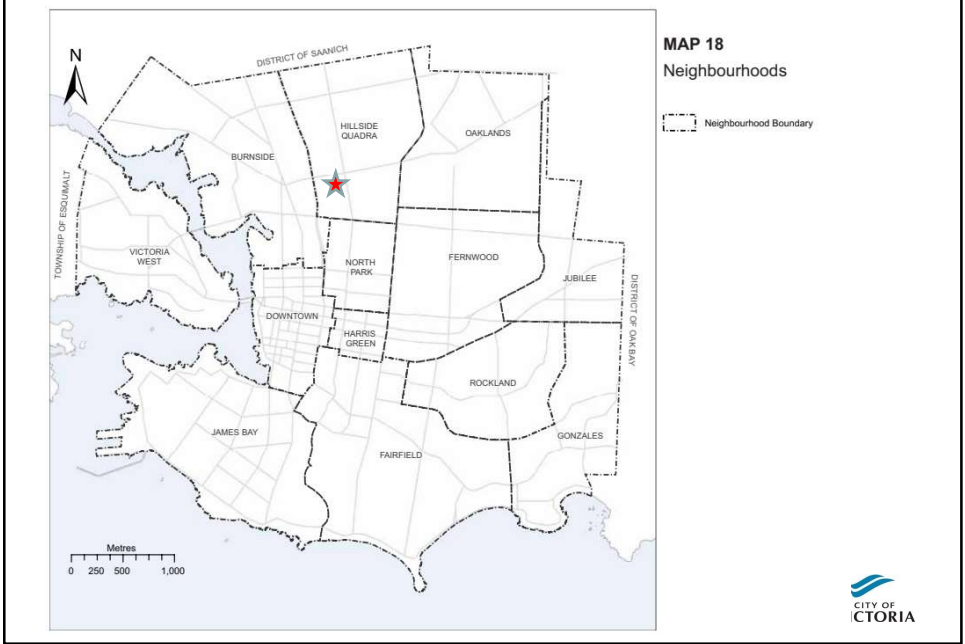
Proposal

To designate the exterior
of the house located at
2564 Graham Street.



Location

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3

Aerial View

4



4

Designation Assessment

5

Designation Assessment

A heritage property is one with

“sufficient **heritage value** or **heritage character** to justify its conservation”

Designation Assessment: Does the property have sufficient heritage value or heritage character?

Heritage Value: historical, cultural, aesthetic, scientific or educational worth or usefulness of property or an area.

Heritage Character: the overall effect produced by traits or features which give property or an area a distinctive quality or appearance.

(Local Government Act, Section 611)



5

Early Subdivision of Hillside-Quadra

6

Joseph Pemberton's 1846 Map of Victoria



6

Early Subdivision of Hillside-Quadra

7

Hillside Farm comprised all of S. IV
The modern-day Hillside-Quadra Neighbourhood comprises the east half of S. IV



7

Early Subdivision of Hillside-Quadra

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1903 Fire Insurance Map of Victoria- Nearby Areas

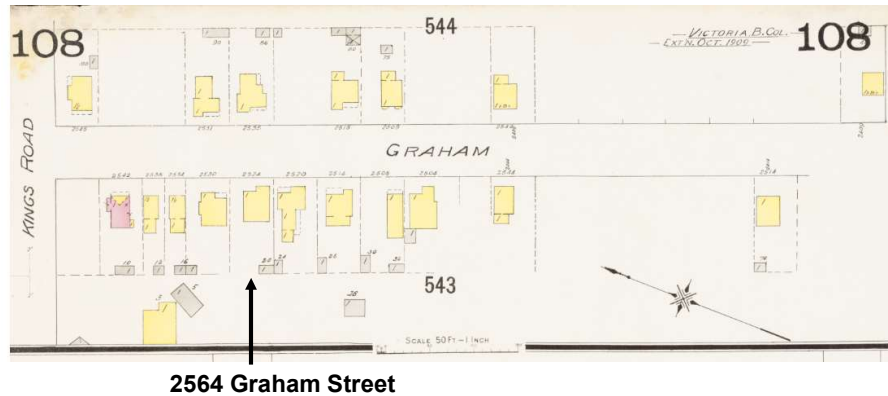


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Early Subdivision of Hillside-Quadra

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1903 Fire Insurance Map of Victoria



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Heritage Value

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Heritage Value

- One of several remnant houses from the Hillside Extension subdivision of the Work Estate
- Associated with John and Josette Work's historic *Hillside Farm*
- Original owner John Latham worked for Albion Iron Works
- Symbolizes the evolution of the Hillside-Quadra neighbourhood from farmland to middle class housing
- Significant for its Architectural expression as a Queen Anne revival style house



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Heritage Character

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Character Defining Elements

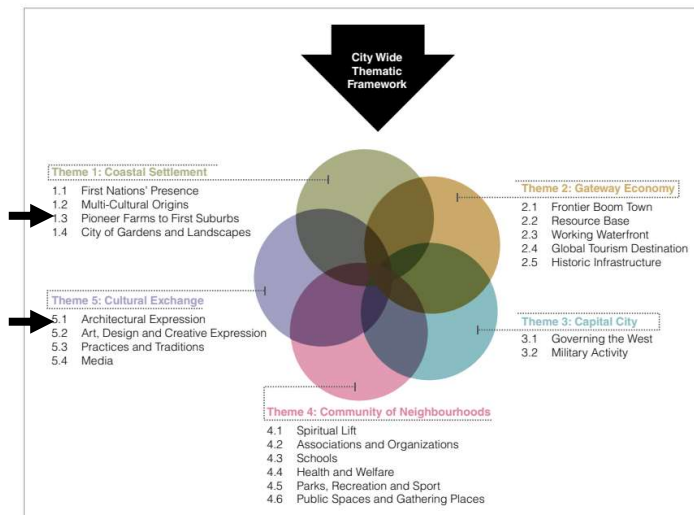
- Residential form, scale and massing,
- Wood drop siding, corner boards and window trim, wide frieze boards
- Queen Anne revival style elements including cutaway angled bay and lathe turned verandah columns
- Windows with window horns and art glass transom window over the front door



11

Heritage Thematic Framework

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12

Staff Recommendation

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That Council approve the designation of the property located at 2564 Graham Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

