



Mayor Helps and Council
City of Victoria
No.1 Centennial Square
Victoria, BC V8W 1P6

September 20th, 2021

Re: Rezoning for 1306-1424 Broad Street and 615-625 Johnson Street – Duck Buildings

Dear Mayor Helps and Council,

Further to our letter of February 4th 2020, the DRA LUC provides the following information as an update. Since our last submission, the applicant has made some minor design alterations but the application remains essentially as before and all of the concerns raised in the previous letter remain valid.

In particular, Staff recommend approval for this application while also relieving it from the requirement for an OCP amendment for a 33% increase in density over the OCP maximum for the entire site citing that *“OCP policies may be varied to achieve heritage conservation objectives where alternate guidelines are established for a heritage property or properties within a Heritage Conservation Area”*. As justification Staff also state that this application *“is generally consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada”*.

The applicant proposes the virtual complete destruction of the heritage registry building, Canada Hotel (Duck’s Carriage Factory), and the destruction of the majority of the Duck Building; leaving only the building’s front and rear façades.

The OCP requires the Standards and Guidelines for the Conservation of Historic Places to be applied to all Development Permits and Heritage Alteration Permits within DPA1 (Core Historic). These standards specifically state that façade retention is not recognized as an acceptable conservation strategy so Staff’s assessment that this application is in general compliance with the National Standards appears to be at odds with the standards themselves. The DRA sought opinions on this issue from nationally recognized experts, Dr Harold Kalman (Order of Canada-Heritage Rehabilitation), and Mr. Gordon Fulton, the principle author and facilitator for the Standards and Guidelines for the Conservation of Historic Places in Canada (See Appendix A). Mr. Fulton provided a review of this proposal (as well as for the application for the Northern Junk Buildings) for the DRA (Appendix B). Mr. Fulton states (and Dr. Kalman concurs) that the application does not meet the National Standards, stating, *“the proposed intervention does not respect and protect the heritage value of the building”*. Mr. Fulton’s findings appear to be

unequivocal compared to the Staff assessment and we remind Council that there is no higher authority to consult regarding compliance with our national standards.

In addition, Staff have not outlined that any “alternative guidelines” have been legitimately “established” for consideration for this application nor have they offered an explanation that reconciles the public gifting of density 33% above OCP maximums for simply retaining two facades and a rubble wall at minimal cost while most other applicants with projects in Old Town routinely retain and rehabilitate entire buildings without seeking any additional density.

The applicant appears to rely on the building code seismic requirements as the rationale for the retention of only the building facades but it should be recognized that it is the applicants’ desire to insert a parking garage under a historic building that is likely the driver of this particular approach even though heritage buildings are otherwise exempt from parking requirements. It is obvious that costs and complexities to retain and support the entire existing building while a massive subterranean parking garage is dug under the existing building and the two adjoining properties is uneconomic and that the convenience of supporting just two facades at minimal cost is preferable for the applicant especially when millions of dollars worth of extra density will be granted for this minimal effort.

The CALUC Terms of Reference specifically empowers CALUCs to *“comment on the interpretation of the relevancy of policies and whether development applications fit with the spirit and intent of the Neighbourhood Plan”* and *“Communicate to everyone involved regarding the adequacy of the community consultation”*. The DRA LUC points out that the OCP clearly states that the National Standards and Guidelines for Historic Places are to be applied so relief from an OCP amendment in this case appears illegitimate. It also appears such a radical change in our city’s heritage rehabilitation policies currently prescribed by the OCP will take place without any form of the full public discussion as is required by the City of Victoria Engagement Framework to the IAP2 level of “Involve”.

This application proposes to provide luxury hotel accommodation for affluent visitors arriving to Victoria by car and may provide additional economic benefit for local food and beverage establishments, but it will contribute little to community amenities, and remove existing affordable housing and affordable commercial space so important for local business owner operators. Operational profits will be realized outside of the local community with local economic development providing lower paying service jobs. Council approval of this application will continue to dismantle decades long established and internationally applauded City of Victoria heritage conservation policy without any public discussion, all while rewarding the applicant handsomely with millions in additional density incongruent with Old Town maximums and character, all without proper procedure or justification. We trust that Council will not be influenced by the suggestion that this proposal represents any kind of ‘balanced’ approach to such an important site but instead honour the requirements of our OCP to preserve our historic Old Town buildings to the standards established by our nation’s preeminent experts.

Sincerely,

A handwritten signature in black ink, appearing to be 'Ian Sutherland', with a stylized, flowing script.

Ian Sutherland, Chair Land Use Committee Downtown Residents Association



STANDARDS AND GUIDELINES

for the Conservation of Historic Places in Canada



Parks
Canada

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Canada

Canada

Foreword

The *Standards and Guidelines for the Conservation of Historic Places in Canada* is the result of a major collaborative effort among federal, provincial, territorial and municipal governments, heritage conservation professionals, heritage developers, and many individual Canadians.

This collaborative process has laid down an important foundation for the evolution of conservation practice in Canada and this approach, based on the involvement of all stakeholders and interested parties, will continue to be used for the periodic revision of the *Standards and Guidelines for the Conservation of Historic Places in Canada* and for other issues related to the conservation of historic places.

Through this pan-Canadian collaboration, we have reinforced the development of a culture of conservation in Canada, which will continue to find a unique expression in each of the jurisdictions and regions of our country.

The development of the *Standards and Guidelines for the Conservation of Historic Places in Canada* could not have been so successful without the vision, leadership and rigor of a Parks Canada employee, Gordon Fulton. As a steward and a guide, he has helped to make available to the heritage conservation community an effective new tool.

On behalf of Parks Canada, I am proud to adopt the *Standards and Guidelines for the Conservation of Historic Places in Canada* for use in our stewardship of Canada's national historic sites and other heritage properties. Together with our many partners, we will move towards a strengthened culture of conservation.

Alan Latourelle

Chief Executive Officer
Parks Canada

Appendix B

20 July 2021

Harold Kalman CM, PhD, LLD
Victoria, BC

Dear Hal,

As requested, I have made preliminary interpretations of the Standards and Guidelines for the Conservation of Historic Places in Canada (2nd edition) as they might apply to the proposed interventions to the Duck's Building and the Duck's Carriage Factory, and to the Caire & Grancini Warehouse and Fraser Warehouse. These interpretations are based on the background information you provided me, supplemented by additional information generally available to the public.

I focused on the impacts of the planned interventions on the character-defining elements of the four heritage buildings, and on the application of the nine General Standards for Preservation, Rehabilitation and Restoration as well as the three Additional Standards Relating to Rehabilitation. It appears the primary treatment chosen for both proposed interventions is "Rehabilitation."

The preliminary interpretation of the impacts of the proposed interventions on the character-defining elements of the Duck's Building and the Duck's Carriage Factory is that the guideline on the retention only of facades would not be met, and that character-defining elements would be lost or compromised, thus the proposed intervention does not respect and protect the heritage value of the building.

The preliminary interpretation of the impacts of the proposed interventions on the character-defining elements of the Caire & Grancini Warehouse and Fraser Warehouse is that character-defining elements would be lost or compromised, thus the proposed interventions do not respect and protect the heritage value of the buildings.

The preliminary interpretation of the application of the relevant Standards indicates that Standard 4 appears to be met, though more information is likely required; Standards 1, 2, 3, 5, 7, 11 and 12 appear not to be met; and there is not enough information to assess Standards 6, 8, 9 and 10.

In terms of Standard 11 in particular, the proposed interventions cannot be considered subordinate to the heritage buildings, and an appropriate balance has not been struck between compatibility and distinguishability (that is, between mere imitation of the existing form and pointed contrast). To meet Standard 11, all three requirements must be achieved: first, compatible; second, subordinate; third, distinguishable.

The proposed intervention to the Duck's Carriage Factory cannot be considered acceptable conservation practice.

I hope you find these preliminary interpretations helpful.

Yours truly,

Gordon Fulton
Ottawa

20 July 2021

Preliminary interpretation of the STANDARDS AND GUIDELINES FOR THE CONSERVATION OF HISTORIC PLACES IN CANADA (2nd edition)

IMPACTS OF PLANNED INTERVENTIONS ON CHARACTER-DEFINING ELEMENTS

The overall objective of the Standards and Guidelines for the Conservation of Historic Places in Canada is the safeguarding of the character-defining elements of a historic place so as to retain its heritage value and extend its physical life (p. 15). Interventions to a historic place must respect and protect its heritage value. To achieve this, it is necessary to assess the impacts of planned interventions on the character-defining elements. Character-defining elements are defined as the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of a historic place, **which must be retained to preserve its heritage value** (p. 5). It is important not to emphasize particular character-defining elements at the expense of others (p. 3).

The Duck's Building

The proposed intervention to the Duck's Building includes demolishing the building structure except the front and rear facades or portions thereof, and incorporating these facades into a new five-storey building along Broad Street and six-storey building at the corner of Broad and Johnson streets. The Standards and Guidelines state that "demolishing the building structure and retaining only the street facade(s)" is **not recommended** (p. 132). Moreover, the Statement of Significance for the Duck's Building states that its masonry construction **including its structural side brick walls and timber internal frame** are character-defining elements. The proposed intervention does not meet the guideline on the retention only of facades, and character-defining elements would be lost or compromised, thus the proposed intervention does not respect and protect the heritage value of the building.

The Duck's Carriage Factory

The proposed intervention to the Duck's Carriage Factory includes demolishing the entire building structure except for the rear wall of the building and incorporating that wall into the adjacent Duck's Building redevelopment. The Standards and Guidelines state that "demolishing the building structure and retaining only the street facade(s)" is **not recommended** (p. 132). The Statement of Significance for the Duck's Carriage Factory states that its **location** facing Duck's Alley, **rudder stone construction** with **random window openings** with **massive stone sills and lintels**, **multi-paned double-hung wooden sash windows** and **contiguous relationship** with the adjacent Duck's Building are character-defining elements. The proposed intervention does not meet the guideline on the retention only of facades, and virtually all character-defining elements would be lost, thus the proposed intervention does not respect and protect the heritage value of the building.

Caire & Grancini Warehouse Fraser Warehouse

The proposed interventions to the Caire & Grancini Warehouse and Fraser Warehouse would see these two non-contiguous buildings incorporated into a new structure built above and beside them that would be six storeys high on the waterfront side and five storeys high on the street side. It is understood that the intent is to keep all the interior and exterior walls of the two warehouses. The Statements of Significance for the Caire & Grancini Warehouse and the Fraser Warehouse state that their character-defining elements include their commercial form, scale and massing including their **two storey configuration**, the **unobstructed views** between the buildings and the water and **views of the rear**

facades from the harbour. These character-defining elements would be lost or compromised by the proposed interventions, thus the proposed interventions do not respect and protect the heritage value of the buildings. In addition, the character-defining elements of the Caire&Grancini Warehouse also include its **interior timber structure**, and the character-defining elements of the Fraser Warehouse include its **double-gabled roof structure** and **division into two halves** with a central wall. It is not clear whether the proposed interventions will have an impact on these character-defining elements.

THE STANDARDS

The Standards are to be broadly applied throughout the conservation process and read as a whole, because they are interconnected and mutually reinforcing (p. 21). All standards for any given type of treatment must be considered, and applied where appropriate, to any conservation project (pp. 22-23).

General Standards for Preservation, Rehabilitation and Restoration

1. Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character-defining elements. Do not move a part of an historic place if its current location is a character-defining element.

The proposed interventions involve the removal and substantial alteration of character-defining elements.

2. Conserve changes to an historic place that, over time, have become character-defining elements in their own right.

The proposed interventions may involve alterations to existing modifications that have become character-defining elements in their own right, notably the “historic fenestration pattern on the waterfront facade, and other random window openings that indicate alterations over time” that are identified as character-defining elements of both the Caire&Grancini Warehouse and the Fraser Warehouse.

3. Conserve heritage value by adopting an approach calling for minimal intervention.

The proposed interventions do not consistently adopt a minimal intervention approach.

4. Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted.

The proposed interventions do not appear to involve creating a false sense of historical development, though the design of the street-side warehouse storefronts may be based on speculation or conjecture.

5. Find a use for an historic place that requires minimal or no change to its character-defining elements.

The proposed interventions require more than minimal changes to some character-defining elements.

6. Protect and, if necessary, stabilize an historic place until any subsequent intervention is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbing archaeological resources, take mitigation measures to limit damage and loss of information.

[No information on which to make an assessment.]

7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.

The proposed interventions do not appear to respect heritage value.

8. Maintain character-defining elements on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.

[No information on which to make an assessment.]

9. Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable on close inspection. Document any intervention for future reference.

[No information on which to make an assessment.]

It appears the primary treatment chosen for both proposed interventions is "Rehabilitation." Rehabilitation involves the sensitive adaptation of a historic place or individual component for a continuing or compatible contemporary use, while protecting its heritage value (pp. 15-16).

Additional Standards Relating to Rehabilitation

10. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.

[No information on which to make an assessment.]

11. Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

See below.

12. Create any new additions or related new construction so that the essential form and integrity of an historic place will not be impaired if the new work is removed in the future.

The proposed interventions do not appear to leave the essential form and integrity of the historic buildings unimpaired for the future.

Standard 11

The Working Group on Conservation Standards and Guidelines, comprised of more than 30 built environment experts working in the public, private and non-profit sectors from across Canada, was very precise when it formulated Standard 11 concerning new additions. It said: "Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place" (p. 34). The complete consensus of the Working Group was that **all three requirements must be achieved**. Moreover, the **order of the requirements was deliberate: first, compatible; second, subordinate; third, distinguishable**.

The Duck's Building

The proposed intervention to the Duck's Building is clearly not subordinate to the heritage building. When developing the Standards and Guidelines, the Working Group agreed that an addition must not detract from the historic place or impair its heritage value. "To accomplish this, an appropriate balance must be struck between mere imitation of the existing form and pointed contrast, thus complementing the historic place in a manner that respects its heritage value" (p. 34).

In addition, it can be argued that the proposed addition to the Duck's Building has not struck an appropriate balance between compatibility and distinguishability. The proposed addition has put its primary emphasis on being distinguishable, and only secondarily on being compatible, in that it acknowledges to a degree some of the historic building's materials (brick and glass) while contrasting strongly in terms of its form, size, scale, proportions, patterns, spacing of openings, articulation, and details.

The Statement of Significance states that the Duck's Block is a superior example of the Romanesque Revival style, distinguished by its patterned brickwork, stone trim, round-arched window openings and decorative cornice. Character-defining elements related to its appearance include rock-faced masonry piers at street level, rock-faced stone lintels, round-arched windows on the top floor, decorations above the main entry with patterned fret work and a triangular pediment, corbelled cornice detailing, decorative name and date-plates, and patterned brickwork on the rear facade. The proposed addition contrasts sharply with almost all of these character-defining elements. The character-defining elements must be respected in any intervention to the historic building.

The Duck's Carriage Factory

The proposed intervention to the Duck's Carriage Factory will for all intents result in the demolition of the heritage building. Only one exterior wall is proposed to survive. With the destruction of virtually all its character-defining elements, and therefore its heritage value, the proposed intervention cannot be considered acceptable conservation practice.

Caire & Grancini Warehouse Fraser Warehouse

The proposed interventions to the Caire & Grancini Warehouse and the adjacent Fraser Warehouse are emphatically not subordinate to the heritage buildings. The proposed addition subsumes the heritage buildings and visually dominates them. The Standards and Guidelines state that an addition must not detract from the historic place or impair its heritage value. "To accomplish this, an appropriate balance must be struck between mere imitation of the existing form and pointed contrast, thus complementing the historic place in a manner that respects its heritage value" (p. 34).

In terms of a balance between compatibility and distinguishability, the proposed addition to the Caire & Grancini Warehouse and Fraser Warehouse has put an exceptionally strong emphasis on being distinguishable, with virtually no attempt at being compatible in terms of its form, size, scale, proportions, materials, patterns, spacing of openings, articulation or details.

STATEMENT OF SIGNIFICANCE
THE DUCK'S BUILDING
1324 BROAD STREET, VICTORIA, BC

Description of the Historic Place

The Duck's Building is a three-storey Victorian-era masonry commercial building, distinguished by its patterned brickwork, stone trim, round-arched window openings and decorative cornice. It is located mid-block on the east side of Broad Street, between Johnson and View Streets, in Victoria's Old Town District.

Heritage Value of the Historic Place

The Duck's Building is significant for its representation of the continuing growth of the city's gateway economy during the late Victorian era, its association with local entrepreneur and politician Simeon Duck, as a superior example of the Romanesque Revival style, and as a surviving example of the work of prominent architect William Tuff Whiteway.

The Duck's Building represents a time when downtown Victoria was expanding due to its booming economy. The announcement of the land grant to the Esquimalt and Nanaimo Railway in 1883, and its completion in 1888, sparked a construction boom in Victoria of stores, hotels and commercial properties. This elaborate structure indicates the extent to which the economy was prospering, and although it was completed right at the time of local recession, it demonstrated the flexible ways in which commercial properties could be used; it originally accommodated a variety of uses, including stores, offices, hotel and bar services, and a brothel.

The Duck's Building was constructed in 1892 for Simeon Duck, a successful early local entrepreneur, MLA, and former Minister of Finance for British Columbia. Duck owned two city lots at the corner of Johnson and Broad Streets; the development of Duck's Carriage Factory in 1874, the 1884 First Duck's Building to the east and the adjacent 1892 Duck's Building to the south, represent patterns of real estate speculation and development common in Victoria in the late nineteenth century, which ebbed and flowed with the economy. This building is representative of the multi-functionality of Victoria's commercial district in the late nineteenth century. Bold decoration and architectural styling make the Duck's Building a dominant presence within Broad Street's narrow streetscape.

The Duck's Building is a significant surviving example of the work of prominent B.C. architect, W.T. Whiteway (1856-1940), and is a superior example of the Romanesque Revival style. Whiteway travelled widely in the pursuit of commissions, and notably in 1896-97 designed an almost identical building on the other side of the country, the Gordon & Keith Building in Halifax, which still exists. The Duck's Building is characteristic of the Romanesque style adapted to commercial usage. Stylistic embellishments on the front facade include round-headed windows, rock-faced sandstone detailing, and patterned and corbelled brickwork with a central pediment above the main entry.

Character-Defining Elements

The heritage character-defining elements of the Duck's Building include its:

- **location** on Broad Street, in Victoria's Old Town District;
- continuous commercial and retail use;
- commercial form, scale and massing, as expressed in its **three-storey cubic massing, symmetrical rectangular plan and flat roof, set flush to the front and side property lines; irregular bay spacing** with two entries to the upper floors; and **raised rear portion** that accommodated an assembly hall;
- design elements of the **Romanesque Revival style**, such as **rock-faced masonry piers** at street level; **rock-faced stone lintels; round-arched windows** on the top floor; **decorations above the main entry** with **patterned fret work and a triangular pediment; corbelled cornice detailing, decorative name and date-plates** with 'DUCK'S BUILDING' and "A.D. 1892;" and **patterned brickwork on the rear facade;**
- **masonry construction**, including: **structural front, side and rear brick walls; timber internal frame; parged window sills; and cast-iron storefront columns;**
- **symmetrical fenestration** including: **rectangular storefront openings; and round-arched and rectangular double-hung 1-over-1 wooden sash windows with upper-sash horns on the front and rear facades; and**
- **the contiguous relationship of its rear wall with the 1874 stone wall of the Duck's Carriage Factory** to the north.

STATEMENT OF SIGNIFICANCE
THE DUCK'S CARRIAGE FACTORY
1324 BROAD STREET, VICTORIA, BC
REVISED FEBRUARY 2018

Description of the Historic Place

The Duck's Carriage Factory is represented by a surviving two storey high, rubble masonry wall with random window openings, facing Duck's Alley, which runs south of Johnson Street between Broad and Government Streets in Victoria's Old Town District.

Heritage Value of the Historic Place

The west wall of the Duck's Carriage Factory is a valuable surviving masonry feature that dates from the early development of Victoria. A few older masonry structures survive on the waterfront, notably the Caire&Grancini and Fraser Warehouses on Wharf Street, the warehouses on Fort Street, and Congregation Emanu-El on Blanshard Street, but many of the downtown commercial buildings built prior to British Columbia joining Confederation in 1871 were constructed in wood. The construction of a number of new federal buildings, such as the Custom House on Wharf Street, set a new standard for the growing city. When Simeon Duck commissioned a new building for his expanding carriage manufacturing business, he hired Thomas Trowne to design and build a substantial, two-storey fireproof structure.

Although the original 1874 building has lost its original facade, this surviving masonry wall is a valuable representation of construction techniques in the early city. Furthermore, the development of the later First Duck's Carriage Factory to the east and the adjacent 1892 Duck's Building to the south, all constructed for local entrepreneur and politician Simeon Duck, represents patterns of real estate speculation and development which occurred in Victoria in the late nineteenth century, which ebbed and flowed with economy. The Carriage Factory is also valued as a demonstration of Duck's entrepreneurial activities, who purchased two adjacent lots in the 1860s and developed them over time to house a variety of businesses, including manufacturing, industry, commercial and lodgings.

Character-Defining Elements

The heritage character-defining elements of the Duck's Carriage Factory include its:

- **location facing Duck's Alley**, which runs south of Johnson Street between Broad and Government Streets in Victoria's Old Town District;
- **rubble stone construction**, with **random window openings** with **massive stone sills and lintels**;
- **multipaned, double-hung wooden sash windows**; and
- **its contiguous relationship with the 1892 Duck's Building** to the south.

STATEMENT OF SIGNIFICANCE
CAIRE & GRANCINI WAREHOUSE
1314 WHARF STREET
REVISED MARCH 2012

Description of the Historic Place

The Caire&Grancini Warehouse is a mid-nineteenth-century vernacular brick and stone commercial warehouse located within Victoria's Inner Harbour Precinct. It sits on a sloping bank between Wharf Street and the Inner Harbour waterway. Due to the slope, there is a one-storey frontage facing Wharf Street, and two exposed storeys facing the harbour.

Heritage Value of the Historic Place

Built in 1860, the Caire&Grancini Warehouse is among the oldest commercial warehouses on the Inner Harbour and is linked with the Colonial-era development of Commercial Row, the original locus for commercial and retail ventures in Victoria. The development of Commercial Row was spurred by the advent of Victoria's resource-based economy and the Fraser River gold rush, during which time Victoria became the primary supply town for miners. This warehouse, which predates the incorporation of the City, forms an integral component of the early harbour streetscape. It is situated on a sloping bank between Wharf Street and the Inner Harbour waterway, and represents the commercial activity that fuelled the initial growth and development of the city. Caire&Grancini had originally set up a hardware business in San Francisco during the California gold rush. Capitalizing on the Fraser gold rush and Victoria's rapidly growing economy, Caire&Grancini opened a branch of their firm in this purpose-built structure in 1860, specializing in the sales of iron, hardware, imported glassware and crockery.

This warehouse is also valued as one of the earliest known commercial projects and a rare surviving example of the work of architect John Wright (1830-1915). Wright was born on May 15, 1830 at Killearn, Scotland, and arrived in Victoria in 1858. In 1860, he partnered with George H. Sanders (1838-1920) to form the architectural firm of Wright & Sanders (1860-1895), which was responsible for the major governmental, institutional, commercial and domestic commissions in Victoria prior to their relocation to San Francisco in 1866.

The heritage value of the Caire&Grancini Warehouse also lies in its vernacular construction and building materials, its waterfront situation, and in particular its waterfront facade, which contributes to the diversity of the city's historic shoreline as viewed from the Inner Harbour. The functional design takes advantage of the sloping site, with a utilitarian lower floor used for warehousing and accessed from the water side, and an upper floor with a commercial storefront facing Wharf Street. The Caire&Grancini Warehouse has been subject to additions and alterations, reflecting the changing needs of its occupants and its adaptation to different uses over time.

Character-Defining Elements

The character-defining elements of the Caire&Grancini Warehouse include its:

- **waterfront location** within Victoria's Inner Harbour Precinct, **unobstructed views between the building and the water** and **views of the rear facade from the harbour**
- continuing commercial use
- commercial form, scale and massing including its **two storey configuration**, with **lower level access at the water side** and **upper level access at the Wharf Street side**, and **generally symmetrical configuration of the front and rear facades**
- **industrial vernacular character and detailing**, as seen in **robust construction materials** such as the **brick upper walls**, **projecting cornices**, **brick chimneys**, **rubblestone foundations**, **stone lintels** and **interior timber structure**
- historic **fenestration pattern on the waterfront facade**, and other **random window openings** that indicate alterations over time
- **contiguous relationship between this building and the adjacent Fraser Warehouse**, 1316-18 Wharf Street.

STATEMENT OF SIGNIFICANCE
FRASER WAREHOUSE
1316-18 WHARF STREET
REVISED MARCH 2012

Description of the Historic Place

The Fraser Warehouse is a mid-nineteenth-century vernacular stone commercial warehouse located within Victoria's Inner Harbour Precinct. It sits on a sloping bank between Wharf Street and the Inner Harbour waterway. The front and rear facades are symmetrical, and represent two stores separated by an interior wall. Due to the slope, there is a one-storey frontage facing Wharf Street, and two exposed storeys facing the harbour.

Heritage Value of the Historic Place

Built in 1864, the Fraser Warehouse is among the oldest commercial warehouses on the Inner Harbour and is linked with the Colonial-era development of Commercial Row, the original locus for commercial and retail ventures in Victoria. The development of Commercial Row was spurred by the advent of Victoria's resource-based economy and the Fraser River gold rush, during which time Victoria became the primary supply town for miners. This stone warehouse forms an integral component of the early harbour streetscape. It is situated on a sloping bank between Wharf Street and the Inner Harbour waterway, and represents the commercial activity that fuelled the initial growth and development of the city. This warehouse was built for the Honorable Donald Fraser (1810-1897). Born in Scotland, Fraser came to Victoria in 1858 and shortly after his arrival became the unofficial advisor to Sir James Douglas (1803-1877), governor of the Colony of Vancouver Island. Fraser was a member of the Vancouver Island Legislative Council between 1864 and 1866. Fraser was also a wealthy speculative land developer, and owned numerous lots in the downtown core.

This warehouse is also valued as one of the earliest known commercial projects and a rare surviving example of the work of prominent local architect and contractor Thomas Trounce (1813-1900). Trounce arrived in Victoria at the time of the 1858 gold rush; the majority of Trounce's buildings were of masonry construction, an influence from his Cornish background.

The heritage value of the Fraser Warehouse also lies in its vernacular construction and building materials, its waterfront situation, and in particular its waterfront facade, which contributes to the diversity of the city's historic shoreline as viewed from the Inner Harbour. The functional design takes advantage of the sloping site, with a utilitarian lower floor used for warehousing and accessed from the water side, and an upper floor with a commercial storefront facing Wharf Street. The Fraser Warehouse has been subject to additions and alterations, reflecting the changing needs of its occupants and its adaptation to different uses over time.

Character-Defining Elements

The character-defining elements of the Fraser Warehouse include its:

- **waterfront location** within Victoria's Inner Harbour Precinct, **unobstructed views between the building and the water** and **views of the rear facade from the harbour**
- continuing commercial use
- commercial form, scale and massing including its **two storey configuration**, with **lower level access at the water side** and **upper level access at the Wharf Street side**, **symmetrical configuration of the front and rear facades**, **double-gabled roof structure** and **division into two halves with a central wall**
- **industrial vernacular character and detailing**, as seen in **robust construction materials** such as the **rubblestone foundations and walls**, **dressed quoins**, **granite lintels**, **shaped raised front and rear parapets**, **sandstone facade pilasters** and **interior timber structure**
- historic **fenestration pattern on the waterfront facade**, and other **random window openings** that indicate alterations over time
- **contiguous relationship between this building and the adjacent Caire&Grancini Warehouse**, 1314 Wharf Street.