

E.1.a.g Proposed Robert Street Heritage Conservation Area and OCP Amendment

Moved By Councillor Thornton-Joe

Seconded By Councillor Loveday

That Council:

1. Give first reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108.
2. Refer Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 for consideration at a Public Hearing.
3. Consider the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to section 477(3)(a) of the *Local Government Act*, and deem those Plans to be consistent with the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108.
4. Determine, pursuant to sections 475(1) and 2(a) of the *Local Government Act* that the affected persons, organizations and authorities are those property owners within the proposed Robert Street Heritage Conservation Area, that early and ongoing consultation is not required, and that the appropriate consultation measures include:
 - a. posting a copy of each of the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 and the draft Robert Street Heritage Conservation Area Guidelines to the City website;
 - b. posting a notice to the City's website that invites affected persons to ask questions of staff and provide written comments by a specified date for Council's consideration, and identifies the staff who can answer questions and provide further information;
 - c. providing each property owner within the proposed Robert Street Heritage Conservation Area with mailed copies of each of the guidelines and bylaw described in 4(a), and of the notice described in 4(b); and
 - d. the presentation of a report enclosing the results of the consultation to Council at the time the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is presented to Council for second reading.
5. Determine pursuant to sections 475(1) and 475(2)(b) that no referrals of Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, School District Board provincial or federal governments and their agencies, Township of Esquimalt, District of Saanich and the District of Oak Bay due to the nature of the amendment.
6. Approve in principle the Robert Street Heritage Conservation Area Guidelines (2021) and refer them to the meeting of

- Council at which the public hearing for Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is held, for public comment and consideration of final approval.
7. Direct staff to undertake the following if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is approved following the public hearing:
 - a. Add the following properties listed as contributing properties shown in the Robert Street Heritage Conservation Area Guidelines on page 17 to the City of Victoria Register of Heritage Properties:
 - i. 206 Robert Street
 - ii. 224 Robert Street
 - iii. 233 Robert Street
 - iv. 255 Robert Street
 - v. 301 Robert Street
 - b. Direct staff to make text and map amendments the Victoria West Neighbourhood Plan (2018), including amendments to Map 18 therein, to recognize the new Robert Street Heritage Conservation Area.

CARRIED UNANIMOUSLY

F.3 Proposed Robert Street Heritage Conservation Area and OCP Amendment

Committee received a report dated November 12, 2021 from the Director of Sustainable Planning and Community Development regarding information, analysis and recommendations regarding the designation of a portion of Robert Street as a Heritage Conservation Area (HCA) by amending the Official Community Plan, 2012.

Moved By Councillor Andrew

Seconded By Councillor Isitt

That Council:

1. Give first reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108.
2. Refer Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 for consideration at a Public Hearing.
3. Consider the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to section 477(3)(a) of the *Local Government Act*, and deem those Plans to be consistent with the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108.
4. Determine, pursuant to sections 475(1) and 2(a) of the *Local Government Act* that the affected persons, organizations and authorities are those property owners within the proposed Robert Street Heritage Conservation Area, that early and ongoing consultation is not required, and that the appropriate consultation measures include:
 - a. posting a copy of each of the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 and the draft Robert Street Heritage Conservation Area Guidelines to the City website;
 - b. posting a notice to the City's website that invites affected persons to ask questions of staff and provide written comments by a specified date for Council's consideration, and identifies the staff who can answer questions and provide further information;
 - c. providing each property owner within the proposed Robert Street Heritage Conservation Area with mailed copies of each of the guidelines and bylaw described in 4(a), and of the notice described in 4(b); and
 - d. the presentation of a report enclosing the results of the consultation to Council at the time the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is presented to Council for second reading.
5. Determine pursuant to sections 475(1) and 475(2)(b) that no referrals of Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, School District Board provincial or federal governments and their agencies, Township of Esquimalt, District of Saanich and the District of Oak Bay due to the nature of the amendment.
6. Approve in principle the Robert Street Heritage Conservation Area Guidelines (2021) and refer them to the meeting of Council at which the

- public hearing for Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is held, for public comment and consideration of final approval.
7. Direct staff to undertake the following if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is approved following the public hearing:
 - a. Add the following properties listed as contributing properties shown in the Robert Street Heritage Conservation Area Guidelines on page 17 to the City of Victoria Register of Heritage Properties:
 - i. 206 Robert Street
 - ii. 224 Robert Street
 - iii. 233 Robert Street
 - iv. 255 Robert Street
 - v. 301 Robert Street
 - b. Direct staff to make text and map amendments the Victoria West Neighbourhood Plan (2018), including amendments to Map 18 therein, to recognize the new Robert Street Heritage Conservation Area.

Committee discussed:

- *Effects on property values; incentives regarding grant programs for heritage houses*
- *The historic apple tree in this parcel and other trees of heritage significance*

CARRIED UNANIMOUSLY



Committee of the Whole Report

For the Meeting of November 25, 2021

To: Committee of the Whole **Date:** November 12, 2021

From: Karen Hoes, Director, Sustainable Planning and Community Development

Subject: **Proposed Robert Street Heritage Conservation Area and OCP Amendment**

RECOMMENDATION

That Council:

1. Give first reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108.
2. Refer Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 for consideration at a Public Hearing.
3. Consider the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to section 477(3)(a) of the *Local Government Act*, and deem those Plans to be consistent with the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108.
4. Determine, pursuant to sections 475(1) and 2(a) of the *Local Government Act* that the affected persons, organizations and authorities are those property owners within the proposed Robert Street Heritage Conservation Area, that early and ongoing consultation is not required, and that the appropriate consultation measures include:
 - a. posting a copy of each of the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 and the draft Robert Street Heritage Conservation Area Guidelines to the City website;
 - b. posting a notice to the City's website that invites affected persons to ask questions of staff and provide written comments by a specified date for Council's consideration, and identifies the staff who can answer questions and provide further information;
 - c. providing each property owner within the proposed Robert Street Heritage Conservation Area with mailed copies of each of the guidelines and bylaw described in 4(a), and of the notice described in 4(b); and
 - d. the presentation of a report enclosing the results of the consultation to Council at the time the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is presented to Council for second reading.

5. Determine pursuant to sections 475(1) and 475(2)(b) that no referrals of Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, School District Board provincial or federal governments and their agencies, Township of Esquimalt, District of Saanich and the District of Oak Bay due to the nature of the amendment.
6. Approve in principle the Robert Street Heritage Conservation Area Guidelines (2021) and refer them to the meeting of Council at which the public hearing for Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is held, for public comment and consideration of final approval.
7. Direct staff to undertake the following if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 is approved following the public hearing:
 - a. Add the following properties listed as contributing properties shown in the Robert Street Heritage Conservation Area Guidelines on page 17 to the City of Victoria Register of Heritage Properties:
 - i. 206 Robert Street
 - ii. 224 Robert Street
 - iii. 233 Robert Street
 - iv. 255 Robert Street
 - v. 301 Robert Street
 - b. Direct staff to make text and map amendments the Victoria West Neighbourhood Plan (2018), including amendments to Map 18 therein, to recognize the new Robert Street Heritage Conservation Area.

LEGISLATIVE AUTHORITY

In accordance with Section 614 of the *Local Government Act*, an official community plan may designate an area as a heritage conservation area to which section 615 (1), requirements for heritage alteration permit, applies.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations regarding the designation of a portion of Robert Street as a Heritage Conservation Area (HCA) by amending the *Official Community Plan, 2012* (OCP) (see Attachment A: Subject Map and Attachment B: Aerial Map). The designation would establish a set of objectives for the area and a heritage alteration permit process for land subdivision, new construction and alterations to existing properties. Heritage alteration permits would be reviewed against the Robert Street Heritage Conservation Area Guidelines (See Attachment C: Draft Robert Street Heritage Conservation Area Guidelines) and the *Standards and Guidelines for the Conservation of Historic Places in Canada, 2010* (The Standards and Guidelines).

Staff have determined that the designation of a portion of Robert Street as an HCA is consistent with the *Citizen-led Heritage Conservation Areas Policy*, and it has sufficient heritage value and character to justify conservation in accordance with the *Local Government Act*. Designation is generally consistent with the OCP, which encourages the conservation of special character in historic areas through the designation of HCA's. The designation is also consistent with the *Victoria West Neighbourhood Plan, 2018* (The Neighbourhood Plan), which encourages the designation of citizen-initiated HCA's.

The draft guidelines permit the continued infilling and densification of the street through new housing, while establishing performance criteria regarding form, design and detailing.

The Heritage Advisory Panel reviewed the proposal at its October 12, 2021 meeting and recommended that Council approve the guidelines and the HCA. Panel members suggested that staff include examples of multi-family and more modest new housing in the document and staff responded by diversifying the images.

BACKGROUND

Description of Proposal

In 2018, a local resident nominated Robert Street as an HCA based on the City's Citizen-Led Heritage Conservation Areas Policy. The Heritage Advisory Panel and City Council supported the further study of the area later that year based on the contents of the nomination. Council approved the following motion on April 18, 2019:

- 1. That Council direct staff to study and evaluate the portion of Robert Street shown on Attachment A for its potential as a Heritage Conservation Area in accordance with the Council adopted Citizen-led Heritage Conservation Areas Policy.*
- 2. If staff conclude that a Heritage Conservation Area designation is justified, report back to City Council with a draft Official Community Plan Amendment Bylaw that outlines the justification, objectives and guidelines in accordance with section 614 of the Local Government Act.*

Staff completed historical research into the area and an evaluation of each house on Robert Street against the original approved building permit plans to determine its level of historical integrity. Based on these assessments and the research, staff have concluded that the area is eligible to be designated as an HCA.

The proposed Robert Street HCA is located in the Victoria West Neighbourhood. It includes a collection of 14 one-storey and one-and-a-half-storey houses, of which four were constructed during the Victorian and Edwardian era (1888-1911) in the Queen Anne and Colonial Bungalow styles (See Attachment D: Photographs of existing buildings on the street). Most of the remaining houses are from the wartime era (1939-1943) and designed in the Minimal Traditional style. Of the houses on the street, nine were found to be contributing to the heritage character of the street, and five were found not to contribute because they had been heavily altered or constructed outside the periods of significance. The street has historical and aesthetic value for its unique juxtaposition of elaborate Victorian style houses constructed by upper class owners in the late 1800's and early 1900's, and the economical minimal traditional houses constructed by middle income families between 1939-1945, incentivized by Canada's first national housing legislation.

The draft guidelines were sent to area residents for review in advance of an in-person meeting on May 30, 2021. Neighbourhood residents had no substantive comments on the draft.

If an HCA is approved for Robert Street, it will establish a heritage alteration permit system for alterations to existing buildings, new construction and subdivisions, as well as a number of exemptions.

Regulatory Considerations

If the proposed group of properties is designated as the Robert Street HCA, the following actions would require municipal authorization through a heritage alteration permit:

- a. Subdivide land within the area;
- b. Start the construction of a building or structure or an addition to an existing building or structure within the area;
- c. Alter a building or structure or land within the area;
- d. Alter a feature that is protected heritage property.

Four of the nine heritage properties are protected through designation under bylaw. It is proposed that the remaining five be added to the Victoria Heritage Registry, if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 (the “**OCP Amendment Bylaw**”) is adopted (see Attachment E: Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108).

Infill Housing

The draft Robert Street Heritage Conservation Area guidelines address building form, detailing and design and do not prohibit any of the housing typologies permitted under the Traditional Residential Urban Place designation. In fact, many of the existing “single-family homes” on the street already contain multiple households. For example, the heritage designated houses at 614 Seaforth Place and 242 Robert Street each contain four rental or strata units. The guidelines anticipate further intensification and highlight emerging missing middle housing typologies that would respect and reinforce the cottage-like scale of the street. In particular, the east half of Robert Street features exceptionally deep lots with capacity for cottage-cluster style development in rear yards. Staff calculate that the guidelines would enable a minimum of 21 additional housing units to be constructed throughout the area in addition to the approximately 31 units permitted under current zoning. This represents a 40% increase over the current capacity.

Exemptions

The *Local Government Act* allows the City to specify exemptions from permit requirements. The following actions are proposed to be exempt from permitting in the Robert Street HCA:

- a. Exterior alterations to properties that are not listed on the City of Victoria Heritage Register or subject to a Heritage Designation Bylaw ;
- b. Interior renovations;
- c. Exterior painting;
- d. Roof replacement using similar materials;
- e. Rear deck construction;
- f. On lots with a single street frontage, additions to the rear elevation of a building, which are under 100 square metres (1077 square feet) in size, less than the width of the rear elevation, and equal to or less than the height of the lowest portion of the roof;
- g. On lots with a single street frontage, a single garden suite located in the rear yard (Note: A garden suite would still require a delegated development permit and be subject to review under the design guidelines for DPA 15E: Intensive Residential – Garden Suites);
- h. Landscaping alterations to features not identified as character-defining elements;
- i. Replacement of eaves troughs, downspouts and exterior lighting;
- j. Building envelope remediation, so long as there are no changes to appearance or design when the remediation is completed, and the only change to materials is in-kind replacements;

- k. In-kind replacements of missing, worn or damaged exterior materials, so long as there are no changes to appearance or design when the replacements are completed;
- l. Sustainability upgrades that do not affect the appearance of buildings from the street;
- m. Interior insulation;
- n. Envelope air sealing (e.g. weather-stripping);
- o. Mechanical system upgrades (including those with exterior equipment such as heat pumps and air conditioning units).

Under the draft OCP Amendment Bylaw property alterations would be reviewed against the HCA Guidelines and the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The demolition of existing heritage property would be discouraged and require authorization by City Council.

ANALYSIS

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

Official Community Plan

The proposed designation of Robert Street is consistent with the *OCP*, Section 8 – Placemaking (Urban Design and Heritage), which directs the City to identify, celebrate and retain heritage and cultural values, to continue conserving and enhancing the heritage value, character and special features of historic areas through designation of new Heritage Conservation Areas. It also directs staff to use the heritage thematic framework for evaluation.

Consistent with other HCA 1: Traditional Residential areas in the City, an objective of the proposed HCA is to “enhance the area through infill and building additions with a high quality of architecture, landscape and urban design that responds to the cottage-like scale and character of the historic setting through sensitive and innovative interventions.” The HCA has capacity for building additions and infill, including but not limited to, small-lot subdivisions, garden suites, duplexes and low-rise multi-family (multi-unit) buildings. Enabling these housing forms on Robert Street helps the City to meet its housing objectives and ensure that the neighbourhood can evolve to meet a proportion of overall housing demand.

Victoria West Neighbourhood Plan

The designation of Robert Street as an HCA is consistent with the Neighbourhood Plan, which in the section entitled, “Neighbourhood Plan Goals” states:

- 1. Protect the historic character of significant buildings and important sites
- 2. Celebrate and interpret the heritage of the neighbourhood.

Section 10.2. “Heritage Conservation Areas” states:

- 10.2.1. Consider future citizen-initiated proposals for designation of Heritage Conservation Areas where heritage merit exists.

Designation of Robert Street as an HCA contributes to fulfilling two long-term actions (2028+) under the plan:

- Consider citizen-initiated Heritage Conservation Areas, if proposed (see Policy 10.2.1.).

Heritage Conservation Area - Assessment Criteria

City Council adopted the *Citizen-led Heritage Conservation Areas Policy* on January 31, 2019. The policy establishes four main criteria for evaluating a potential HCA:

1. A proposed Heritage Conservation Area should consist of multiple contiguous properties, preferably including properties on both sides of a public street.
2. A majority of properties in a proposed Heritage Conservation Area should have a shared heritage value or set of heritage values.
3. A majority of properties within a proposed Heritage Conservation Area should have cohesive heritage character, embodied in a set of shared traits or features that give the area a distinctive quality or appearance. The heritage character of a proposed Heritage Conservation Area should be obvious to the untrained eye.
4. Boundaries of the area should be based on shared cultural heritage values, heritage character and natural geography and not include unrelated areas.

The proposed new HCA includes multiple contiguous properties on both sides of Robert Street. Research indicates that houses on the street share common heritage value in their association with the original Muirhead estate. A majority have a cohesive heritage character, embodied in the consistent setbacks, low-scale massing, asymmetrical façade composition and sloped rooflines. These traits are especially distinctive and recognizable amidst the surrounding context of higher density multi-unit buildings. The proposed HCA omits areas that are clearly unrelated.

Proposed HCA Boundaries

The nominator selected the boundaries to encompass a set of houses on Robert Street with consistent massing, setback and style characteristics (see Attachment D: Photographs of existing buildings on the street). The properties were created through a subdivision plan in 1879. Between 1881 and 1900, James Muirhead Sr. acquired six lots on Robert Street, and in 1903 constructed a house at the southeast corner of Esquimalt Road and Robert Street (527 Esquimalt Road). Members of the family eventually built two other houses on the street, only one of which survives at 223 Robert Street. The Muirheads maintained the lands in between 527 Esquimalt Road and 223 Robert Street as an apple orchard.

Of the fourteen properties included in the study area, four of the detached homes date from the Victorian and Edwardian era and were individually designated through city bylaws in the 1970s. Of these, 223, 230 and 242 Robert Street were designed in the Queen Anne style, and 614 Seaworth Street was designed in the Colonial Bungalow style. The designated houses are elaborately detailed, with horizontal wood siding, front porches, dormer windows, decorative brackets and columns. The remainder of the houses in the study area are not currently protected and were constructed between 1939 and 1945, with the exception of two houses constructed in 1955. The wartime houses on Robert Street were designed in the economical minimal-traditional houses built by middle class families between 1939-1945 under federal housing legislation of the late depression era. The minimal traditional-style houses have two-tone colour schemes, smooth stucco walls, fluid entrance details and simple fenestration in contrast to the polychromatic, textured Victorian houses with their turrets, finials, broad porches with classical columns, carved brackets and other eccentric decorations.

The street is a tangible expression of Victoria West's urban development from a collection of large homes on expansive landscaped properties to an industrial employment centre edged with suburbs for working class families. The street displays the evolution of the single detached home from an exclusive high end commodity in the early 1900's, to the template for middle

class housing in the postwar era. This shift was enabled when the federal government intervened in the housing market through the *Dominion Housing Act* of 1935 and subsequent *National Housing Act* of 1938.

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* helps 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. The statement of significance embedded in the HCA Guidelines includes an assessment of the street under the thematic framework.

Statement of Significance

A Statement of Significance describing the historic place, outlining its heritage value and identifying its character-defining elements, is included in the guidelines on page 22.

Engagement with Affected Owners

Staff and the nominator organized a walking tour of the street on Wednesday, August 8, 2018 for all property owners in the potential HCA. Over ten residents attended, and the tour finished with a lawn chair discussion in the front yard of a heritage property on the street. Staff provided information about HCAs in the meeting and none of the attendees expressed opposition. Staff convened a follow-up “front yard meeting” on Sunday, September 23, 2018 where staff delivered a more comprehensive overview of the proposed HCA, including the preliminary rationale and the potential implications of an HCA bylaw for homeowners. The Robert Street HCA nomination that the applicant submitted includes a petition with over 30 signatories from within the potential HCA and surrounding area. In April 2021, staff posted a copy of the draft guidelines to the City website and mailed copies of the draft Robert Street Heritage Conservation Area Plan to all property owners and invited them to a consultation meeting on Sunday, May 30, 2021. Approximately 11 residents attended the meeting. Residents were largely happy with the plan and none expressed significant concerns with the document.

Consultation on OCP Amendment Bylaw

In accordance with the *Local Government Act*, when an amendment is proposed to the OCP, the local government (Council) must, in addition to the public hearing, provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected. Specifically, Council must:

- (a) Consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing; and
- (b) specifically consider whether consultation is required with the following:
 - i. the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
 - ii. the board of any regional district that is adjacent to the area covered by the plan;
 - iii. the council of any municipality that is adjacent to the area covered by the plan;
 - iv. First Nations;
 - v. boards of education, greater boards and improvement district boards;

- vi. the Provincial and federal governments and their agencies.

Given that the HCA Designation and the Robert Street Heritage Conservation Area Guidelines (2021) will only apply to HCA 1: Traditional Residential – Robert Street, staff recommend that Council consider “persons affected” by the proposed OCP amendments to encompass only the property owners within the proposed Heritage Conservation Area. This approach is consistent with the *Citizen-Led Heritage Conservation Areas Policy*.

In consideration of section 475(2)(b) of the *Local Government Act*, Staff do not recommend referral to Songhees Nation or Esquimalt Nation because there are no identified locations of interest within the boundaries of the proposed Robert Street designation.

In consideration of section 475(2)(b) of the *Local Government Act*, staff do not recommend referral to the Capital Regional District Board, Island Health, School District Board provincial or federal governments and their agencies, Township of Esquimalt, District of Saanich and the District of Oak Bay because. The bylaw amendment introduces design guidelines for new and existing privately owned buildings and the above organizations have no known interests or properties on the street affected by the guidelines.

Based on the level of engagement with owners that occurred during assessment of the area and development of the proposed Robert Street Heritage Conservation Area Guidelines (2021), staff recommend that the consultation opportunity consist of posting the proposed Robert Street Heritage Conservation Area Guidelines (2021) and a copy of the proposed OCP Amendment Bylaw to the City of Victoria website for a period of two weeks, along with a notice inviting affected persons to ask questions of staff and provide written comments to Council for their consideration by a specified date. Staff also recommend that a copy of each of the proposed Robert Street Heritage Conservation Area Guidelines (2021), the proposed OCP Amendment Bylaw be mailed to property owners within the boundaries of the proposed HCA 1: Traditional Residential – Robert Street, and a notice inviting questions and comments by a specified date, and identifying a staff person who can provide further information, answer questions, and receive comments.

The City website will identify the appropriate staff person who can provide further information, answer questions, and receive comments from the community. A report on the results of this consultation, including any proposed changes to the proposed Robert Street Heritage Conservation Area Guidelines (2021) and the OCP Amendment Bylaw will be presented to Council at the time the OCP Amendment Bylaw is presented for second reading.

In addition to the section 475 consultation opportunity, the City website will also include the date of the public hearing of the OCP Amendment Bylaw, and invite the public to provide written or verbal comments to Council for its consideration at the public hearing.

Heritage Advisory Panel

The Heritage Advisory Panel reviewed the nomination at its October 12, 2021 meeting and made the following motion (see Attachment F: Heritage Advisory Panel Minutes, October 12, 2021):

1. That Council approve the designation of the portion of Robert Street shown in the draft Robert Street Heritage Conservation Area Guidelines Document as a Heritage Conservation Area, pursuant to Section 614 of the *Local Government Act*; and
2. That Council approve the draft Robert Street Heritage Conservation Area Guidelines as presented.

Panel members made the following additional suggestions:

- include images of multi-family houses that could fit with the district
- add more modest and less expensive looking examples of new housing.

In response, staff added an image of a duplex on page 25 and an image of inexpensive, 300 square foot cottage cluster style houses on page 26. The houses depicted were constructed in 2005 at an approximate cost of \$142 per square foot in today's dollars.

OPTIONS AND IMPACTS

Alternate Motion

That Council decline the proposed designation of Robert Street as a Heritage Conservation Area.

Accessibility Impact Statement

The existing heritage houses on Robert Street are one-and-a-half storeys tall with elevated first storeys. The upper floors of most houses are not wheelchair accessible, however the *Standards and Guidelines for the Conservation of Historic Places in Canada* encourages ramps and other retrofits to existing historic buildings. The HCA could also accommodate a significant amount of infill development and the guidelines do not require new buildings to have elevated first storeys. New buildings on Robert Street could be designed as adaptable or accessible units.

2019-2022 Strategic Plan

Designation of Robert Street as an HCA supports the operational priority of heritage conservation and heritage designation in the Strategic Plan.

Impacts to Financial Plan

Establishing Robert Street as an HCA will result in additional heritage alteration permits for staff to process should property owners propose changes to their properties. However, this particular area along Robert Street is a relatively small area, so impacts to staffing resources would be minimal. Further, the draft OCP Amendment Bylaw contains minor application exemptions to both lessen the permit process impacts to property owners and the volume of applications received.

Official Community Plan Consistency Statement

The designation of Robert Street as an HCA is consistent with heritage-related directions in the *Official Community Plan* under Section 8: "Placemaking – Urban Design and Heritage".

CONCLUSIONS

The designation of Robert Street as an HCA is consistent with *Official Community Plan* objectives for the continued identification and recognition of historic areas in the City. It is consistent with *Victoria West Neighbourhood Plan* policy to consider citizen-initiated Heritage Conservation Areas where heritage merit exists. The draft Robert Street Heritage Conservation Area guidelines permit the continued intensification and infilling of the street, while offering guidance for staff and owners on appropriate alterations to historic homes and managing the

form, character and design of new residential buildings to ensure a good fit. Staff therefore recommend that Council approve the designation of the street as a Heritage Conservation Area.

Respectfully submitted,

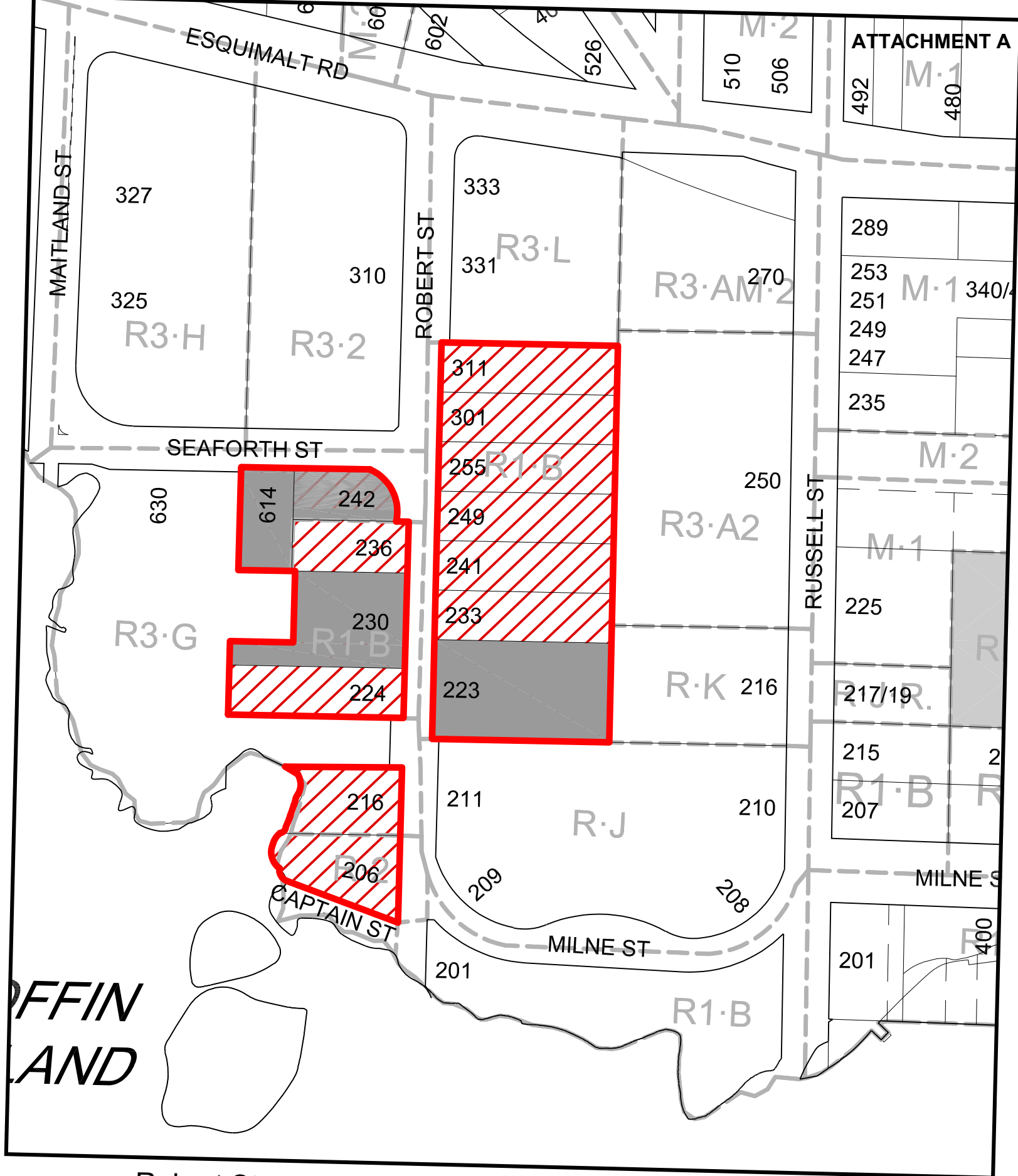
John O'Reilly
Senior Heritage Planner
Development Services

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: Draft Robert Street Heritage Conservation Area Guidelines
- Attachment D: Photographs of existing buildings on the street
- Attachment E: Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108
- Attachment F: Heritage Advisory Panel Minutes, October 12, 2021.



Robert Street Heritage Conservation Area Design guidelines

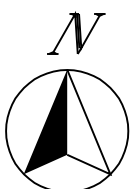
Designated
 Registered



Robert Street Heritage Conservation Area

Design guidelines

ATTACHMENT B



Designated



Registered





Robert Street Heritage Conservation Area Guidelines

ATTACHMENT C



Publishing Information

Title: Robert Street Heritage Conservation Area Guidelines

Prepared By: City of Victoria

Sustainable Planning and Community Development Department

Status: DRAFT

Contact Details: City of Victoria

1 Centennial Square

Victoria, BC V8W 1P6

E: planning@victoria.ca

W: victoria.ca

Table of Contents

1 The History of Robert Street	4
1.1 First Nations Presence	4
1.2 Early Development and Subdivision	6
1.3 Victorian and Edwardian Era Homes	7
1.4 Wartime Homes	10
2 Statement of Significance	16
3 Design Guidelines for New Buildings	20
4.1 Massing & Scale	20
4.2 Windows, Doors and Entrances	20
4.3 Roof Profile	21
4.4 Exterior Cladding	21
4.5 Garages	21
4 Infill Development	24
5.1 Building Siting and Separation	24
5.2 Character	24
5.3 Massing	24
5.4 Windows and Privacy	24
5 Alterations to Existing Buildings	26
6.1 Windows	26
6.2 Doors	26
6.3 Roofs	27
6.4 Balcony and Stair Railings	27
6.5 Solar Panels & Sustainable Technology	27
6.6 Chimneys	27

6.7 Additions	28
6.8 Skylights	28
6.9 Exemptions	29
6 Landscape Design	30
7.1 Front Yard Landscaping	30

NEW HOMES ARE GOING UP ...

Victorians Are Building Under the
DOMINION HOUSING ACT

YOU CAN PAY OUT OF INCOME FOR A HOME OF YOUR OWN
 You can know the pride of ownership now and enjoy the satisfaction living in your own home WHILE YOU PAY.

All over the city new homes are springing into being ... built by those who have long thought the house of their dreams far out of reach. Through the D.H.A. they are building their own homes for less than 20 per cent of the completed cost, with the balance to be paid monthly at a rate that is less than rent. Here is YOUR opportunity to own your own home, in the location you wish, built to your own specifications.

PUT YOURSELF IN YOUR OWN HOME ...

With Payments Equivalent to Rent

DESIGNED TO MEET THE NEEDS OF THE MAN OF MODERATE MEANS

You choose the type of house you wish. No red tape and the only restrictions are those that will safeguard your investment. Payments are spread over twenty years, with the option of automatically renewing the mortgage ... and this with no extra finance charges or extras.

These Firms Endorse The Dominion Housing Act and Are Ready to Serve You

HOME BUILDERS

V. L. LEIGH
 "Own a Leigh-Built Home"
 Phone E 7482 640 Port Street

McCULLOCH & CO.
 Builders
 204 Yates Street Phone E 6343

PARFITT BROS., LTD.
 Contractors and Builders—No Job Too Small or Too Large
 1405 Douglas Street Phone E 2321

W. E. TAPLEY
 Builder and Remodeler
 Phone E 2432 2138 Central Avenue

BUILDERS' SUPPLIES AND SERVICE

EVANS, COLEMAN & JOHNSON BROS., LTD.
 Cement, Gypsum, Plaster, Tile Work, Insulation
 1807 Bloor Street Phone E 8212

C. J. McDOWELL
 A Complete Plumbing and Heating Service
 1000 Douglas Street Phone E 4138

LEMON, GONNASON COMPANY, LTD.
 Everything in Woodwork
 2224 Government Street Phone E 7141

B.C. ELECTRIC GAS DEPARTMENT
 Gas Heating and Air-Conditioning Plants—Domestic, Hotel
 Water—Storage Systems—Motoristic Gas Fires

B.C. CEMENT COMPANY, LTD.
 Manufacturers Portland Cement
 803 Government Street

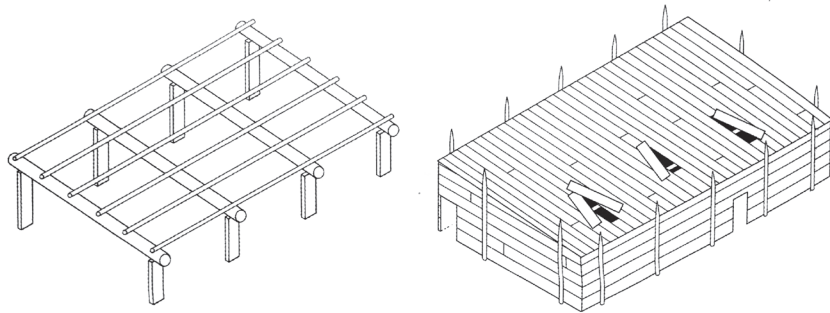
1 The History of Robert Street

1.1 First Nations Presence

The Robert Street heritage conservation area is located on the homelands of the Ləkʷəŋən (Lekwungen) peoples, today represented by the Songhees and Esquimalt Nations, who inhabited southern Vancouver Island for thousands of years prior to European contact. There are many sites along Victoria's shoreline that are culturally significant to the Lekwungen people.

After the founding of Fort Victoria in 1843, many Lekwungen families gathered in a village on shore of Victoria West, which was officially designated a reserve in 1853. It was around this time that the families came to be referred to as "Songhees", an anglicized pronunciation of one of the family groups.¹

In 1911, the Songhees came under pressure from the City, provincial and federal governments and negotiated a financial settlement to relocate to a new reserve in Esquimalt.



Lekwungen style shed houses. Illustration by Karen B. Achoff²



"A Woman Weaving a Blanket", Paul Kane, oil on canvas, Southeastern Vancouver Island, BC, 1849-1856, 18"x29", Gift of Sir Edmund Osler.



First bay east of Lime Bay, Songhees Reserve, Catalogue No. 1684, PN6824, RBCM, Indigenous Collections. Robert Street is located beyond the far shore. This bay (now Cooperage Place in Vic West) was infilled for development). Note: Image has been cropped from original.



This is a painting of the Old Songhees Village located east of Robert Street, created by artist Paul Kane, 1847, Stark Museum of Art, Orange, Texas Bequest of H.J. Lutch Stark, 1965

1.2 Early Development and Subdivision

Robert Street is named after the original developer of Victoria West, Robert “John” Russell (b. Edinburgh, 1832-1903), a former Hudson’s Bay Company employee. Robert sailed to Victoria in 1853 where he spent 10 years operating a mill. In 1864, he bought Section 31 (103.5 acres) from the HBC. Section 31 was a vertically oriented country lands parcel created in Joseph Pemberton’s 1852 plan for Victoria. The lands extended from the shoreline at the foot of Robert and Russell Streets, north to Craigflower Road. The Songhees reserve was located east of Russell’s lands. In 1879, Russell subdivided the lands into lots called Springfield Estates, named after his family home, Springfield. Springfield included a barn, carriage house and outdoor dance pavilion.²



Close-up of map at right showing Section 31 of the Esquimalt District



1860 Map of the South Eastern Districts of Vancouver island, Rudolph D'heureuse, University of British Columbia. Library. Rare Books and Special Collections. G3512 .V357 1860 D4

1.3 Victorian and Edwardian Era Homes

The Robert Street heritage conservation area includes three Victorian and Edwardian era houses on Robert Street and one on Seaforth Street. They were constructed for upper class families between 1888 and 1911. Three are associated with the Muirhead family and the Muirhead and Mann Company, which made architectural components (223 and 230 Robert Street and 614 Seaforth Street). 223 and 230 Robert Street have outstanding architectural value and were designed by provincially renowned architects Thomas Hooper and Charles Elwood Watkins.

Development of Robert Street began with James Muirhead Sr.'s purchase of lots 3, 8, 12, 17, 20 and 23 of Robert Russell's subdivision, comprising almost the entire east half of Robert Street. In 1883, James built an Italianate style house at the southeast corner of Robert Street and Esquimalt Road for his wife Rebecca and their four children. They planted gardens and Tomkins King Apple Trees on their lands to the south. King Apple Trees are rare in Victoria. Muirhead Sr.'s son, James Muirhead Jr. constructed his own house on Robert Street in 1903 on the most southerly of the six lots the family owned.³

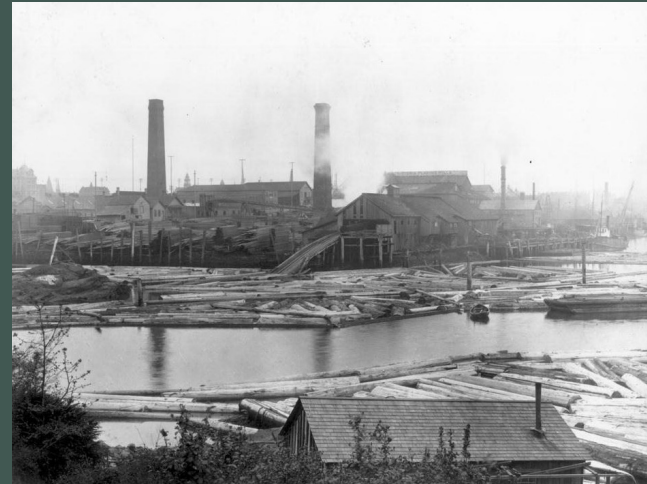
James Muirhead Sr. is an historically significant figure for his entrepreneurial contributions to the City's early construction industry. Born in Scotland, he immigrated to Victoria in 1862 from Peru after travelling across the Americas. In 1870, he partnered with fellow Scottish immigrant, James Mann, forming the Muirhead and Mann company. They constructed a lumber mill called the Victoria Planing Mills, in Victoria Harbour near the foot of Pembroke Street.



527 Esquimalt Road, 1897, Muirhead family standing in front of house, L to R: Mrs. Rebecca (nee Fleming), James Sr., Mary A., James McL., John T. and Bertha. Item M09856, City of Victoria Archives.

Apart from 223 Robert Street, two other houses are connected to the Muirhead and Mann Company and the Victoria Planing Mills. Duncan Mcbeath, a foreman at the Victoria Planing Mills, commissioned the one-storey Queen Ann-style cottage at 230 Robert Street in 1899. In 1911, the Mcbeath and his wife commissioned 614 Seaforth Street from architect Hoult Horton. This 1.5-storey house was built in the Colonial Bungalow style and features an expansive wrap-around verandah. The final Victorian and Edwardian era house on Robert Street is 242 Robert Street, a Queen Anne style house built by William Ernest Losee, who purchased his lot directly from Robert Russell. Like the Muirheads, William Losee was involved in the building trades, having founded a sawmill in Shawnigan Lake in 1899. The house at 242 Robert Street was originally located at 621 Seaforth Street and was moved in 1978 to free up land for an apartment building.

The Muirheads were just one of many prominent families who moved to Victoria West during the 1880's and 1890's. The Dunsmuir (coal and E&N Railway), Gray (Albion Iron Works), Troup (shipping), Barnard (BC Coast Steamship Company), Brackman (Brackman-Kerr Milling Co) and Fairall (brewers), all lived in Victoria West.



*Victoria Planing Mills
BC Archives Photo # C09035*



*223 Robert Street, 1904, Muirhead, Richard Hamilton, d.
1979 Victoria Archives Photo #C-09027*



614 Seaforth Street, c. 1911, Architect: Hoult Horton



230 Robert Street, c. 1899-1900, Architect: Thomas Hooper



242 Robert Street "Huntingdon Cottage", c. 1888-1889, Builder: William Ernest Losee. The house was relocated from 621 Seaforth Street in 1978

1.4 Wartime Homes

The transition away from large properties and landholdings began in the 1900's and may have several causes. According to the Victoria Heritage Foundation, new income taxes introduced during World War 1 (WW1) made large estates far more expensive to maintain. Victoria West's picturesque character was transformed through industrialization, beginning in the 1880's, when sealing, whaling and lumber operations were established on the Songhees Reserve. The process continued with the construction of the Silver Spring Brewery in 1895, Esquimalt and Nanaimo Railway in 1888, Excelsior Biscuit Bakery in 1901, Fairall Bottling Works in 1901 as well as the Sidney Roofing & Paper Company, and Union Oil facilities. In 1913, the E & N roundhouse and carshop facilities were constructed four blocks east of Robert Street.⁵ A third factor in Victoria West's evolution was economic stagnation between the end of WW1 and WW2.

James Muirhead Jr. had inherited his father's land holdings on Robert Street, but the cost of maintaining the holdings became unsustainable in the 1930's. By 1935, City tax records show that taxes on lots 12, 17 and 20 (233-311 Robert Street) were in arrears. The City of Victoria took possession of the lots by 1936.⁶ The lots were divided into halves measuring 51' x 180' and new owners purchased them for between \$495-\$510.

There are 8 homes on Robert Street built between 1939 and 1945, and two others constructed in 1955. The houses built during WW2 were constructed for working class households. Multiple owners worked in the local transportation industry. Sam Waddington (224 Robert Street) and Frederick Richmond (311 Robert Street) both worked for the E & N Railway. Edward Beaney (241 Robert Street) worked for the BC Electric Railway Company. Erwood Honeybourne (301 Robert Street) worked as a labourer at the HMC dockyard. Other owners include George Goy (206 Robert Street) and Charles Fea (233 Robert Street), who was a clerk for

the Liquor Control Board. Construction values for these homes averaged \$3,175 (\$55,928 adjusted for inflation).

Unlike the Victorian and Edwardian era homes, owners of wartime houses worked with building contractors to design their own houses and did not retain the services of professional architects.



In 1898, Victoria West was a lush, agricultural area, however this picturesque setting was heavily altered by industrial development starting in the 1880's.

Johnson Street Bridge and Victoria waterfront. (ca. 1898) From "Pictures of Victoria and Vicinity", [ca. 1900] - L0507. City of Victoria Archives Part M06589.

The houses built during WW2 have detailing consistent with the Minimal Traditional Style. This was an economical, simplified architectural style that represented a transition between the elaborate historical revival styles of the 1920's and 1930's and modern postwar housing. The economic hardships of the great depression and a growing appetite for modern architectural styles like art deco, art moderne and the international style contributed to the simplicity of the Minimal Traditional style.⁷

Minimal Traditional homes resemble streamlined versions of styles like the English cottage, tudor revival or spanish revival. 206, 224,



224 Robert Street, Original Drawing by James Fairall, June 15, 1940

233, 241 and 255 Robert Street all display features that reference the English cottage style popular in the 1920's. With superfluous detailing stripped away, their small size and compact, square floor plans enabled many lower and middle income families to afford a detached house for the first time. Home decoration magazines promoted minimalism over the outgoing "feather-duster" era as a means to more efficient housekeeping⁸.

The wartime houses on Robert Street are all 1-1.5-storey, two-bedroom houses. Most feature below-grade garages, originally with carriage-style wooden garage doors, a nostalgic reference



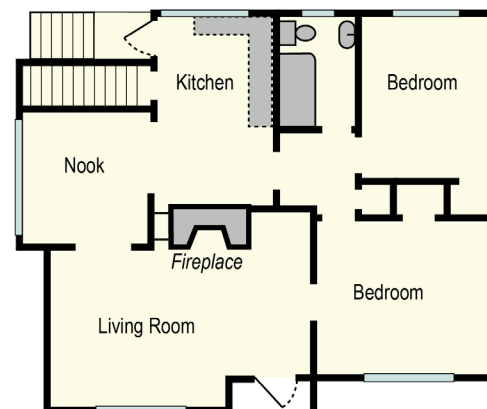
224 Robert Street in 2020. Some details were altered during construction and the entrance and windows do not match the plans.

to horse-drawn carriages. They have concrete foundations, 2x4" wood framed upper storeys and stucco exterior cladding. The interior rooms are organized on a square floor plan, with a living room to one side of the main entry and a bedroom on the other. A central fireplace and chimney face the living room. The square floor plan was the most space efficient design with the least amount of lineal feet to construct and may explain the choice to incorporate garages into the basement level.

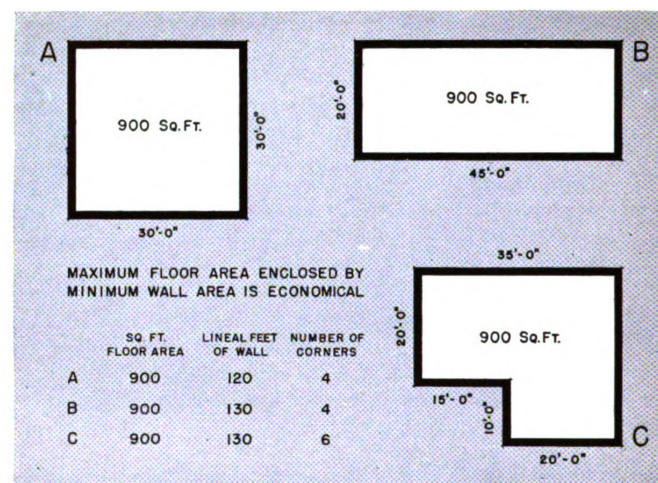
Houses on Robert Street were likely financed under the federal *National Housing Act* of 1938, the successor to the *Dominion Housing Act* in 1935. The *Dominion Housing Act* (DHA) was the first national housing legislation in the nation's history. It was championed by Prime Minister R. B. Bennett during the Great Depression as part of a Canadian New Deal, inspired by President Roosevelt's New Deal in the United States. The DHA improved housing affordability by partnering the federal government and private mortgage lenders



206 Robert Street, c. 1945, Constructed by A. Petek for Mr. George Goy. Rolled eaves and bricks embedded in plaster are references to the English Cottage Style



206 Robert Street- Compact, square floor plan typical of a wartime house with a middle entrance flanked by a living room and bedroom. The chimney is centred in the floor plan.

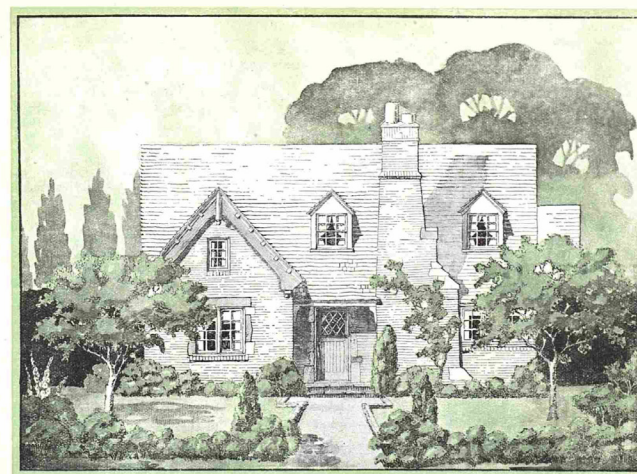


THE THREE HOUSES ABOVE have the same floor area. House B would be more costly to build than house A due to its additional ten lineal feet of wall. If this were a one-story and basement house, it would have about 165 more square feet of foundation and exterior wall area than house A. The cost of house C, which has the same exterior wall area as house B, would be increased by the added cost of two exterior corners, and would cost much more than house A.

From: *Principles of planning small houses*. Washington, D.C. : National Housing Agency, [1946]



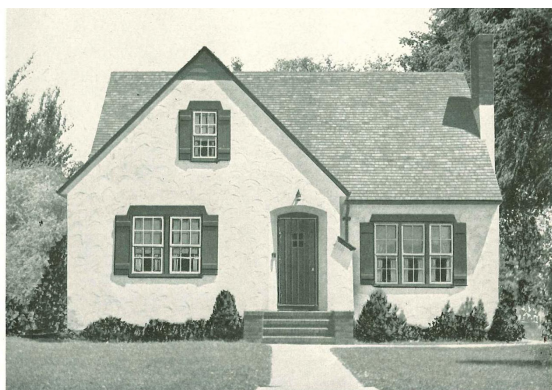
255 Robert Street, c. 1940, Constructed by N.A. Thomas for Howard Horner, who was a trainman for the Esquimalt and Nanaimo Railroad



Tinsley & Melbourn, Architects

The small house can be made as beautiful and satisfying and lasting as the great house if as much thought is given to the planning of it

From: "Beauty and Convenience Built-In", Better Homes and Gardens, September 1928. An example of the more elaborate english cottage revival style of the 1920's



Seven Rooms and Alcove

22,150 Cubic Feet

The Newbury

ONE of the finest of its kind, here is presented a handsome stucco bungalow of the English type. There is a remarkable amount of space in the house. If so wished, the upstairs may be

left unfinished until later, although the plans include two large bedrooms, lavatory and an alcove suitable as a nursery or dressing room. A home of this style meets wide approval, and should be excellent for resale.

English bungalow design from the Home Plan Book, 1939
Peter Vredenburg Lumber Company



233 Robert Street, c. 1939, Constructed by E.H. Pope for Charles Fea, who worked as a clerk at the Liquor Control Board


to improve mortgage terms. A DHA joint mortgage increased the maximum loan amount above the statutory limit of 60% to 80% of the total property cost. Interest rates were limited to 5%, which was lower than a conventional mortgage of the time. The DHA also introduced long term, 20-year amortization periods, and monthly payments, at a time when 3-5 year terms and quarterly or bi-annual payments were typical. These measures combined to make home ownership more affordable and competitive with renting⁹.

Applicants for a *Dominion Housing Act* mortgage needed 20% of the total project value in cash or land, then a lender would provide a loan equal to 80% of the total value of a new detached house. The maximum loan amount was \$4000 (for a \$5000 project). The *National Housing Act* improved on these terms further, lowering the equity requirement from 20% to 10%, provided that the house cost no more than \$2500. The Daily Colonist ran multiple articles on the effects of the legislation during the late 1930's, citing it as the dominant factor fueling construction of 6,000 new single family homes throughout BC in 1938¹⁰. In May of 1939, the Daily Colonist reported that the City of Victoria Building Department had issued the largest number of building permits for detached dwellings in any four month period since 1931¹¹.

The minimal traditional houses of Robert Street are symbols of the nation's first federal housing strategy, which prioritized new construction, suburban development and single-family home ownership over alternatives. Homes like those built on Robert Street established the template for middle class housing in the postwar period.

BUILD THE HOME YOU HAVE DREAMED OF NOW!

There is nothing to compare with the thrill of home ownership . . . it is the long looked for goal of every family. Money paid out in rent is lost . . . a mere tax on the passing years. Money paid out in home ownership is an investment in a valuable asset with value received for the outlay.



YOU PAY OUT OF INCOME

With a

DOMINION HOUSING LOAN

EXAMPLE!

Brown has a lot worth \$800 and wishes to build a house \$2700

Giving him a total property value of \$3000

The Dominion Housing Loan provides 80% of this \$2400

Brown puts up \$600 (less the value of the lot), is cash \$300

The total monthly charges he must meet for interest and retirement of the loan is only \$15.69

Over a Period of Twenty Years

Now there is no need to wait for years while the necessary capital is amassed. For less than 20% of the completed cost you may build your own house under the Dominion Housing Act. Repayment and interest charges are carried at a cost that is as little or less than renting, and you have the satisfaction of watching your equity grow, month by month.

Simple . . . Convenient . . . Planned to Meet Your Needs

You choose the type of home you wish, in a location that suits you. You only put up a small cash payment, plus the value of the lot. The balance is spread over a period of twenty years with no finance charges or extras. Payments are arranged like rent, on a monthly basis, with the option of repayment in full at any time you wish. In every way the Dominion Housing Act is designed to aid the man of moderate income, giving him the opportunity to enjoy the advantages of home ownership now.

These Firms Endorse the Dominion Housing Act and Are Ready to Serve You

PARFITT BROS., LTD.
Contractors and Builders—No Job Too Small or Too Large
1405 Douglas Street Phone E 2321

V. L. LEIGH
"Own a Leigh-Built Home"
Phone E 7942 640 Fort Street

McCULLOCH & CO.
Builders
704 Yates Street Phone E 9243

BUILDERS' SUPPLIES AND SERVICE

B.C. ELECTRIC GAS DEPARTMENT
Gas Heating and Air-Conditioning Plants — Domestic Hot Water — Storage Systems — Micronistic Gas Ears

B.C. CEMENT COMPANY, LTD.
Manufacturers Portland Cement
804 Government Street

EVANS, COLEMAN & JOHNSON BROS., LTD.
Cement, Gypsum, Plaster, Tile Work, Insulation
1807 Bloor Street Phone E 8212

LEMON, GONNASON COMPANY, LTD.
Everything in Woodwork
804 Government Street Phone E 7141

C. J. McDOWELL
A Complete Plumbing and Heating Service
1000 Douglas Street Phone E 4138

Housing Act Stimulates Building Here

WM. M. O'NEIL CO. (VICTORIA) LTD.

TILE

FOR
FIREPLACES
SINKS, FLOORS AND WALLS

High-Grade Building Materials

WM. M. O'NEIL CO. (VICTORIA) LTD.
551 YATES STREET

EVANS, COLEMAN & JOHNSON BROS. LIMITED

BUILDERS' SUPPLIES

1807 Store Street Phone: E 8514 - E 8212

Weather Strips

For Draughty Windows and Doors - Stop Rattles - Save Fuel

Also ROLLERBLINDS (aka Modern Fly Screens) and VEGETIAN BLINDS

B. T. LEIGH E 9685
736 NEWPORT AVENUE

Character Found in Low Cost Home



THIS house is especially designed for a fifty-foot lot and the "bird foot" is placed forward, using the main entrance door and front window as points of interest, no additional money being spent to achieve the result. The design is such a nature that any accepted material, such as brick, frame, or stone may be used for the walls and anything from asphalt shingles to slate or tile may be used on the roof. Solid steel casement sash, warm air heat, tile bath, etc., are some of the items included in the specifications.



Stained batter shutters are used on the front windows. Standard-size materials of stock design have

been used throughout in an endeavor to keep the cost as low as possible. This, of course, includes joints, rafters, doors, windows and even the design of the hardware. The plan shows that sufficient furniture space is allowed in each room. Nothing has been left out that could possibly add more to its attractiveness or elegance the one of its construction without considerably affecting either its appearance, its comfort or future upkeep cost. Ample space for a driveway would be left on a fifty-foot lot.

Rules to Follow In Applying for Housing Act Loan

CONSIDER EACH SEPARATE ROOM

Rooms Should Receive Consideration as Separate Unit

Everywhere Homes Are Rising Under the NATIONAL HOUSING ACT

The plan that makes the long wait for capital unnecessary.

MONTHLY PAYMENTS THAT ARE LESS THAN RENT

LET US SHOW YOU HOW YOU CAN BUILD NOW

\$6.54 PER THOUSAND

Borrowed, paid monthly, settles interest and principal on a twenty-year basis.

We Are Authorized Agents

P. R. BROWN & SONS, LTD.
1112 BROAD STREET PHONE G 7171

A Really Picturesque Colonial Cottage

COULD one hope to find a more perfect example of a small Colonial cottage than this. No trim or furbelows to grow old and become uninteresting, just honest-goodness house from start to finish, with only standard materials of stock size and shape used to accomplish the effect, with a minimum cost.

The exterior walls may be of most any of the following materials and still be "architecturally correct": Brick, plain struck joints or white-washed, stucco, creek or random ashlar limestone or a combination of brick and stone trim using clapboards to finish out the gables as illustrated.

The roof should be of weather-beaten effect such as weathered grey or brown, laid in none too mechanical fashion, painting the sash a putty color and staining the outside woodwork a very weathered grey-green or walnut brown.

The sketch of the floor plan reveals the unusual arrangement which is rather distinctive and at the same time not at all expensive to build. All walls are of hand-finish plaster, floors of wide plank, plaster jangle at all windows, beams in the living-room ceiling and a very attractive and simple old Colonial fireplace.

All the "decor" woodwork is worm-eaten chestnut and is finished by first staining and waxing until an age-old effect is obtained. A few "broken lights" are used in the bath at certain points in order to relieve the feeling that the house is too new, and rust-colored hand-wrought hardware is used on the front door for the same reason.

Top: Sunday, April 21, 1940 edition of the Daily Colonist. This 2-bedroom house has a similar floor plan to many houses on Robert Street

Left: Article from Sunday, April 21, 1940 with plans for an affordable cottage-style house and attached garage

Right: A mortgage broker advertises *National Housing Act* housing loans

Threshold of Happiness



A Home of Their Own



WITHIN THE REACH OF THE NEWLY-WEDS THROUGH THE

National Housing Act

Now the young couple can start married life in their own home, built to their own requirements to their own plans. All they need is 20% of the completed value, in the form of a building site, cash or both. The balance may be paid from income on a monthly basis over a twenty-year period. They get a new home, a home of their own, for monthly payments that are less than rent.

LOANS OF \$2,500 AND LESS
May Be Secured With Only 10% Down in Cash or Building Lot

WE ARE AUTHORIZED AGENTS

Pemberton & Son, Ltd.
PHONE G 8124 625 FORT STREET

2 Statement of Significance

Description of Historic Place

Located south of Esquimalt Road and the E&N Rail Trail, the Robert Street heritage conservation area is an enclave of fourteen 1.5-storey single-detached and converted houses adjacent to Rainbow Park, the Songhees Walkway and the shoreline of Victoria West. The area includes one house on Seaforth Street.

Heritage Value

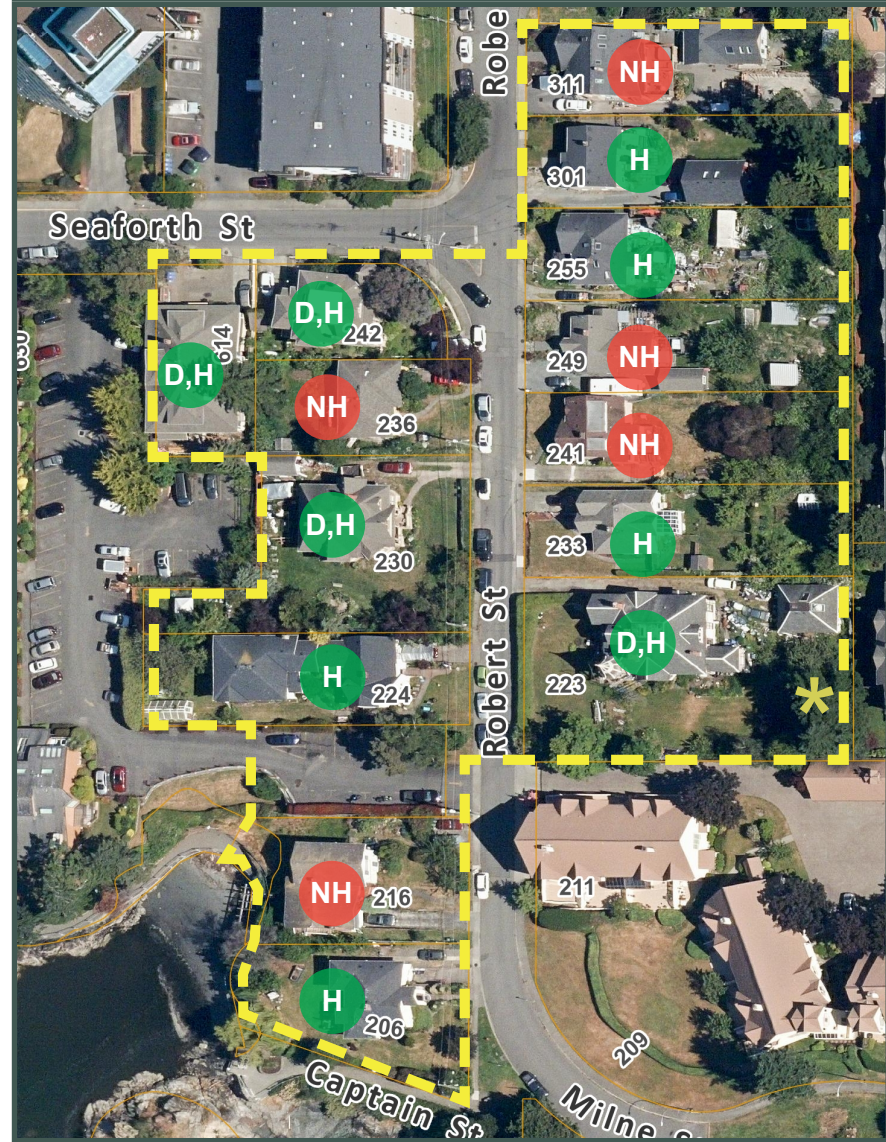
the Robert Street heritage conservation area has historical and aesthetic value for its unique juxtaposition of Victorian and Edwardian era homes built by wealthy entrepreneurs between 1888-1903, and the economical minimal-traditional homes built by middle class families between 1939-1945 under federal housing legislation of the late depression era. The minimal traditional-style houses have two-tone colour schemes, smooth stucco walls, fluid entrance details and simple fenestration in contrast to the polychromatic, textured Victorian houses with their turrets, finials, broad porches with classical columns, carved brackets and other eccentric decorations. The area is a tangible expression of Victoria West's urban development from a collection of large homes on expansive landscaped properties to an industrial employment centre edged with suburbs for working class families. The area displays the evolution of the single detached home from an exclusive high end commodity in the early 1900's, to the template for middle class housing in the postwar era. This shift was enabled when the federal government intervened in the housing market through the *Dominion Housing Act* of 1935 and subsequent *National Housing Act* of 1938.

The area embodies theme 1.3 of the Victoria Heritage Thematic Framework- Pioneer Farms to First Suburbs. 223 and 230 Robert Street and 614 Seaforth Street are associated with the Muirhead and Mann Company, a significant manufacturing business contributing to early Victoria's gateway economy (Theme 2).

Character Defining Elements

- regular pattern of rectangular lots with frontages of approximately 15 metres (50 feet)
- spacious front yards and generous front yard setbacks
- residential development reflecting a range of income levels, including large Late Victorian and Edwardian era homes and modest wartime homes in the minimal traditional style, which together reflect the social evolution of Victoria West from a wealthy, exclusive neighbourhood to one with a diverse mix working-class skilled and unskilled industrial and railroad employees
- consistent pattern of pitched roofs including cross-gabled, hipped and pitched roofs, typically with at least one front-facing gable
- consistent pattern of low-scale, detached dwellings with horizontal massing
- architectural details as illustrated on the diagrams on the following pages
- high degree of livability achieved through generous side yard setbacks and low scale construction

Map of Heritage & Non-Heritage Properties

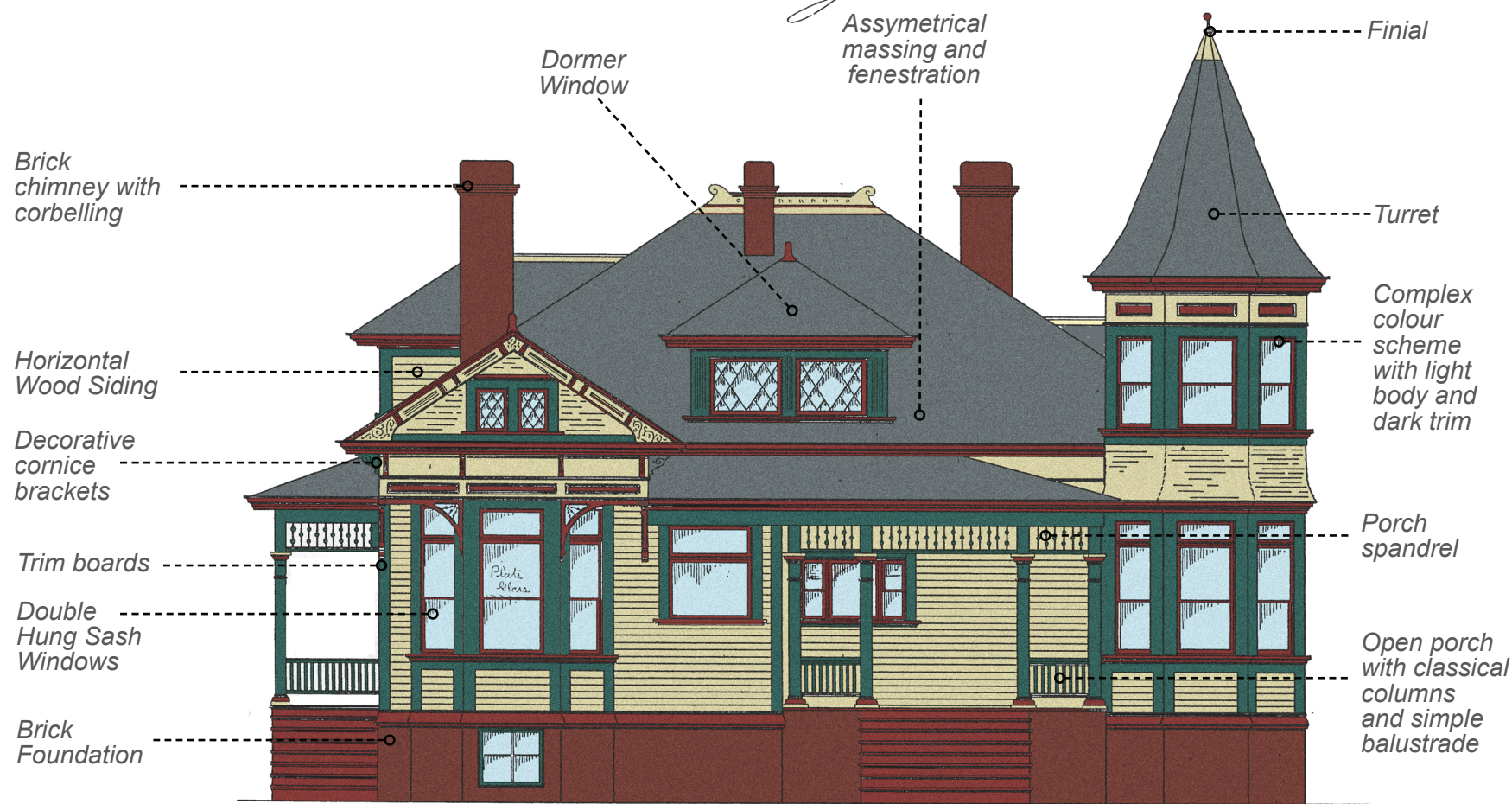


- H Heritage Property
- D,H Designated, Heritage Property
- NH Non-Heritage Property
- ✱ Culturally Significant Tree

Victorian & Edwardian Era Homes Character Defining Elements

223 Robert Street- Colourized version of original
Hooper + Watkins Illustration

*Drawings for frame Residence
to be erected on Robert St
Victoria, B.C.*



Front Elevation

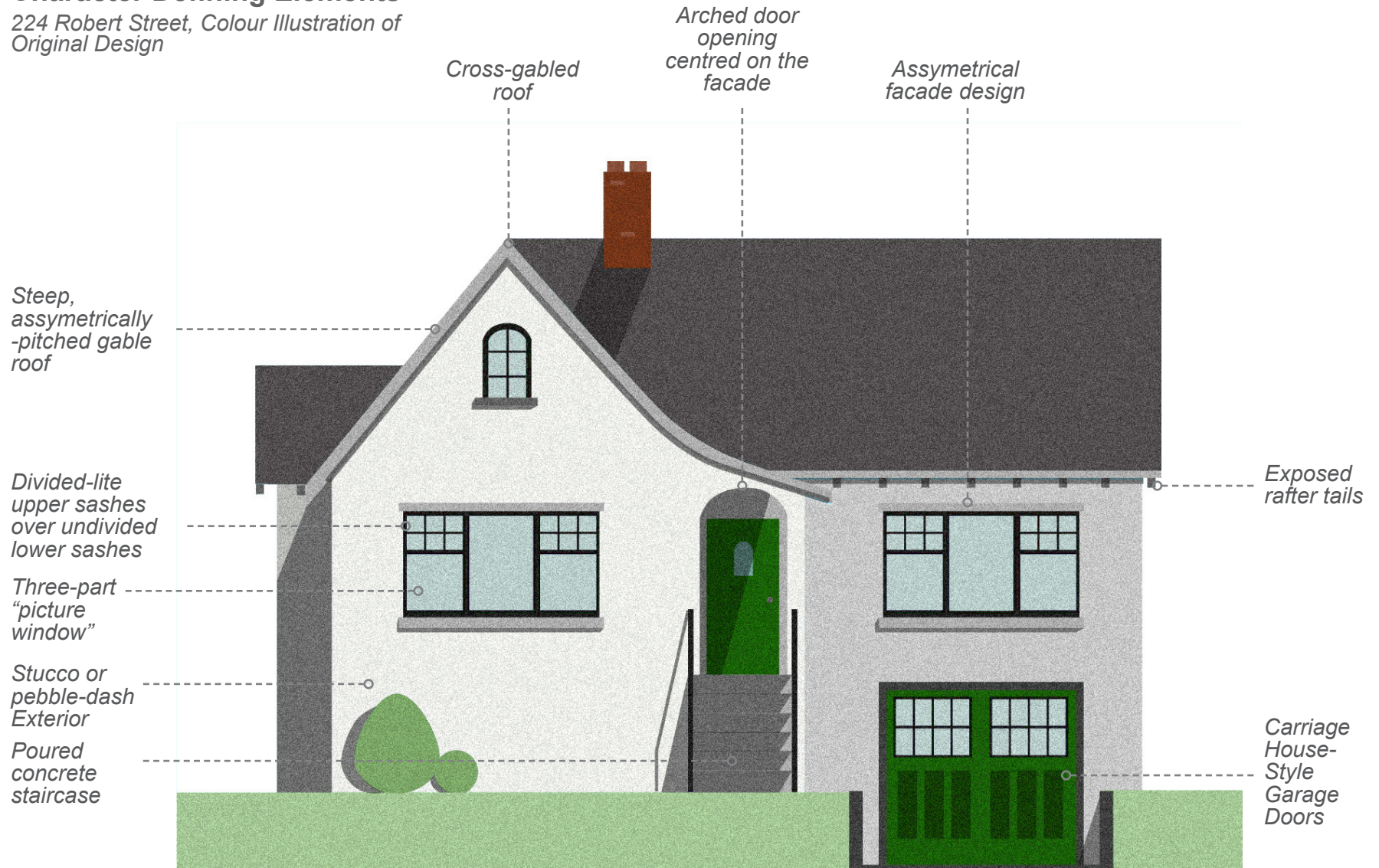
Scale 1/4" = 10' 0" inch

*Hooper + Watkins
Architects*

Opposite Page: Looking
Towards 527 Esquimalt
Road, c. 1903
City of Victoria Archives
Item M10042

Wartime Homes Character Defining Elements

224 Robert Street, Colour Illustration of
Original Design



3 Design Guidelines for New Buildings

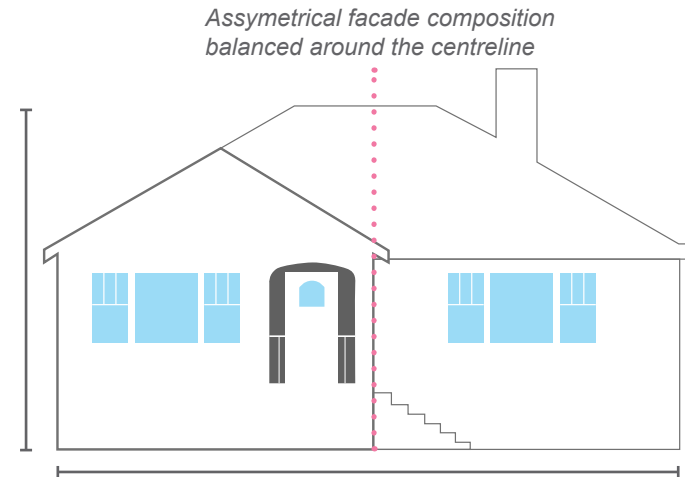
Intent: To ensure that new buildings in HCA 1, Traditional Residential - Robert Street, are compatible, distinguishable and generally complementary to existing homes.

4.1 Massing & Scale

- 4.1.1 Design new buildings with horizontal rather than vertical proportions
- 4.1.2 New building heights should be sensitive to and compatible with the surrounding context

4.2 Windows, Doors and Entrances

- 4.2.1 Doors should be slightly off centred or centred in the facade, recessed into an entryway or an open porch
- 4.2.2 Solid doors or doors with a transom light in the upper portion are encouraged. It is recommended that glazing occupy no more than 3/4s of the surface
- 4.2.4 Doors with a divided light transom and 3-dimensional glazing bars are encouraged, however leaded glass is discouraged
- 4.2.5 Windows arranged in pairs or sets of three are encouraged. Picture windows are encouraged.
- 4.2.6 Divided light windows are encouraged. Glazing bars in new windows should be 3-dimensional to create a sense of texture and depth



New buildings on Robert Street should have a horizontal scale, with windows arranged in pairs or threes. Entries should be recessed similar to existing houses on Robert Street (ie. 255 Robert Street)



Examples of compatible new doors

- 4.2.7 Dormer windows are encouraged to improve the livability of attic spaces
- 4.2.8 Casement or sash windows are supported. Window surrounds can include casings with a drip cap, sill and apron for aesthetics and waterproofing

4.3 Roof Profile

- 4.3.1 Gable, cross-gabled or hipped roofs are encouraged

4.4 Exterior Cladding

- 4.4.1 Smooth surfaced cladding such as stucco or horizontally oriented cladding, including fibre cement cladding, is encouraged. Board and batten style siding is also supported.

4.5 Garages

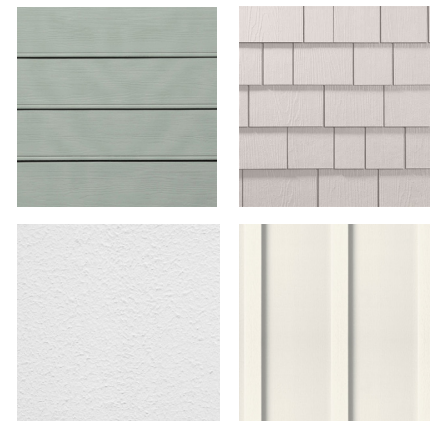
- 4.5.1 Garages should be integral to the facade or separate from the main dwelling and located behind the front wall. Projecting garages are discouraged
- 4.5.2 Garage doors should feature transom lights to visually break up the upper portion.



A modern cottage by McCown Design in Mobile, Alabama presents a smooth textured facade with prominent window and door headers



Modern carriage-style integral garage with a transom



Siding possibilities for new homes



This house in Saanich features a cross gabled roof design with front facing gables, a dormer window in the roof and windows arranged in pairs or threes. The window arrangements here are not “picture windows” since the middle pane should be undivided to create a view that appears like a picture from within the house. Vinyl windows such as those used on this house are discouraged since the simulated muntins produce a flat effect. Despite these minor points, a house like this would fit in well on Robert Street



Christopher Architecture & Interiors



Modern cottage-style residence by Kurt Baum Architects Photo: John Huelskamp



Jean Stoffer Design



Scott Carlisle Architect



Cambie Village Duplex by Avera Developments, Vancouver, BC,

4 Infill Development

Intent: That infill housing constructed to the rear of existing or new homes maintains the general sense of scale, livability and generous open space qualities in HCA 1, Traditional Residential - Robert Street,

5.1 Building Siting and Separation

- 5.1.1 Maintain generous separation distances between buildings, in order to provide for circulation, privacy and outdoor recreation opportunities.
- 5.1.2 Design infill buildings with usable outdoor amenity space for occupants.
- 5.1.3 New infill buildings should provide larger setbacks from adjacent lots to minimize overlook onto neighbouring properties

5.2 Character

- 5.2.1 Infill buildings should be constructed of high quality materials that reference materials and textures found elsewhere in the area (ie. stucco or wood lap siding). Fibre cement lap siding or shingles are also supported.
- 5.2.2 Design new infill buildings with a balanced window-to-wall ratio. A window-wall ratio of 40% or less is recommended.
- 5.2.3 New infill buildings should use diverse forms, colour and designs to avoid a “cookie cutter” appearance
- 5.2.4 Design new access driveways as multi-functional, pedestrian-oriented spaces with permeable surface materials

5.3 Massing

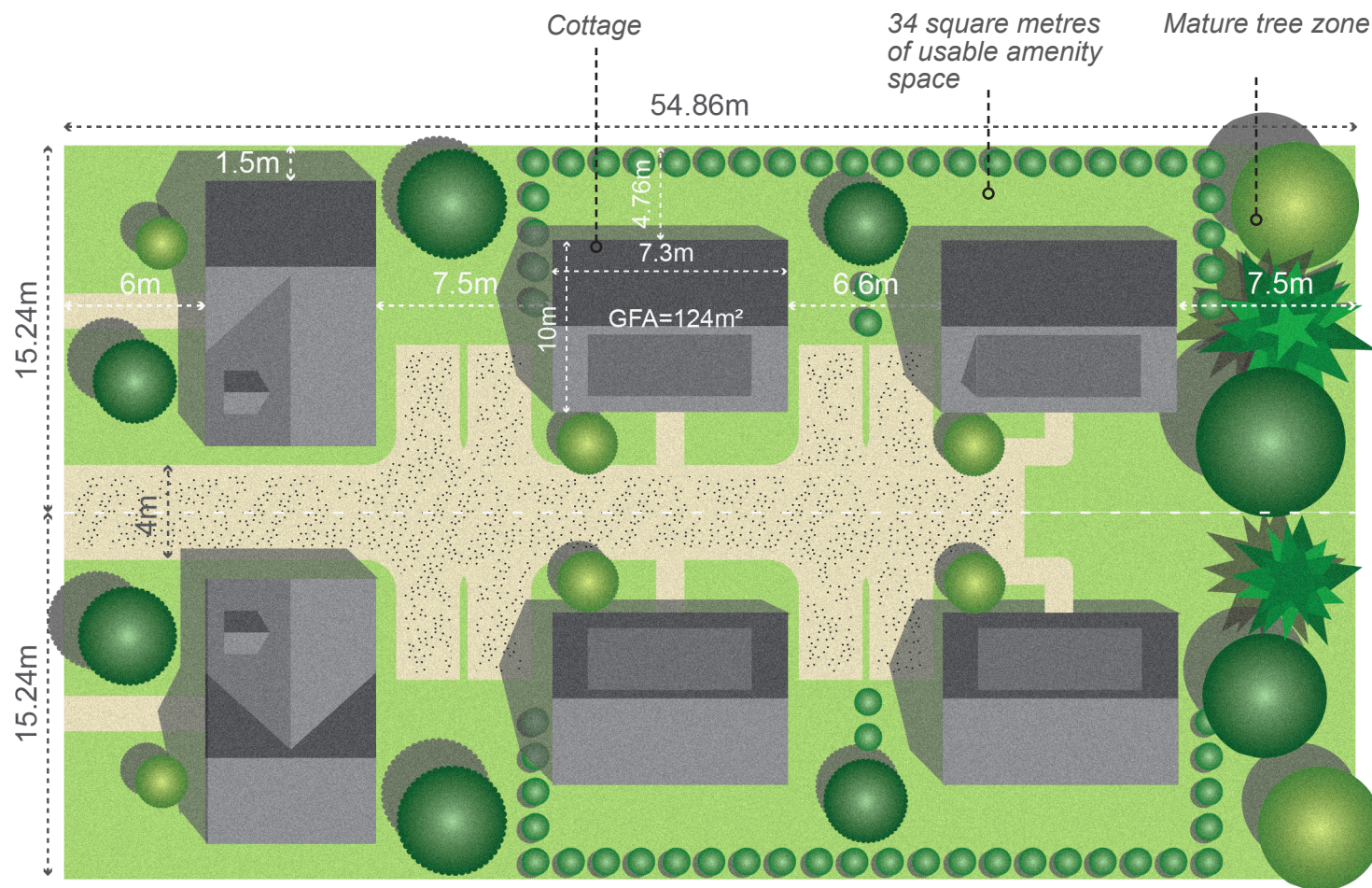
- 5.3.1 New infill buildings should be sensitively massed to minimize shadowing on adjacent properties. Half or partial upper storeys with dormers are encouraged.

5.4 Windows and Privacy

- 5.4.1 Windows should be maximized along those façades oriented to the interior of the site



Example cottage cluster style homes on permanent foundations. Cottage Square, Ocean Springs, Mississippi, Bruce Tolar Architect



Example Cottage Cluster Development

1:200

5 Alterations to Existing Buildings

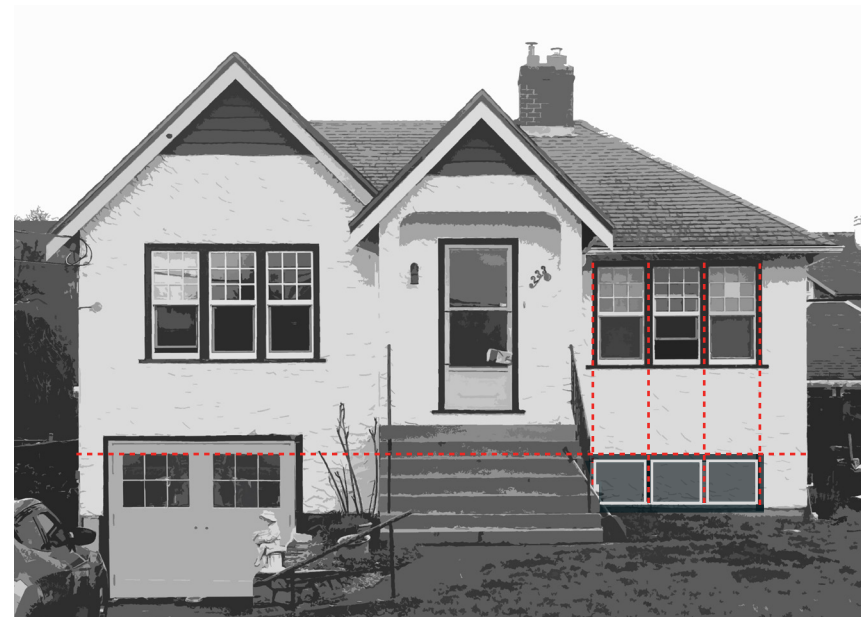
Intent: To ensure that alterations to heritage properties are sensitive and compatible and follow the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

6.1 Windows

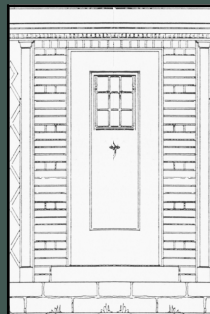
- 6.1.1 Windows of heritage properties not subject to individual heritage designation may be replaced with double glazed units, provided the new units replicate the design, operation, number of window divisions of the original
- 6.1.2 Basement level windows on side or rear elevations are preferred over the front elevation. Align new windows with upper storey windows.

6.2 Doors

- 6.2.1 Where a replacement door is proposed, ensure the design is era-appropriate and consistent with the style of the building.



Align new basement windows with upper storey windows and include the same number of vertical divisions.



Four door designs from submissions to the Dominion Housing Act Small House Competition, 1936.
Left to right: 1. W. F. Williams-523 2. Hugues Desrosiers 3. J.C. Druin 4. R. G. Heughan



Sample door



Sample door

6.3 Roofs

- 6.3.1 Shingle style roofing is preferred for new roofs.

6.4 Balcony and Stair Railings

- 6.4.1 When modifying balcony or stair railings of Victorian and Edwardian homes for code compliance, consider affixing a discrete secondary rail above or inset from the existing rail. Complete replacement is discouraged.
- 6.4.2 For wartime homes, when modifying or replacing a staircase, simple designs are preferred for railings. Wrought iron or black painted aluminum railings are acceptable.

6.5 Solar Panels & Sustainable Technology

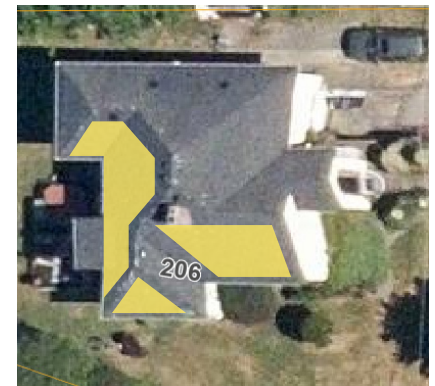
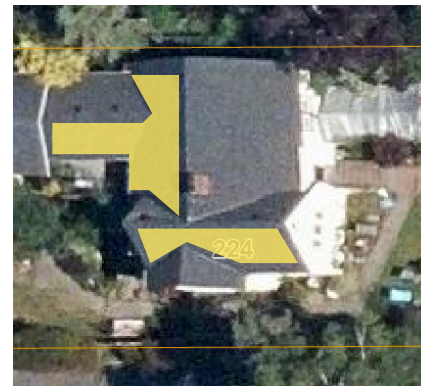
- 6.5.1 Locate solar panel or other technology installations discretely on south facing roof slopes.
- 6.5.2 Set solar panels back from the front elevation and situate them so that the roof creates a “frame” around the panels

6.6 Chimneys

- 6.6.1 For wartime houses, chimneys are not prominent features and removal is supported.
- 6.6.2 For individually designated Victorian and Edwardian homes, chimneys visible from the street are decorative features and retention is encouraged.



Heritage Consultant Stuart Stark's design for a code compliant railing on 1139 Burdett Street. The design uses a simple pipe rail extending from the house to the newel post



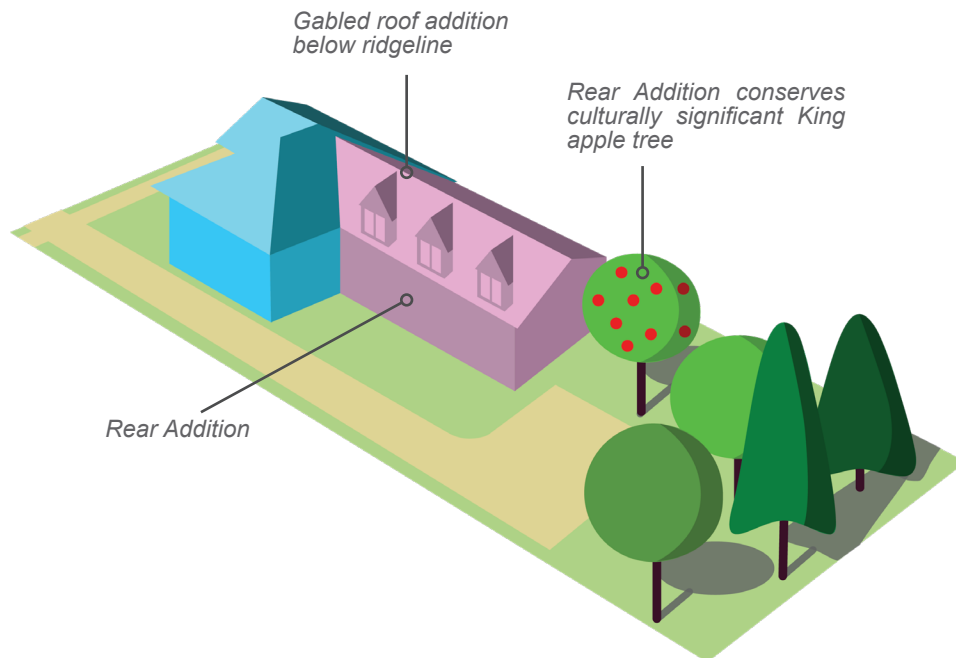
Possible areas for rooftop solar arrays

6.7 Additions

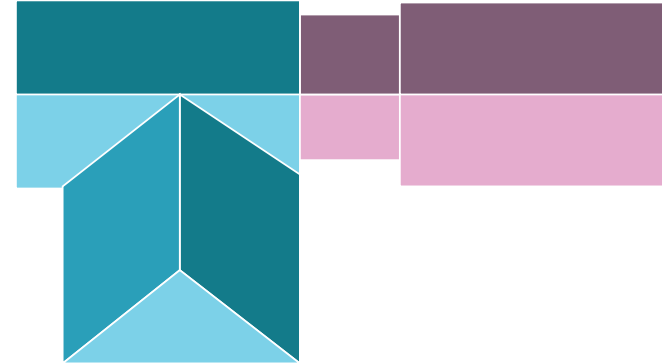
- 6.7.1 New additions should be distinguishable from the original building and should be discretely designed to be minimally visible above the ridgeline of the roof from the adjacent sidewalk.
- 6.7.2 Design rear additions to avoid impacts to culturally significant trees such as King Apple Trees.

6.8 Skylights

- 6.8.1 Skylights should be positioned away from the street in discrete locations



This addition extends the existing cross gabled portion of the roof into the rear yard



An L-shaped addition



A flat roof addition



6.9 Exemptions

The following do not require authorization through a heritage alteration permit. Note that other city permissions, such as a building permit, may be required:

- i. exterior alterations to properties that are not listed on the City of Victoria Heritage Register or subject to a Heritage Designation Bylaw;
- ii. interior renovations;
- iii. exterior painting;
- iv. roof replacement using similar materials;
- v. rear deck construction;
- vi. on lots with a single street frontage, additions to the rear elevation of a building, which are under 100 square metres in size, less than the width of the rear elevation, and equal to or less than the height of the lowest portion of the roof;
- vii. on lots with a single street frontage, a single garden suite located in the rear yard;
- viii. landscaping alterations to features not identified as Character Defining Elements in the Robert Street Heritage Conservation Area Guidelines (2021);
- ix. replacement of eaves troughs, downspouts and exterior lighting;
- x. sustainability upgrades that do not affect the appearance of a building from the street;
- xi. interior insulation;
- xii. envelope air sealing like weather stripping; or
- xiii. mechanical system upgrades, including but not limited to those with exterior equipment such as heat pumps and air conditioning units.



Paint colour is not regulated in the Robert Street HCA



*Small Scale Additions are not regulated in the Robert Street HCA.
Design: MJ Architectes, Marseille, France*

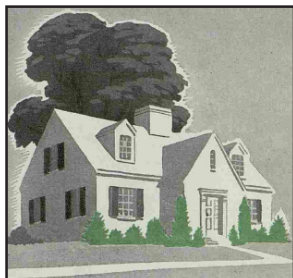
6 Landscape Design

Intent: To provide some optional guidance for front yard landscaping

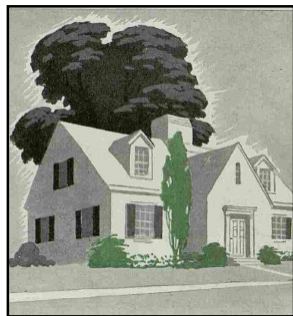
7.1 Front Yard Landscaping

- 7.1.1 For wartime houses, foundation plantings of juniper or rhododendrons are encouraged.
- 7.1.2 For Victorian era houses, naturalistic front yard landscape designs are encouraged, see
- 7.1.3 Select tree, shrub and ground cover species with natural or cultural heritage significance

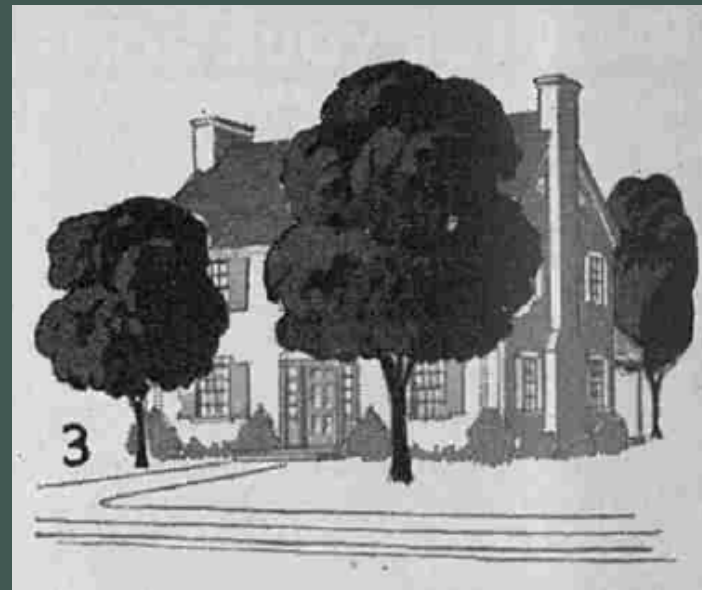
From “Is Your Planting Custom Made or Mill-Run” by Alfred Hottes, Better Homes and Gardens, May 1940



Always Good: In this planting, emphasis is on the doorway, a detail of the architecture. ...The evergreens or shrubs used here should vary in skyline, with a crescendo of planting which leads definitely to the tall evergreens accenting the door. To fill the space between the principal evergreens or shrubs at the corners, use smaller perennials and low-growing shrubs.



Very Good: “...the prominent accent from the poplar at the corner...” “...seems to set the house back into a cozier setting...shrub planting is here used very sparsely, but a small area for flowers is planned...”

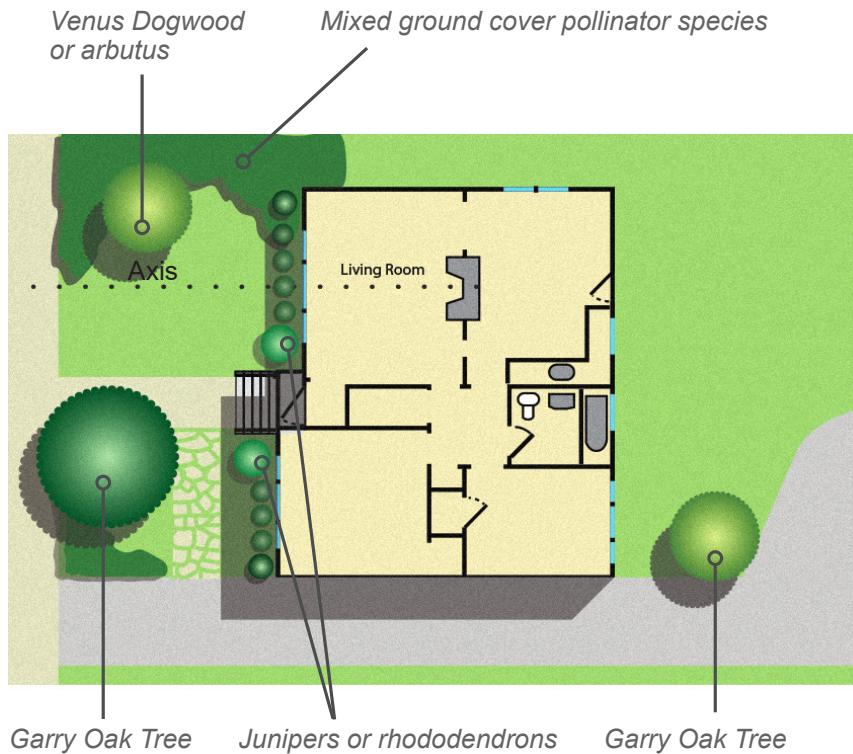


“The large front tree, set well out from the house... arches over the entrance door, obscures some of the windows and breaks the rooflines. The smaller tree on the left, set rather close to the house to offset the size of the big tree and viewed from the street needs background. This can be given by medium or higher trees planted at the rear of the house as part of the garden landscape. These background masses needn’t be solid. They may be sprays seen from the front in such a way as to soften the lines of the house roof.”

From “Where Should I Plant that Tree” by Howard Sebold, Better Homes and Gardens, April 1939



Victorian and Edwardian Gardens often featured gravel walks held in with cedar boards. Climbing plants were often found on porches – for food (like scarlet runner beans); or for beauty (like ivy or honeysuckle). Climbing plants were frequently used for shading verandahs during hot summers. Flowerbeds, often containing scented flowers, were dense around porches, where the fragrance could be enjoyed.



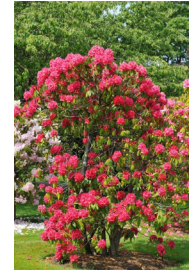
An example front yard landscape plan for 301 Robert Street. Plantings at the edges of the lawn create an oval of open space aligned with the axis of the picture window in the living room. Perimeter plantings block out visual distractions and views of neighbouring properties. Trees are positioned in accordance with the diagram on the previous page.

Example Species



Venus Dogwood

A native flowering tree that grows up to 4 metres tall.



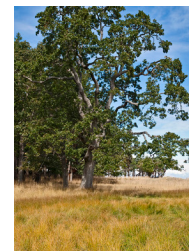
Rhododendrons

Rhododendron is popular for its beautiful, fragrant flowers and ornamental leaves. There are over 1000 different species.



Camas

Yields beautiful blue lilies in April/May. The camas bulb was the main starch food of the Lək̓ʷəŋən people until 150 years ago.



Garry Oak

The only native oak species to British Columbia, Garry Oaks are endangered and protected under the tree bylaw. They can reach 15 metres tall when mature.



Arbutus

6-30m tall. First Nations people used the bark and leaves of the arbutus in traditional medicine. Bark was used to treat cuts and wounds and the inner bark to make dresses. Tannin in bark was used to tan and cure hides.

Endnotes

- 1 Simon Fraser University- The Bill Reid Centre. Songhees. https://www.sfu.ca/brc/virtual_village/coast_salish/Songhees.html
- 2 Trachsel, J. (2004). Victoria Heritage Foundation: Vic West History. <https://www.victoriaheritagefoundation.ca/Neighbourhoods/vicwesthistory.html>.
- 3 Wentworth Villa (2019) Muirhead Residence Exhibit- A Changing Neighbourhood. Victoria, B.C.
- 4 Suttles, Wayne, "Introduction" in Handbook of North American Indians Vol. 7: Northwest Coast, ed. Wayne Suttles (Washington, D.C.: Smithsonian Institution Press, 1990) fig. 2 pp. 6-7
- 5 Trachsel, J. (2004). Victoria Heritage Foundation: Vic West History. <https://www.victoriaheritagefoundation.ca/Neighbourhoods/vicwesthistory.html>.
- 6 Corporation of the City of Victoria (1935-1941). Assessor's and Collector's Roll- Records for Lots 12, 17 and 20. Victoria, B.C.
- 7 McAlester, V., Matty, S. P., Clicque, S., McAlester, A. L. 1., Jarrett, L., & Rodriguez-Arnaiz, J. (2013). A field guide to American houses: the definitive guide to identifying and understanding America's domestic architecture. Revised and expanded edition/second edition. New York: Alfred A. Knopf
- 8 Normile, John (1939, January). Up From the Nineties. *Better Homes and Gardens*, page 36.
- 9 Belec, John (1997, March) The Dominion Housing Act. *Urban History Review*. Volume 25, Issue 2, pages 53-62.
- 10 City Building Inspector's Department (1939, Sunday, May 28) Building Permits Indicate Gain in Construction Here. *The Daily Colonist*. Page 18.
- 11 Many Homes Built Through Dominion Government Loan. (1938, Sunday, April 10). *The Daily Colonist*. Page 3



City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6
E: planning@victoria.ca
W: victoria.ca



Photographs of Existing Buildings on the Street Queen Anne

Style and Colonial Bungalow Style



614 Seaforth Street (c. 1911)
Designated



223 Robert Street (c.1903-1904)
Designated (National Historic Site)



230 Robert Street (c. 1899-1900)
Designated



242 Robert Street (c. 1888-1889)*
Designated
*Moved from 621 Seaforth in 1978

Minimal Traditional Style



311 Robert Street c. 1939



301 Robert Street c. 1943



255 Robert Street c. 1940



249 Robert Street c. 1941



241 Robert Street c. 1940



233 Robert Street c. 1939



224 Robert Street c. 1940



206 Robert Street c. 1945

Mid-Century Builder Style



236 Robert Street c. 1955



216 Robert Street c. 1955

NO. 21-108

A BYLAW OF THE CITY OF VICTORIA

The purpose of this Bylaw is to amend the Official Community Plan to designate a portion of each of Robert Street and Seaforth Street as a Heritage Conservation Area.

Contents

- 1 Title
- 2 Definition
- 3-8 Amendments
- 9 Commencement

Under its statutory powers including Part 14, Division 4 and Part 15, Division 4 of the *Local Government Act*, RSBC 2015 c 1, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts as follows:

Title

- 1** This Bylaw may be cited as “OFFICIAL COMMUNITY PLAN BYLAW, 2012, AMENDMENT BYLAW (NO. 39)”.

Definitions

- 2** “OCP Bylaw” means the City’s Bylaw No. 21-108, the Official Community Plan Bylaw, 2012.

Official Community Plan Bylaw

- 3** The OCP Bylaw is amended in Schedule A, Table of Contents, under the heading “List of Maps” by:
 - a) Inserting the following text immediately after the text “Map 71: HCA1: Traditional Residential – Elora”:

“Map 71A: HCA1: Traditional Residential- Robert Street”; and
 - b) Renumbering the page number references for Maps 72, 73, and 74 accordingly.
- 4** The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas by repealing Map 32: Composite Map of Development Permit Areas and Heritage Conservation Areas and replacing it with a new Map 32: Composite Map of Development Permit Areas and Heritage Conservation Areas, attached to this Bylaw in Schedule 1.
- 5** The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas by repealing Map 66: HCA 1: Traditional Residential and replacing it with a new Map 66: HCA 1: Traditional Residential, attached to this Bylaw in Schedule 2.
- 6** The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas, HCA 1: Traditional Residential Areas by repealing section 2 and replacing it with the following section:

"2 Application and Exemptions

- (a) Heritage Alteration Permits are required in accordance with the Local Government Act except for:
 - (i) building envelope remediation, so long as there are no changes to materials, appearance or design when the remediation is completed;
 - (ii) in-kind replacements of missing, worn, or damaged exterior materials, so long as there are no changes to appearance or design when the replacements are completed;

and the following exemptions.

- (b) Specific exemptions for HCA 1, Traditional Residential - Robert Street:
 - (i) A Heritage Alteration Permit is not required except for land, buildings, or other structures, or portions thereof, which are:
 - (1) listed on the City of Victoria Heritage Register;
 - (2) subject to a Heritage Designation Bylaw;
 - (ii) A Heritage Alteration Permit is not required for:
 - (1) interior renovations;
 - (2) exterior painting;
 - (3) roof replacement using similar materials;
 - (4) rear deck construction;
 - (5) on lots with a single street frontage, additions to the rear elevation of a building, which are under 100 square metres in size, less than the width of the rear elevation, and equal to or less than the height of the lowest portion of the roof;
 - (6) on lots with a single street frontage, a single garden suite located in the rear yard;
 - (7) landscaping alterations to features not identified as Character Defining Elements in the Robert Street Heritage Conservation Area Guidelines (2021);
 - (8) replacement of eaves troughs, downspouts and exterior lighting;
 - (9) sustainability upgrades that do not affect the appearance of a building from the street;
 - (10) interior insulation;
 - (11) envelope air sealing like weather stripping; or
 - (12) mechanical system upgrades, including but not limited to those with exterior equipment such as heat pumps and air conditioning units.

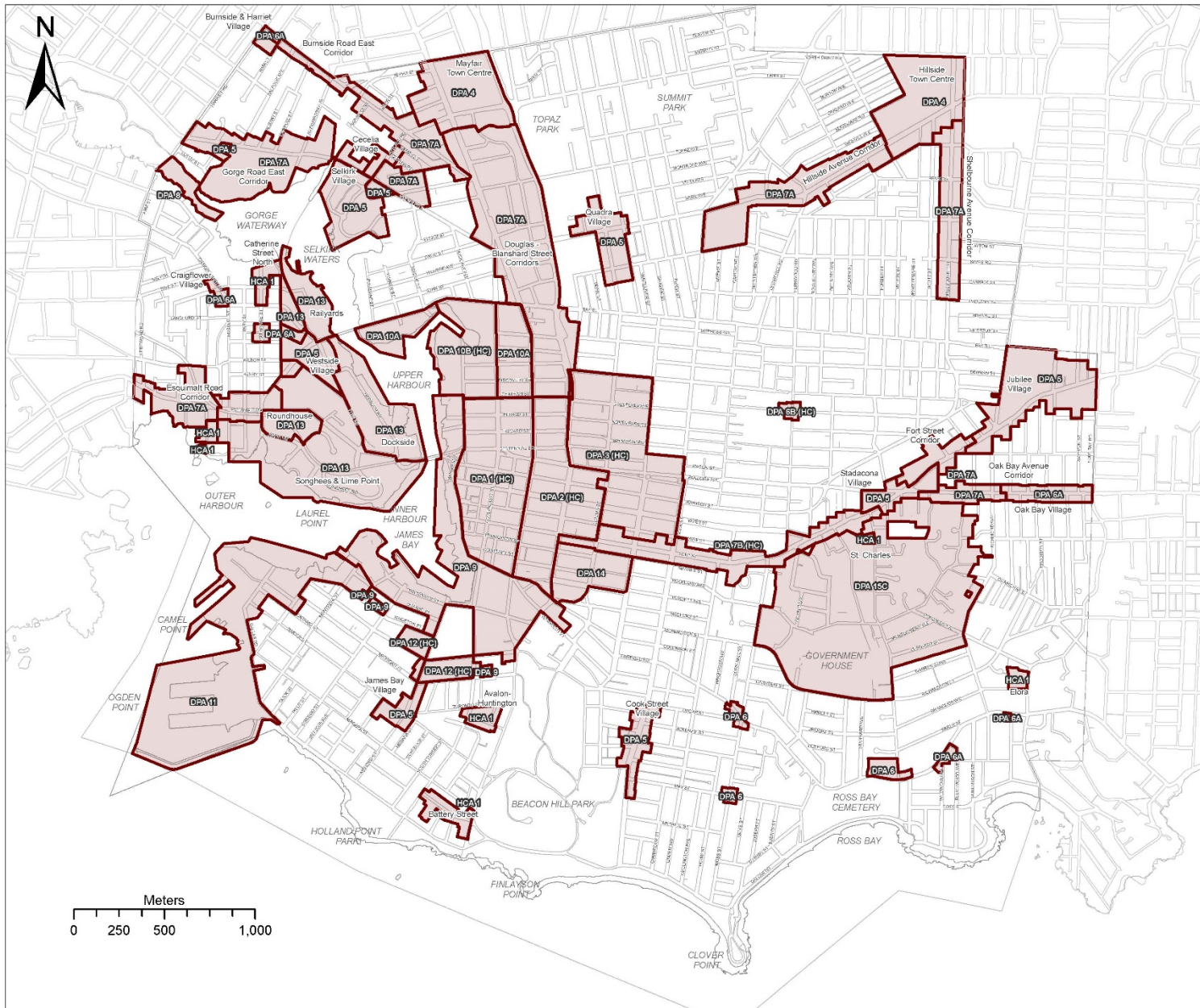
7 The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas, HCA 1: Traditional Residential Areas by adding the following new subsection immediately after subsection 5(e):

- › Robert Street Heritage Conservation Area Guidelines (2021).
- › Standards and Guidelines for the Conservation of Historic Places in Canada.
- › City of Victoria Heritage Program Sign & Awning Guidelines (1981).
- › Advisory Design Guidelines for Buildings, Signs and Awnings (1981).
- › Victoria West Neighbourhood Plan (2018).”

9 This Bylaw comes into force on adoption.

ADOPTED on the _____ day of _____ 2022

MAYOR



MAP 32

COMPOSITE MAP OF DEVELOPMENT PERMIT AREAS AND HERITAGE CONSERVATION AREAS

- DPA 1 (HC): Core Historic
- DPA 2 (HC): Core Business
- DPA 3 (HC): Core Mixed-Use Residential
- DPA 4: Town Centres
- DPA 5: Large Urban Villages
- DPA 6A: Small Urban Villages
- DPA 6B (HC): Small Urban Villages Heritage
- DPA 7A: Corridors
- DPA 7B (HC): Corridors Heritage
- DPA 8: Victoria Arm Gorge Waterway
- DPA 9 (HC): Inner Harbour
- DPA 10A: Rock Bay
- DPA 10B (HC): Rock Bay Heritage
- DPA 11: James Bay and Outer Harbour
- DPA 12 (HC): Legislative Precinct
- DPA 13: Core Songhees
- DPA 14: Cathedral Hill Precinct
- HCA 1: Traditional Residential
- DPA 15C: Intensive Residential Rockland

See Map 32A for the following Intensive Residential Development Permit Areas:

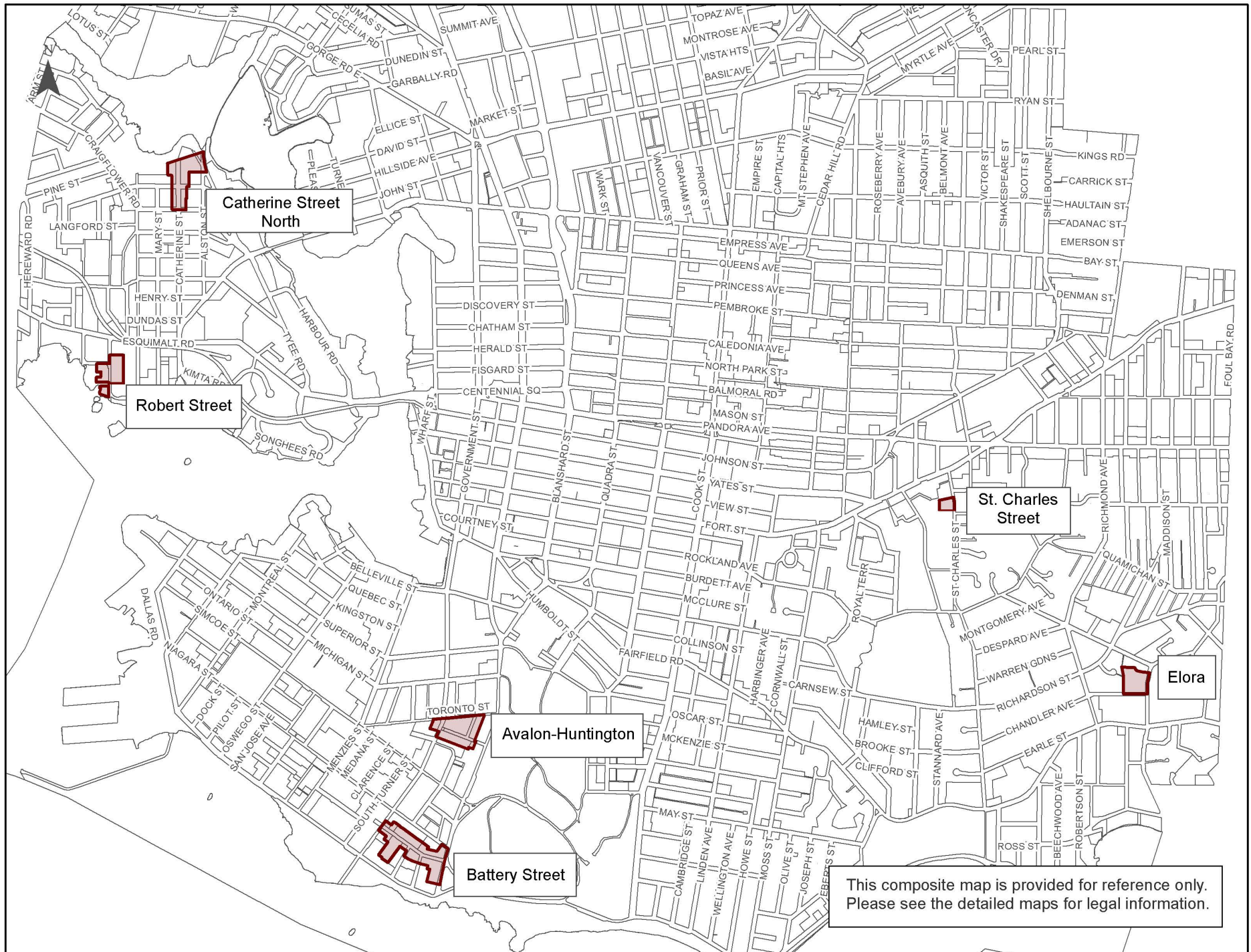
DPA 15F: Intensive Residential - Attached Residential Development

The following designations apply to all areas within the City of Victoria and are not shown on this map:

- DPA 15A: Intensive Residential Small Lot
- DPA 15B: Intensive Residential Panhandle Lot
- DPA 15D: Intensive Residential Duplex
- DPA 15E: Intensive Residential Garden Suites
- DPA 16: General Form and Character

This composite map is provided for reference only. Please see the map and provisions for each designated DPA and HCA for legal information.

Bylaw 21-108, Schedule 2 Map 66



Bylaw 21-108, Schedule 3 Map 71A



9. Robert Street Heritage Conservation Area Plan

Shari Khadem recused herself from the remainder of the meeting.

Panel Discussion and Comments

- Are the homeowners or building owners all on board with this initiative? The ratio of support was around 75%; the citizen lead policy didn't require 100% support.
- Are there other initiatives like this one currently underway? Yes, we have a nomination for Lewis Street and South Turner Street as well.
- Can you explain why the two houses built in 1955 are being excluded? These houses were not part of either era of significance from the street and did not have the same story. They have rudimentary designs with minimal detailing. Therefore, we chose to exclude these. Looking at them, they are not as pleasing to the eye.
- Design guidelines are a tricky thing and I think there is a happy medium in this report, excellent wording, and descriptive guidelines. Appreciation for the examples given on page 24 & 25. I agree these would be appropriate in the neighbourhood. There could be room for a bit more diversity in these examples. Would like to see an example of something a bit more modest and less expensive. Appreciation for the historical background that was given in the report.
- Perhaps a memorial garden or something to pay homage to indigenous history. There are some burial grounds around which we avoided speaking to in the presentation because of the sensitivity of such sites, but we will look at something moving forward. Marine tours and how to tell that story without drawing attention and how to do it in the best most appropriate way.
- Recommend including images of new multi-family homes that could fit with the district, but have compatible heritage character, and including images of more affordable looking character homes.

Option One

That the Heritage Advisory Panel recommends:

1. That Council approve the designation of the portion of Robert Street shown in the draft Robert Street Heritage Conservation Area Guidelines Document as a Heritage Conservation Area, pursuant to Section 614 of the *Local Government Act*; and
2. That Council approve the draft Robert Street Heritage Conservation Area Guidelines as presented.

Moved by Steve Barber

Seconded by Helen Edwards

Carried (unanimously)

Motion to adjourn: Steve Barber

Seconded: Jim Kerr Adjournment: (Unanimous)

Adjourned at 2:00pm

A BYLAW OF THE CITY OF VICTORIA

The purpose of this Bylaw is to amend the Official Community Plan to designate a portion of each of Robert Street and Seaforth Street as a Heritage Conservation Area.

Contents

- 1 Title
- 2 Definition
- 3-8 Amendments
- 9 Commencement

Under its statutory powers including Part 14, Division 4 and Part 15, Division 4 of the *Local Government Act*, RSBC 2015 c 1, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts as follows:

Title

- 1** This Bylaw may be cited as “OFFICIAL COMMUNITY PLAN BYLAW, 2012, AMENDMENT BYLAW (NO. 39)”.

Definitions

- 2** “OCP Bylaw” means the City’s Bylaw No. 21-108, the Official Community Plan Bylaw, 2012.

Official Community Plan Bylaw

- 3** The OCP Bylaw is amended in Schedule A, Table of Contents, under the heading “List of Maps” by:
 - a) Inserting the following text immediately after the text “Map 71: HCA1: Traditional Residential – Elora”:

“Map 71A: HCA1: Traditional Residential- Robert Street”; and
 - b) Renumbering the page number references for Maps 72, 73, and 74 accordingly.
- 4** The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas by repealing Map 32: Composite Map of Development Permit Areas and Heritage Conservation Areas and replacing it with a new Map 32: Composite Map of Development Permit Areas and Heritage Conservation Areas, attached to this Bylaw in Schedule 1.
- 5** The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas by repealing Map 66: HCA 1: Traditional Residential and replacing it with a new Map 66: HCA 1: Traditional Residential, attached to this Bylaw in Schedule 2.
- 6** The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas, HCA 1: Traditional Residential Areas by repealing section 2 and replacing it with the following section:

"2 Application and Exemptions

- (a) Heritage Alteration Permits are required in accordance with the Local Government Act except for:
 - (i) building envelope remediation, so long as there are no changes to materials, appearance or design when the remediation is completed;
 - (ii) in-kind replacements of missing, worn, or damaged exterior materials, so long as there are no changes to appearance or design when the replacements are completed;

and the following exemptions.

- (b) Specific exemptions for HCA 1, Traditional Residential - Robert Street:
 - (i) A Heritage Alteration Permit is not required except for land, buildings, or other structures, or portions thereof, which are:
 - (1) listed on the City of Victoria Heritage Register;
 - (2) subject to a Heritage Designation Bylaw;
 - (ii) A Heritage Alteration Permit is not required for:
 - (1) interior renovations;
 - (2) exterior painting;
 - (3) roof replacement using similar materials;
 - (4) rear deck construction;
 - (5) on lots with a single street frontage, additions to the rear elevation of a building, which are under 100 square metres in size, less than the width of the rear elevation, and equal to or less than the height of the lowest portion of the roof;
 - (6) on lots with a single street frontage, a single garden suite located in the rear yard;
 - (7) landscaping alterations to features not identified as Character Defining Elements in the Robert Street Heritage Conservation Area Guidelines (2021);
 - (8) replacement of eaves troughs, downspouts and exterior lighting;
 - (9) sustainability upgrades that do not affect the appearance of a building from the street;
 - (10) interior insulation;
 - (11) envelope air sealing like weather stripping; or
 - (12) mechanical system upgrades, including but not limited to those with exterior equipment such as heat pumps and air conditioning units.

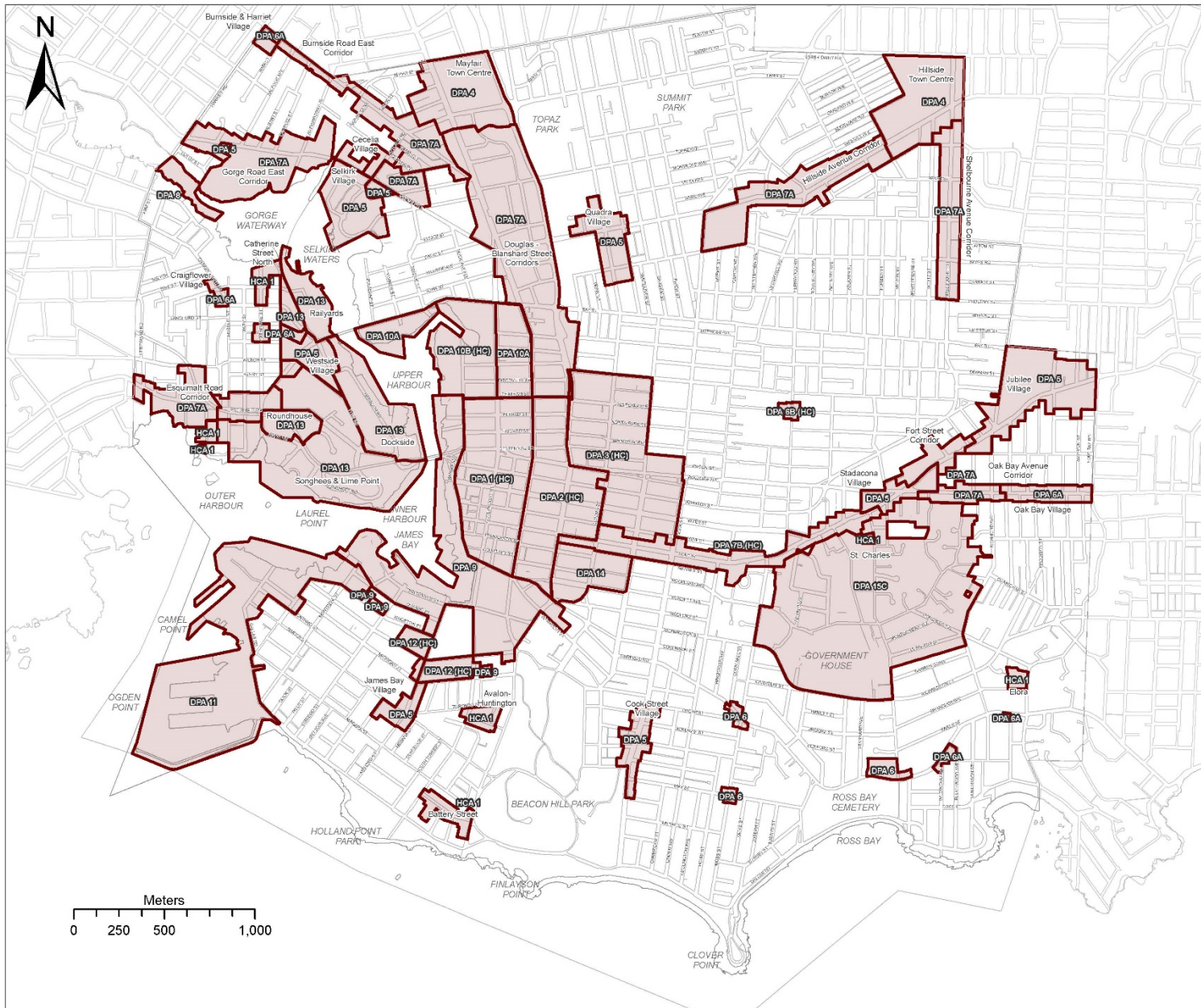
7 The OCP Bylaw is amended in Schedule A, Appendix A: Development Permit Areas and Heritage Conservation Areas, HCA 1: Traditional Residential Areas by adding the following new subsection immediately after subsection 5(e):

- › Robert Street Heritage Conservation Area Guidelines (2021).
- › Standards and Guidelines for the Conservation of Historic Places in Canada.
- › City of Victoria Heritage Program Sign & Awning Guidelines (1981).
- › Advisory Design Guidelines for Buildings, Signs and Awnings (1981).
- › Victoria West Neighbourhood Plan (2018).”

9 This Bylaw comes into force on adoption.

ADOPTED on the _____ day of _____ 2022

MAYOR



MAP 32

COMPOSITE MAP OF DEVELOPMENT PERMIT AREAS AND HERITAGE CONSERVATION AREAS

- DPA 1 (HC): Core Historic
- DPA 2 (HC): Core Business
- DPA 3 (HC): Core Mixed-Use Residential
- DPA 4: Town Centres
- DPA 5: Large Urban Villages
- DPA 6A: Small Urban Villages
- DPA 6B (HC): Small Urban Villages Heritage
- DPA 7A: Corridors
- DPA 7B (HC): Corridors Heritage
- DPA 8: Victoria Arm Gorge Waterway
- DPA 9 (HC): Inner Harbour
- DPA 10A: Rock Bay
- DPA 10B (HC): Rock Bay Heritage
- DPA 11: James Bay and Outer Harbour
- DPA 12 (HC): Legislative Precinct
- DPA 13: Core Songhees
- DPA 14: Cathedral Hill Precinct
- HCA 1: Traditional Residential
- DPA 15C: Intensive Residential Rockland

See Map 32A for the following Intensive Residential Development Permit Areas:

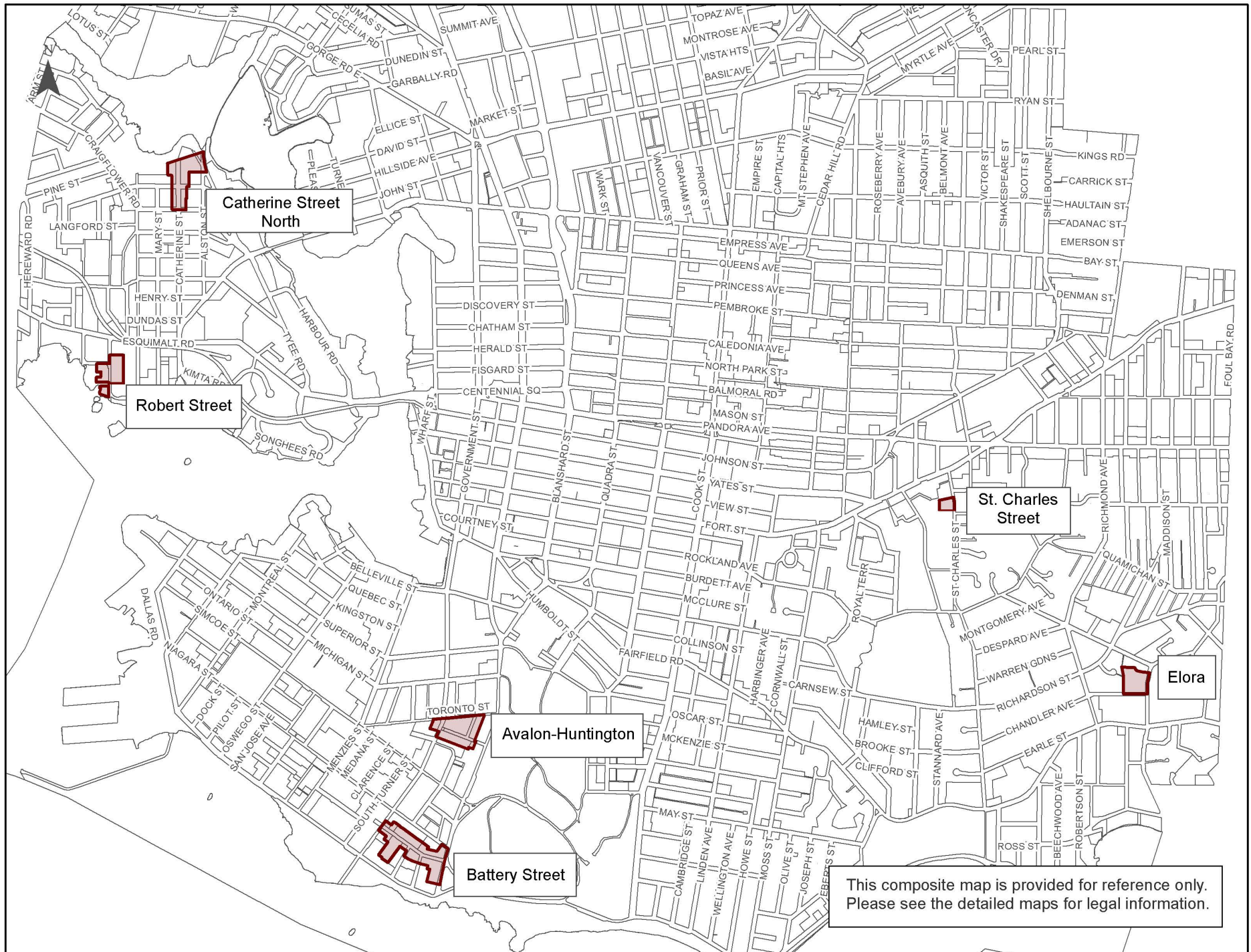
DPA 15F: Intensive Residential - Attached Residential Development

The following designations apply to all areas within the City of Victoria and are not shown on this map:

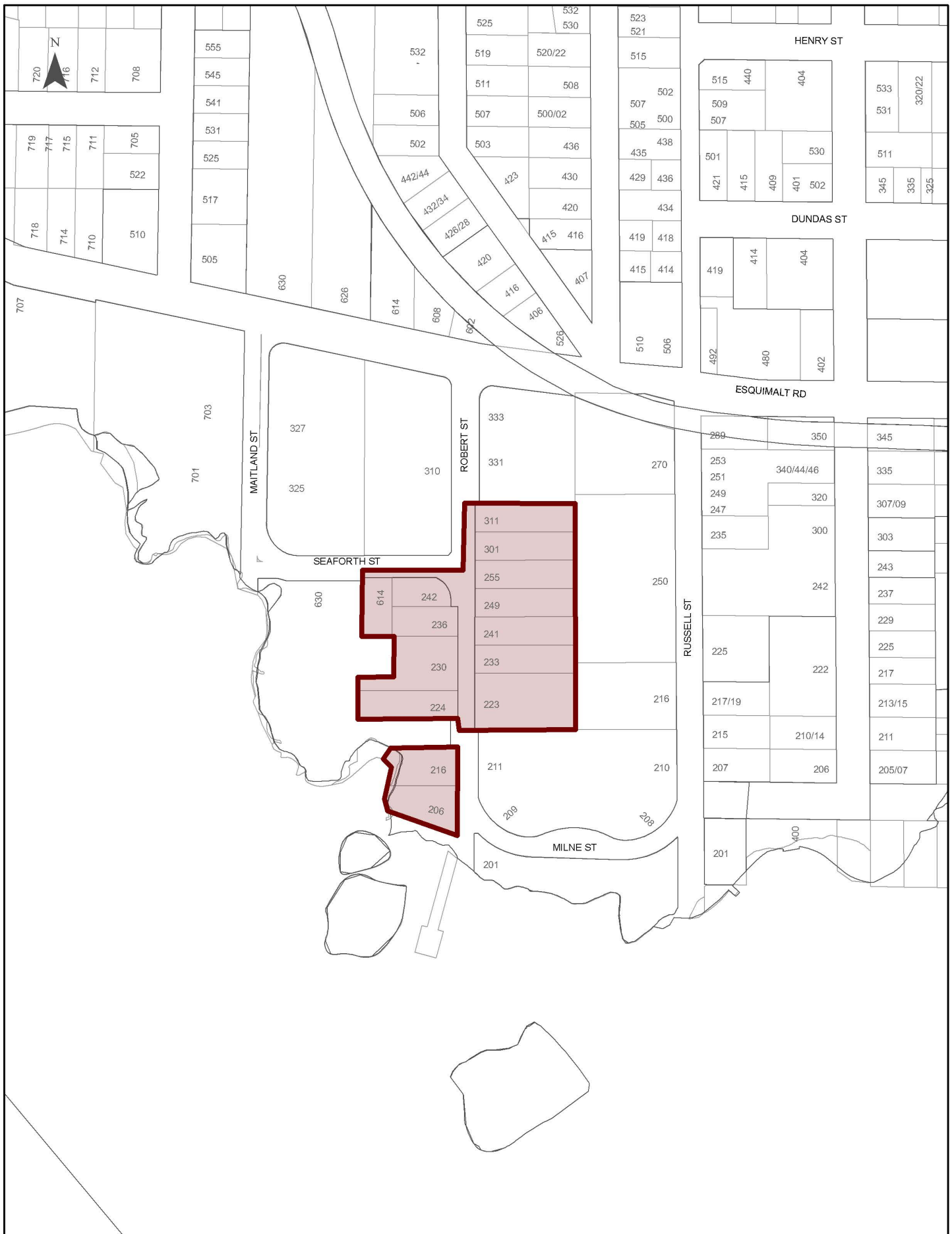
- DPA 15A: Intensive Residential Small Lot
- DPA 15B: Intensive Residential Panhandle Lot
- DPA 15D: Intensive Residential Duplex
- DPA 15E: Intensive Residential Garden Suites
- DPA 16: General Form and Character

This composite map is provided for reference only. Please see the map and provisions for each designated DPA and HCA for legal information.

Bylaw 21-108, Schedule 2 Map 66



Bylaw 21-108, Schedule 3 Map 71A



November 25, 2021

Proposed Robert Street Heritage Conservation Area



1

Purpose

To designate a collection of properties on Robert Street in Victoria West as a new heritage conservation area.



2

Official Community Plan

8.10 Maintain, update and create design guidelines for Development Permit Areas and Heritage Conservation Area....

8.54 Continue to work with senior government, **community** and business partners to identify, protect and conserve property of heritage value.



3

Victoria West Neighbourhood Plan

Ongoing Actions...

- Consider citizen-initiated Heritage Conservation Areas if proposed (see policy 10.2.1)

10.2. Heritage Conservation Areas

Intent:

Conserve the historic character and integrity of special neighbourhood places.

10.2.1. Consider future citizen-initiated proposals for designation of Heritage Conservation Areas where heritage merit exists.



4

Boundaries



D = Individually Designated

- 4 properties are heritage designated
- 5 additional properties proposed for inclusion on the heritage register
- One historic apple tree is recognized



5

Building Stock



614 Seaforth Street (c. 1911) ✓
Designated



223 Robert Street (c. 1903-1904) ✓
Designated (National Historic Site)



230 Robert Street (c. 1899-1900)
Designated ✓



242 Robert Street (c. 1888-1889)*
Designated ✓
*Moved from 621 Seaforth in 1978



6

Heritage Value



1. James Muirhead Jr.'s house
2. James Muirhead Sr.'s house
3. John Thomas Muirhead's House

- The Muirhead family (223 Robert St), owned most of the east side of the street
- James Muirhead Sr., bought the lands in red between 1881 and 1900
- Muirhead Sr. founded the Muirhead and Mann Company

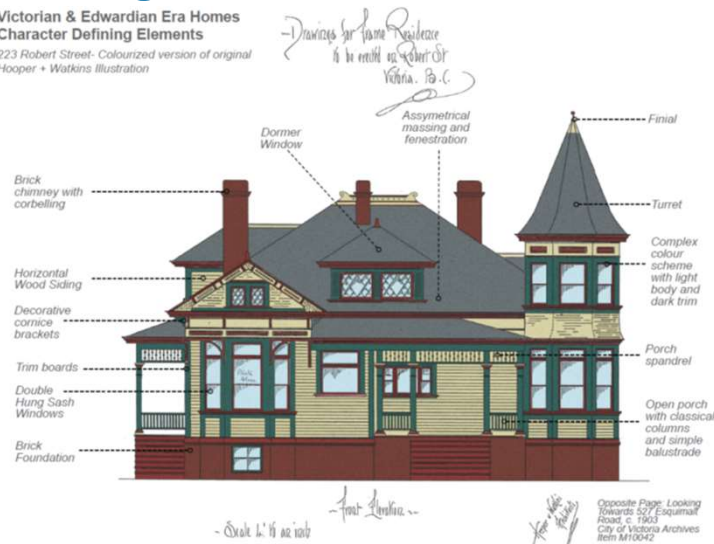
Graphic Courtesy of Wentworth Villa



7

Building Stock

Victorian & Edwardian Era Homes
Character Defining Elements
223 Robert Street - Colourized version of original
Hooper + Watkins Illustration



8

Building Stock

- Eight wartime houses constructed between 1939 and 1945 (five heritage, three non-heritage)
- Minimal traditional style (inspired by English Cottage Style)



311 Robert Street c. 1939 X



301 Robert Street c. 1943 ✓



255 Robert Street c. 1940 ✓



249 Robert Street c. 1941 X



241 Robert Street c. 1940 X



233 Robert Street c. 1939 ✓



224 Robert Street c. 1940 ✓



206 Robert Street c. 1945 ✓



9

Heritage Value Assessment



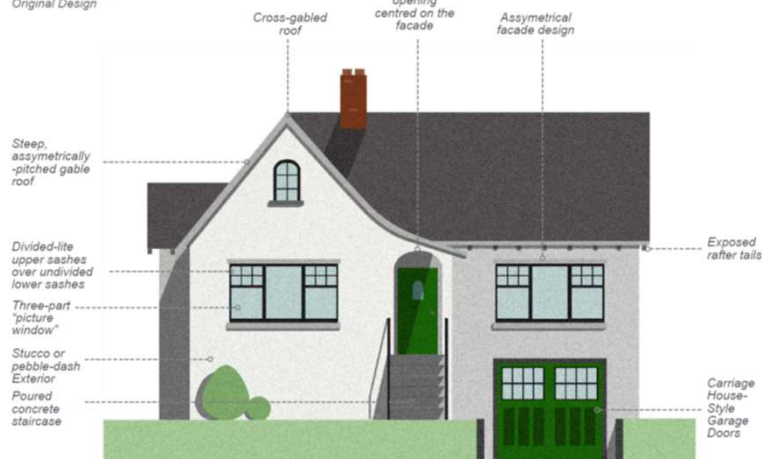
- Houses on Robert Street were financed under the federal *National Housing Act* of 1938, which replaced the *Dominion Housing Act* of 1935



10

Minimal Traditional Style

Wartime Homes
Character Defining Elements
224 Robert Street, Colour Illustration of
Original Design



11

Building Stock



236 Robert Street c. 1955 X



216 Robert Street c. 1955 X

12

Citizen Led HCA Criteria

- ✓ Multiple contiguous properties on both sides of the street
- ✓ Houses have shared heritage value
- ✓ Buildings have consistent massing, asymmetrical composition, similar setbacks, sheltered entries and porches

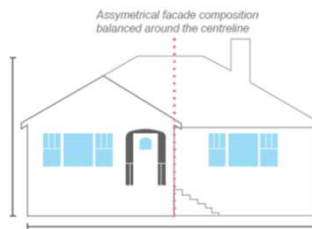


13

Design Guidelines- New Buildings

Topic Areas

- Massing & Scale
- Windows, Doors and Entrances
- Roof Profile
- Exterior Cladding
- Garages



New buildings on Robert Street should have a horizontal scale, with windows arranged in pairs or threes. Entries should be recessed similar to existing houses on Robert Street (ie. 255 Robert Street)



Modern carriage-style integral garage with a transom



Siding possibilities for new homes



Examples of compatible new doors

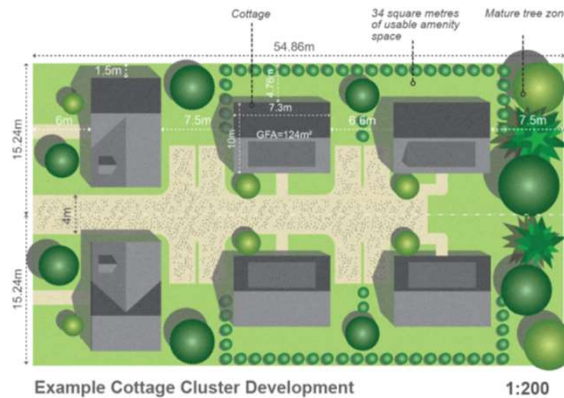


14

Design Guidelines- Infill

Topic Areas

- Building Siting and Separation
- Character
- Massing
- Windows and Privacy



Example Cottage Cluster Development

1:200

15

Design Guidelines- Existing Buildings

Topic Areas

- Windows- basement and existing
- Replacement Doors
- Balcony and stair railings
- Solar panels and sustainable technology
- Chimneys
- Additions
- Skylights



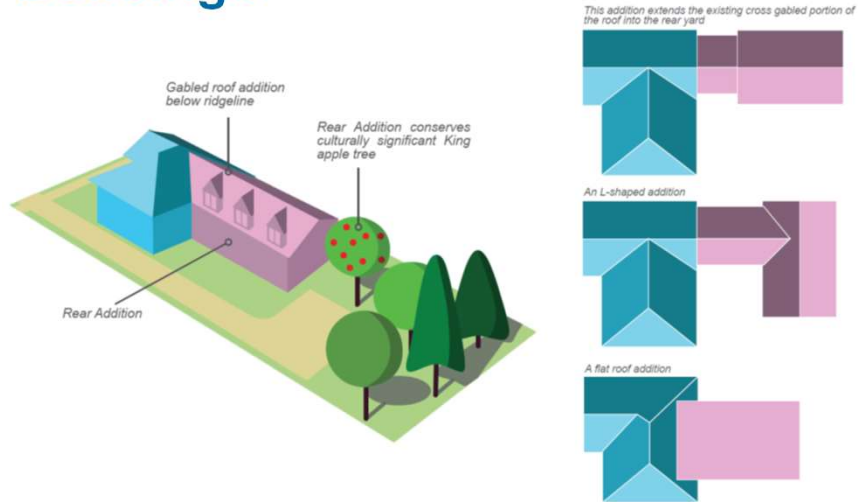
Heritage Consultant Stuart Stark's design for a code compliant railing on 1139 Burdett Street. The design uses a simple pipe rail extending from the house to the newel post



Possible areas for rooftop solar arrays

16

Design Guidelines- Existing Buildings



17

Exemptions

- Interior renovations
- Exterior painting
- Additions under 100m² that do not exceed the width or height of the rear wall opposite a street
- One garden suite located behind the main rear wall of the existing home
- In kind roof replacement
- Landscaping changes
- Routine repairs and maintenance of all kinds



18

Recommendation

1. Refer draft Official Community Plan Amendment Bylaw to Public hearing, subject to:
 - Providing owners latest copy of the design guidelines
 - Providing owners with a notice of the bylaw and public hearing and inviting questions and comments
 - Posting all materials to website
2. Refer draft design guidelines to public hearing
3. If the OCP amendment is approved, direct staff to add five properties to the heritage register:
 - 206 Robert Street
 - 224 Robert Street
 - 233 Robert Street
 - 255 Robert Street
 - 301 Robert Street

