

E.1.a.a Robert Street HCA Update Report - OCP Amendment Consultation

Moved By Councillor Young

Seconded By Councillor Alto

That Council:

1. Give first reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026.
2. Consider the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 in conjunction with the City of Victoria 2021–2025 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) 22-026.
3. Give second reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026.
4. Refer Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 for consideration at a Public Hearing.
5. 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 which have already been undertaken include:
 - a) posting a copy of each of the draft Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 and the draft Robert Street Heritage Conservation Area Guidelines, version date November 2021 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 (version date November 2021), and bylaw described in 4(a), and of the notice described in 4(b); and
 - d) the presentation of a report including the results of the consultation to Council at the time the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is presented to Council for first and second reading.
6. Determine pursuant to sections 475(1) and 475(2)(b) that no referrals of Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 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.

7. Approve in principle the revised Robert Street Heritage Conservation Area Guidelines (2022) and refer them to the meeting of Council at which the public hearing for Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is held, for public comment and consideration of final approval.
8. Direct staff to undertake the following if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is approved following the public hearing:
 - a) Add the following properties listed as contributing properties shown in the Robert Street Heritage Conservation Area Guidelines (2022) 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
 - b) 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 Robert Street HCA Update Report - OCP Amendment Consultation

Committee received a report dated February 4, 2022 from the Director of Sustainable Planning and Community Development regarding a revised Official Community Plan (OCP) amendment bylaw to designate a portion of Robert Street as a Heritage Conservation Area.

Moved By Councillor Alto

Seconded By Councillor Dubow

That Council:

1. Give first reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026.
2. Consider the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 in conjunction with the City of Victoria 2021–2025 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) 22-026.
3. Give second reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026.
4. Refer Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 for consideration at a Public Hearing.
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 - a) posting a copy of each of the draft Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 and the draft Robert Street Heritage Conservation Area Guidelines, version date November 2021 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 (version date November 2021), and bylaw described in 4(a), and of the notice described in 4(b); and
 - d) the presentation of a report including the results of the consultation to Council at the time the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is presented to Council for first and second reading.
6. Determine pursuant to sections 475(1) and 475(2)(b) that no referrals of Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 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.

7. Approve in principle the revised Robert Street Heritage Conservation Area Guidelines (2022) and refer them to the meeting of Council at which the public hearing for Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is held, for public comment and consideration of final approval.
8. Direct staff to undertake the following if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is approved following the public hearing:
 - a) Add the following properties listed as contributing properties shown in the Robert Street Heritage Conservation Area Guidelines (2022) 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
 - b) 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



Committee of the Whole Report

For the Meeting of February 17, 2022

To: Committee of the Whole **Date:** February 4, 2022

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

Subject: Update Report for 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) 22-026.
2. Consider the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 in conjunction with the City of Victoria 2021–2025 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) 22-026.
3. Give second reading to the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026.
4. Refer Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 for consideration at a Public Hearing.
5. 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 which have already been undertaken include:
 - a) posting a copy of each of the draft Official Community Plan Bylaw, Amendment Bylaw (No. 39) 21-108 and the draft Robert Street Heritage Conservation Area Guidelines, version date November 2021 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 (version date November 2021), and bylaw described in 4(a), and of the notice described in 4(b); and

- d) the presentation of a report including the results of the consultation to Council at the time the Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is presented to Council for first and second reading.
- 6. Determine pursuant to sections 475(1) and 475(2)(b) that no referrals of Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 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.
- 7. Approve in principle the revised Robert Street Heritage Conservation Area Guidelines (2022) and refer them to the meeting of Council at which the public hearing for Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is held, for public comment and consideration of final approval.
- 8. Direct staff to undertake the following if Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 is approved following the public hearing:
 - a. Add the following properties listed as contributing properties shown in the Robert Street Heritage Conservation Area Guidelines (2022) 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
 - b. 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.

EXECUTIVE SUMMARY

The purpose of this report is to bring forward a revised Official Community Plan (OCP) amendment bylaw to designate a portion of Robert Street as a Heritage Conservation Area. Council considered a draft bylaw on this matter at the meeting of December 9, 2021 and directed first and second readings of the bylaw. However, staff have made revisions to the bylaw in response to comments received during the consultation period, and to incorporate technical improvements.

The technical changes to the bylaw include providing greater clarity of the features, characteristics and special conditions that justify the designation, and removing permit exemptions from the guideline document and shifting those into the OCP directly to avoid duplication. The changes in response to public consultation include providing an intent statement and example images for Section 3 - Design Guidelines for New Buildings to make it clear that new buildings do not have to “imitate” heritage properties. Further, one property has been reclassified as a non-heritage property based on a resident’s request for a re-evaluation, and terminology has been made more consistent throughout the document.

No further changes to Bylaw 22-026 or the guidelines are recommended. The recommendation provided above is meant to replace Council’s previous motion on this, to address these changes and meet legislative requirements. The next steps are for Council to consider bylaw readings and refer the matter for consideration at a public hearing.

PURPOSE

The purpose of this report is to bring forward a revised Official Community Plan amendment bylaw to designate a portion of Robert Street as a Heritage Conservation Area, in response to consultation and to make technical improvements.

BACKGROUND

At the December 9, 2021 meeting, Council passed the following motion:

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.*

Following this motion and the consultation period, staff have made changes to the draft bylaw in response to feedback received and to address some technical improvements. These changes are described in the following section.

ISSUES & ANALYSIS

1. Amendments to Bylaw

Consistent with past practice, the draft designation bylaw from November 2021 classified the new HCA under the existing “Heritage Conservation Area (HCA 1), Traditional Residential” designation in the OCP. There are five existing HCA 1 areas in various neighbourhoods comprised of low-scale detached homes. They include the Battery Street, Avalon-Huntington, St. Charles Street, Elora and Catherine Street North HCA’s. Pursuant to the *Local Government Act*, the HCA 1 designation states “The special features, characteristics and special conditions that justify this designation include:

- a) Victoria has high quality examples of Victorian, Edwardian and mid-century Modern architecture, streetscapes and street patterns in its residential areas.”*

On further review, it was determined that this description was overly broad and did not clearly capture the minimal-traditional wartime homes on the street, which are not examples of “mid-century Modern architecture”. To address this issue, the OCP Amendment Bylaw now classifies Robert Street as a stand-alone HCA called the “HCA 2: Robert Street Heritage Conservation Area” instead of including it under the existing HCA 1: Traditional Residential Area in the OCP (See Attachment B: Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026). This enables the precise identification of the features, characteristics and special conditions that justify the designation.

The full list of changes to the draft amending bylaw includes the following:

- A specific list of special features, characteristics and special conditions that justify the designation of a portion of Robert Street and a portion of Seaforth Street as a Heritage Conservation Area is now provided:
 - residential buildings reflecting a range of income levels, including large Late Victorian and Edwardian era homes built between 1888 and 1911 and modest wartime homes in the minimal traditional style built between 1939 and 1945, which together reflect the social evolution of Victoria West from a wealthy, exclusive neighbourhood to one with a diverse mix of working-class residents;

- consistent pattern of pitched roofs including cross-gabled, hipped and pitched roofs, typically with at least one front-facing gable;
 - horizontal massing of buildings on the street;
 - high degree of livability achieved through generous setbacks;
 - relatively consistent lot widths;
 - relatively consistent front yard setbacks; and
 - the King apple tree located in the rear yard of 223 Robert Street.
- The previous bylaw exempted any alteration to a non-heritage property from a heritage alteration permit, whereas the revised bylaw exempts alterations that do not trigger a building permit. This change closes a loophole where the owner of a non-heritage property could build an entirely new house on the foundations of the existing house under the guise of an “alteration”, without following the Guidelines.
 - A list of objectives, specific to the Robert Street Heritage Conservation Area is now included:
 - To conserve and enhance the special character of the protected heritage property, features and characteristics that contribute to the heritage value of the Robert Street Heritage Conservation Area;
 - To ensure that new buildings in the Robert Street Heritage Conservation Area, are compatible, and complementary to the protected heritage property and special features and characteristics of the area; and
 - To enhance the area through infill, building additions and open spaces with a high quality of architecture, landscape and urban design that responds to its historic setting through sensitive and innovative interventions.
 - The bylaw also includes a revised map 32 identifying Robert Street as “HCA 2” and retitles the map formerly called “Map 71A: HCA1: Traditional Residential – Robert Street” as “Map 75: HCA 2: Robert Street Heritage Conservation Area”.
 - The bylaw includes a schedule of protected heritage property, consistent with *Local Government Act* section 615(3), which will clarify the differences in permit requirements between heritage and non heritage properties.
 - The bylaw includes consequential amendments to items 11, 12, and 13 of Schedule D of the Land Use Procedures Bylaw to achieve consistency as between the Director’s delegated authority in HCA 1: Traditional Residential, and HCA 2: Robert Street.

The guidelines have been revised slightly to remove the list of exemptions, which will be embedded in the Official Community Plan. The classification of one property has been revised based on community feedback.

2. Consultation Results

In December, the City sent a notice, a copy of the draft Official Community Plan Bylaw and the draft Guidelines to all homeowners on the street, inviting feedback by January 22, 2022. Copies were also posted to the City website. The notice included a description of changes the City was considering that are now included in bylaw 22-026.

The packages elicited five responses from affected residents, which are attached (See Attachment C: Correspondence). The feedback is summarized below:

Support

One resident wrote in to express their support for the HCA.

Land Values

One resident was concerned that the HCA designation would protect houses with a low replacement value according to annual tax assessments. Most assessments assign much higher value to the land and protecting buildings would limit the value and development potential of the land.

BC Assessment appraises properties for their market value, which is the “probable price for which the specified property rights should sell after exposure in a competitive market.” They calculate land and building value separately. Land value is calculated based partly on the “highest and best use” that could be achieved if the lot were vacant. Buildings are valued based on their age category, improvements made, and sales data of similar aged houses in the neighbourhood. Unless sales data demonstrates a different market appetite for a heritage property, no value is subtracted or added based on heritage designation. BC Assessment has not observed differences in market appetite for heritage designated single-family homes.

Changes have not been made to the proposed HCA based on the above feedback because the valuation of properties, including the proportion of value attributed to land vs buildings, is outside municipal control. The HCA would permit many different alterations to existing homes that would add value to the property, including demolition of buildings not located on protected heritage property, secondary suites, rear additions, sustainability upgrades and garden suites and other forms of infill in rear yards. In permitting additional development in rear yards, properties can come very close to their full build-out potential under the zoning. The house conversion regulations would also enable the conversion of buildings on protected heritage property into multiple units.

Effect of HCA on Future Sidewalk Expansion

A resident was concerned that the HCA would prevent the expansion of the sidewalk and prevent the City from making a connection with the West Song walkway. The HCA guidelines would not interfere with any proposed sidewalk improvements, modifications or expansion because front yard landscaping and the existing undersized sidewalk are not character-defining elements of the street.

Housing Opportunities

A writer was concerned that the HCA designation would limit housing opportunities for Robert Street. The HCA guidelines envision more housing units than permitted under the zoning bylaw, which itself doubled the original housing capacity of the street by permitting secondary suites within single family homes. Some houses on the street already contain more than two units. For example, 614 Seaforth Street and 242 Robert Street function as multiplexes and each contains 4 strata residential units. The HCA guidelines anticipate further intensification of the street through the addition of garden suites and cottage clusters in the rear yard of houses. While current zoning permits approximately 31 units on the street, the HCA guidelines anticipate that a further 15 units could be added without significantly changing the heritage character of the streetscape.

Double-Glazed Windows

A writer who owns a condo in an existing heritage-designated home requested that the HCA guidelines be revised to allow owners of existing designated properties to replace their windows with double glazed windows. The writer states that double glazed windows are more energy efficient and prevent condensation. The basis for the request is that the draft Guidelines allow owners of wartime houses to replace their windows with double glazed windows “provided the new units replicate the design, operation, number of window divisions of the original.” While this creates a different standard of conservation for wartime properties, softening the conservation standard for existing designated properties is not recommended.

Existing designated heritage properties were carefully assessed for their individual significance and their windows are character-defining elements. Their significance includes not only their appearance, but their original construction and operation. Where a feature is identified as a character-defining element, the *Standards and Guidelines for the Conservation of Historic Places in Canada* state that it should only be replaced as a last resort, with an exact replica. Replacing historically significant windows with modern approximations having different construction and detailing would undermine the authenticity of the buildings. Where an owner wishes to improve energy efficiency of historic single pane windows, installing storm windows, which are eligible for grants from the Victoria Heritage Foundation, is recommended.

Staff believed that it was reasonable to allow windows on wartime houses to be replaced with double glazed windows since many have already been replaced, and they are less noteworthy in design and construction. The value of windows on wartime properties was attributed to the visual effect in the façade and the streetscape when viewed from the sidewalk. Furthermore, owners of wartime houses are not eligible for grants from the Victoria Heritage Foundation, so applying a different standard of conservation would not disqualify them from incentives.

Design Diversity

One writer was opposed to any restrictions or guidelines about the future design of buildings and believes that the appearance of the street should be allowed to evolve freely as it did in the past. They are opposed to guidelines that encourage copies or replicas of past designs.

In response, the intent statement under Section 3 - Design Guidelines for New Buildings has been revised to make it clear that the new buildings do not need to imitate or copy old buildings to be supported. The intent statement now reads:

To ensure that new buildings on Robert Street are complementary to, and distinguishable from, existing homes. The guidelines permit a range of traditional and contemporary design responses that distinguish modern construction as “new”.

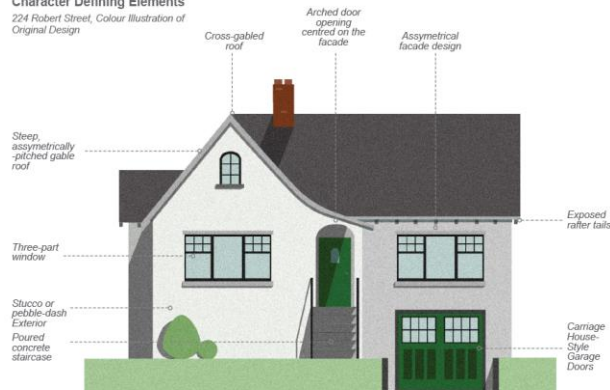
To better show the range of designs possible under the guidelines, the guidelines now include a new example image of a house that mixes traditional and contemporary window proportions while maintaining gable roofs and horizontal massing. The changes do not fully address the resident’s concerns but do clarify that there is a spectrum of possible responses to the guidelines.

Reclassifying 301 Robert Street as a Non-Heritage Property

It is recommended that 301 Robert Street be re-classified as a non-heritage property, consistent with an owner request for a re-evaluation. The original evaluation of the property found that it retained its original cladding, form, scale and massing and was constructed during the wartime era

between 1939-1945. However, the house does not display the same English Cottage characteristics as other houses. It lacks carriage house-style garage doors and an arched door entry. The original design for the windows also featured horizontal bars, which was a characteristic of the art moderne style rather than the English Cottage style, like other wartime homes.

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



Its classification has changed to a non-heritage property, meaning that it could be replaced with a new building in future.

Terminology

One writer recommended that wartime homes be referred to consistently throughout the document as “Minimal Traditional Homes”; this was implemented for clarity and consistency. It was further suggested that the guideline requiring that new windows on Minimal Traditional Homes reflect the original historic window design be altered to allow a variety of era appropriate window designs. This change has not been implemented, since heritage policy prioritizes authentic rehabilitations of heritage properties that accurately reflect their intended original appearance.

OPTIONS AND IMPACTS

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 draft Robert Street Heritage Conservation Area bylaw has been improved to address technical considerations and respond to public feedback received during the consultation period. The bylaw is now ready for Council to give readings and consider at a public hearing.

Respectfully submitted,

Laura Saretsky, Heritage Planner
Sustainable Planning and Community
Development

Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: Draft Robert Street Heritage Conservation Area Guidelines (2022)
- Attachment B: Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026
- Attachment C: Correspondence
- Attachment D: OCP Amendment Consultation Notice, December 2022



Robert Street Heritage Conservation Area Guidelines



Publishing Information

Title: Robert Street Heritage Conservation Area Guidelines

Prepared By: City of Victoria

Sustainable Planning and Community Development Department

Status: January 2022

Contact Details: City of Victoria

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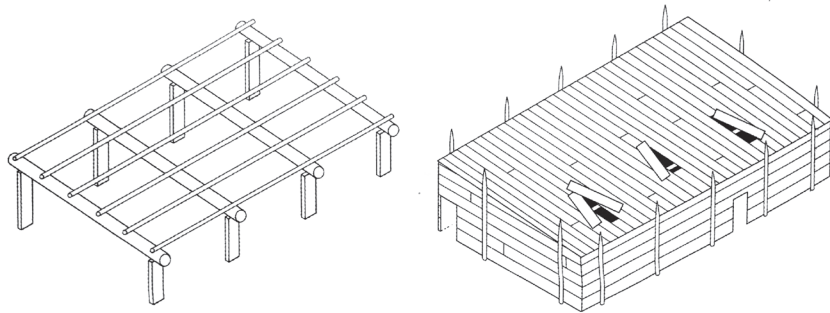
1 The History of Robert Street

1.1 First Nations Presence

The Robert Street heritage conservation area is located on the homelands of the Lək̓ʷəŋən (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 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

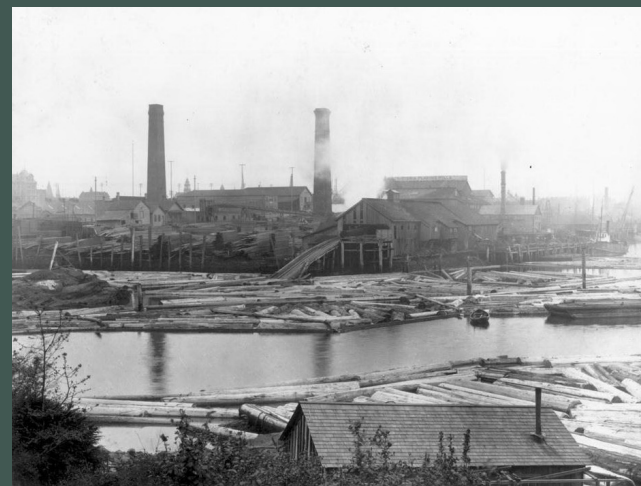
James Muirhead Sr. is an historically significant figure for his entrepreneurial contributions to the City's early construction industry. Born in Scotland, he immigrated to Victoria in 1862 from Peru after travelling across the Americas. In 1870, he partnered with fellow Scottish immigrant, James Mann, 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 Minimal Traditional 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 homes, owners of Minimal Traditional homes worked with building contractors on their designs and did not retain the services of professional architects.



In 1898, Victoria West was mostly naturalize, 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, the smaller size, compact square floor plans and lower price point of these homes allowed some families to purchase 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.



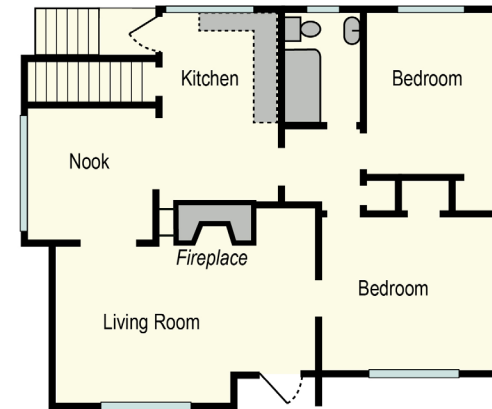
224 Robert Street in 2020. Some details were altered during construction and the entrance and windows do not match the plans.

The minimal traditional 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 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.

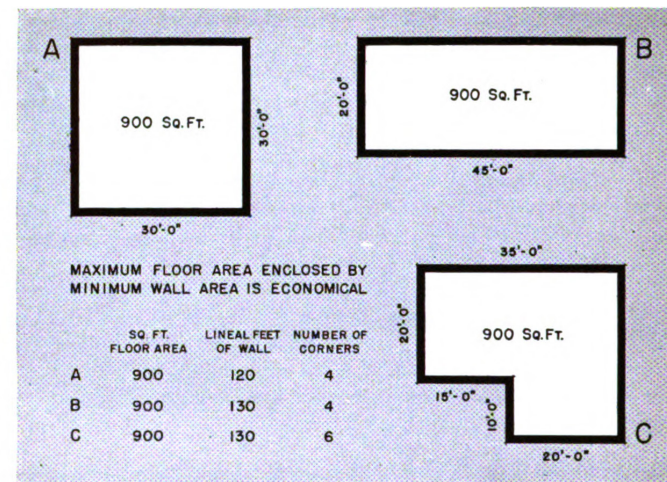
Houses on Robert Street were likely financed under the federal *National Housing Act* of 1938, the successor to the *Dominion Housing Act* in 1935. The *Dominion Housing Act* (DHA) was the first national housing legislation in the nation's history. It was championed by Prime Minister R. B. Bennett during the Great Depression as part



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 Minimal Traditional house with a middle entrance flanked by a living room and bedroom. The chimney is centred in the floor plan.

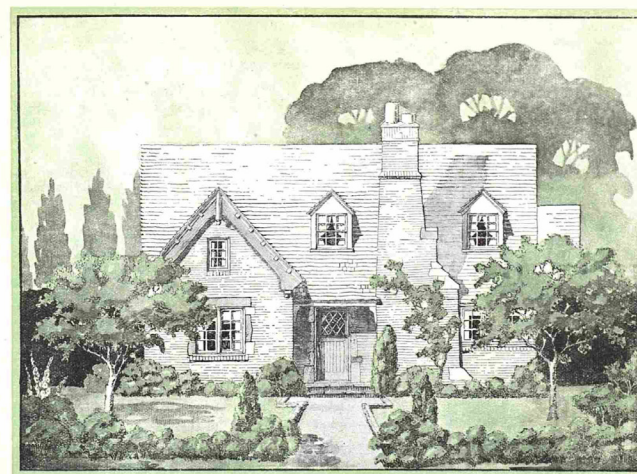


THE THREE HOUSES ABOVE have the same floor area. House B would be more costly to build than house A due to its additional ten lineal feet of wall. If this were a one-story and basement house, it would have about 165 more square feet of foundation and exterior wall area than house A. The cost of house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



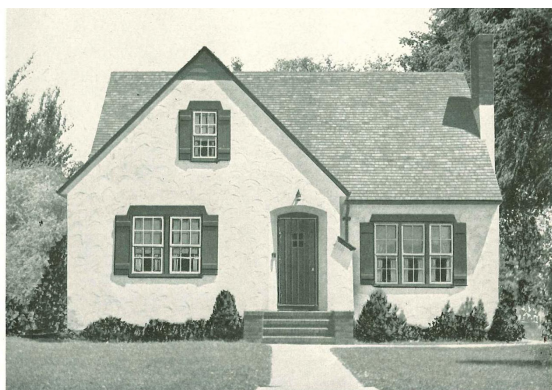
255 Robert Street, c. 1940, Constructed by N.A. Thomas for Howard Horner, who was a trainman for the Esquimalt and Nanaimo Railroad



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


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 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. This strategy prioritized new construction, suburban development and single-family home ownership over alternatives and established a template for middle

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

HOME BUILDERS

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 Phone E 9243 704 Yates Street

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

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Cement, Gypsum, Plaster, Tile Work, Insulation Phone E 8212 1807 Bloor Street

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Everything in Woodwork 804 Government Street Phone E 7141

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A Complete Plumbing and Heating Service Phone E 4138 1000 Douglas Street

Housing Act Stimulates Building Here

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

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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 - Seal - 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 better 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 paints, 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

\$6.54 PER THOUSAND
Borrowed, paid monthly, settles interest and principal on a twenty-year basis.

LET US SHOW YOU HOW YOU CAN BUILD NOW

All you need is 20% of the completed value in the form of a building lot, cash or both. You choose your own plans and builder and with the minimum of red tape and delay construction is started on a home of your own.

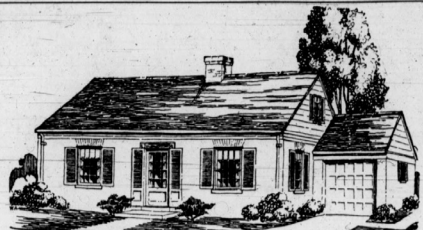
We Are Authorized Agents

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-

board 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 "heavy" 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

class housing of the postwar period.

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 between 1888-1903, and the Minimal Traditional homes built 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.

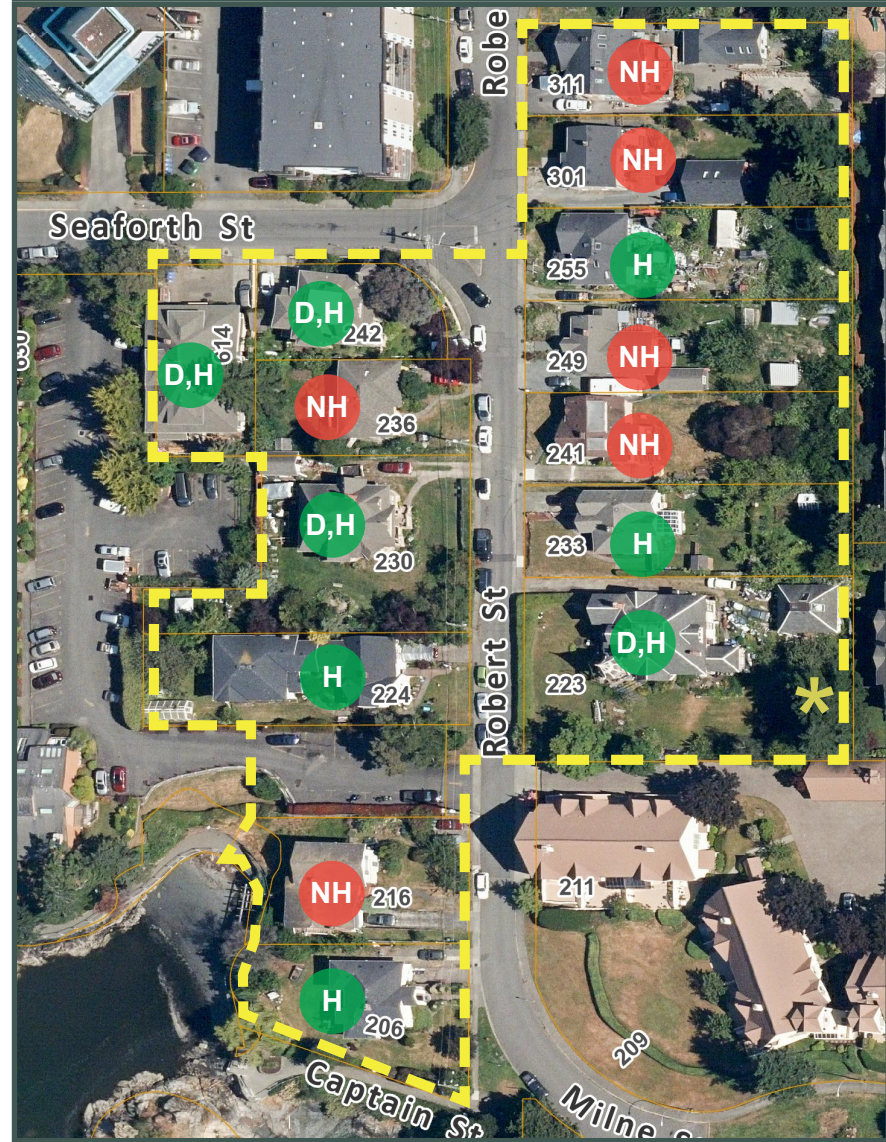
The area embodies theme 1.3 of the Victoria Heritage Thematic Framework- Pioneer Farms to First Suburbs. 223 and 230 Robert Street and 614 Seaforth Street are associated with the Muirhead and Mann Company, a significant manufacturing business

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 that reflects the historical evolution of Victoria West from a wealthy and exclusive neighbourhood to one with a diverse mix of working-class skilled and unskilled industrial and railroad employees, where Minimal Traditional homes built during the wartime now stand beside large, Late Victorian and Edwardian era homes established by wealthy entrepreneurs.
- 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 included those illustrated on the following pages
- high degree of livability achieved through generous side yard setbacks and low scale construction

Map of Heritage & Non-Heritage Properties

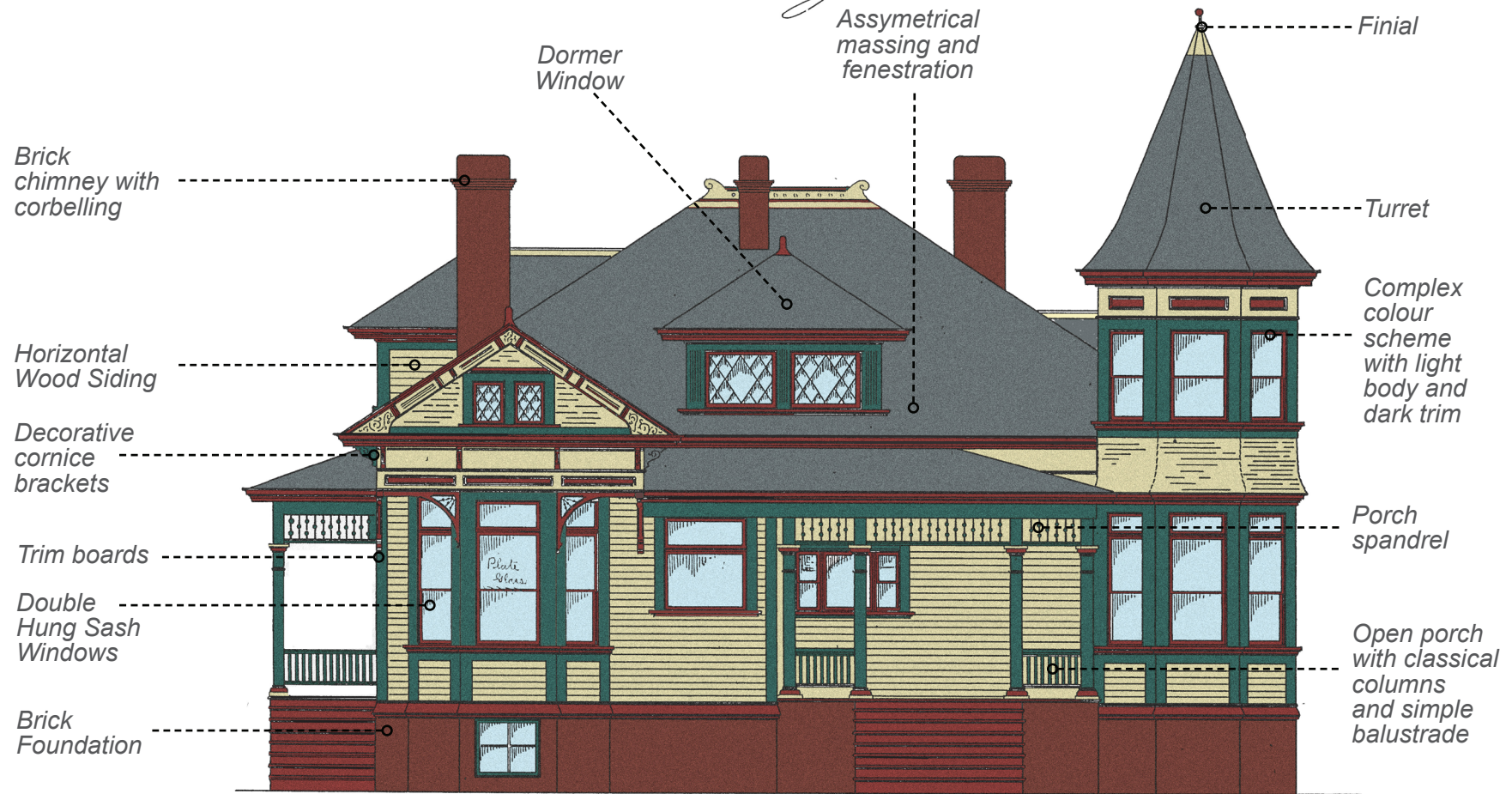


- H Heritage Property
- D,H Designated, Heritage Property
- NH Non-Heritage Property
- ✱ Culturally Significant Tree

Victorian & Edwardian 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.*



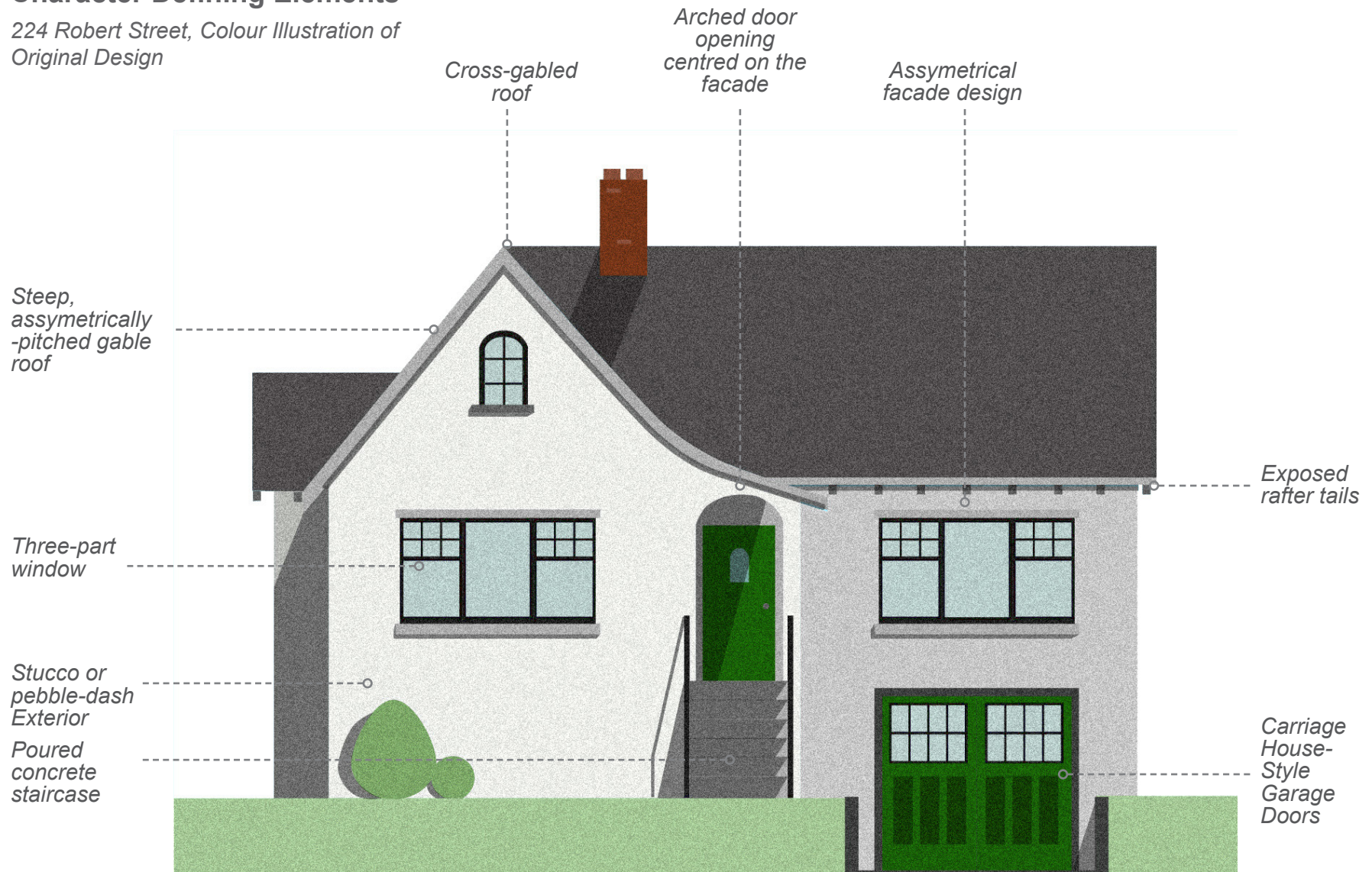
Front Elevation
- Scale 1/4" = 10' 0" inch

*Hooper + Watkins
Architects*

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

Minimal Traditional Homes Character Defining Elements

224 Robert Street, Colour Illustration of
Original Design



3 Design Guidelines for New Buildings

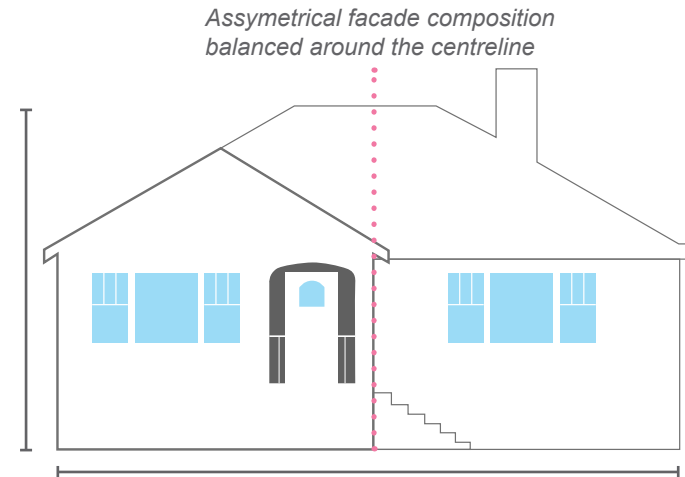
Intent: To ensure that new buildings on Robert Street, are complementary to, and distinguishable from existing homes. The guidelines permit a range of traditional and contemporary design responses that distinguish modern construction as “new”.

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

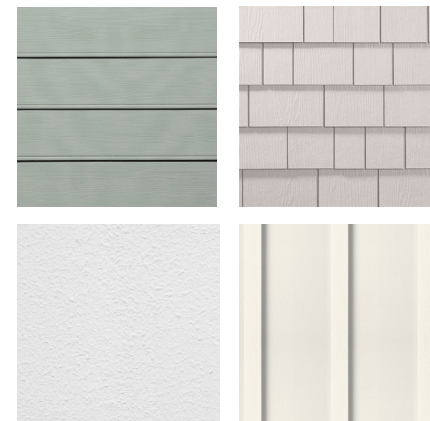
- 4.5.1 Garages should be integral to the facade or separate from the main dwelling and located behind the front wall. Projecting garages are discouraged
- 4.5.2 Garage doors should feature transom lights to visually break up the upper portion.



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



Lough View by MacAleenan Architects. This house mixes traditional elements like vertically oriented sash windows and gable roofs with modern window proportions at ground level.



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 of the 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, colours 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

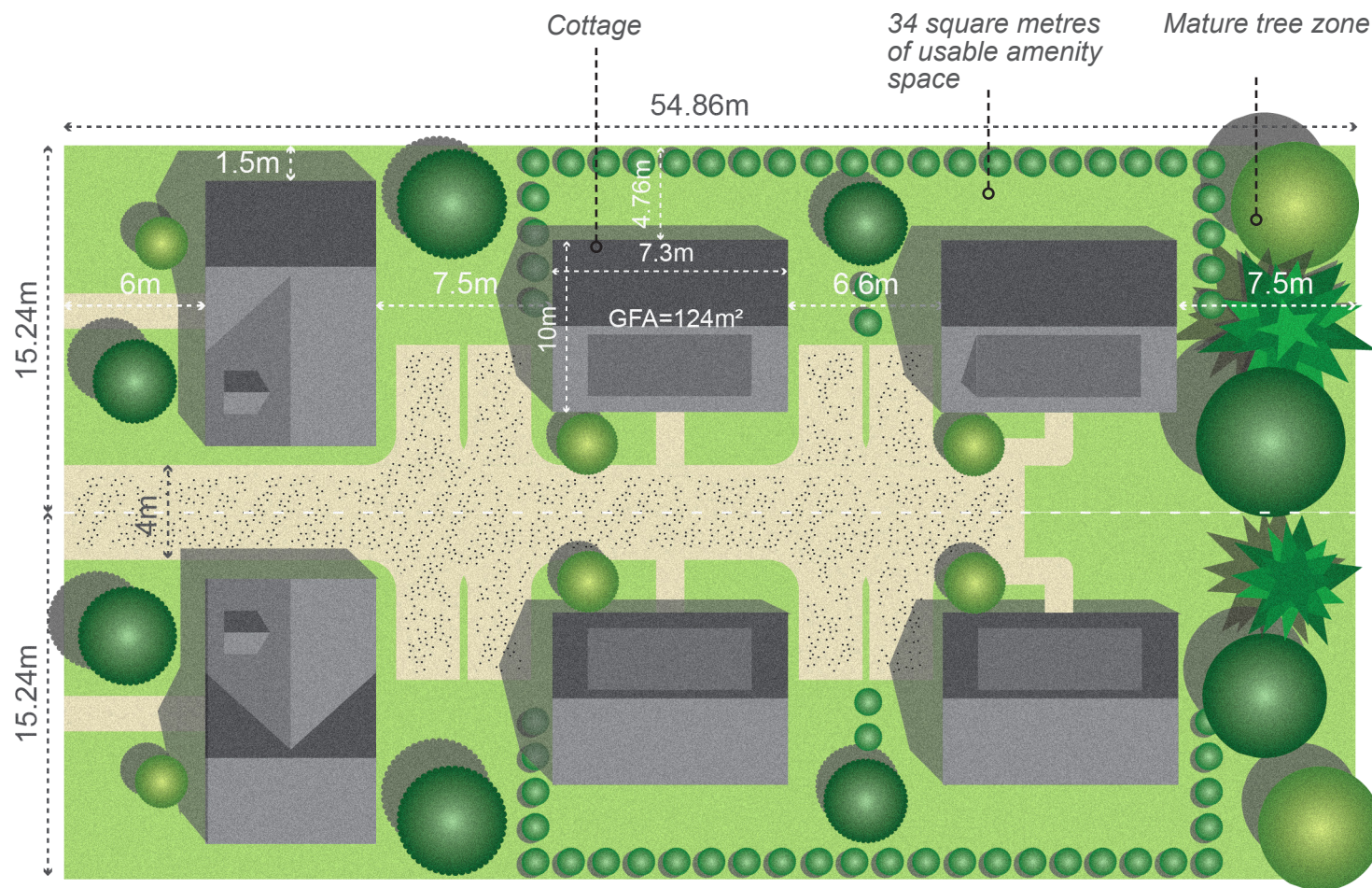
- 5.3.1 New infill buildings should be sensitively massed to minimize shadowing on adjacent properties. Half or partial upper storeys with dormers are encouraged.

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

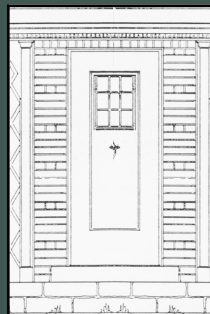
- 6.1.1 Windows of heritage properties not subject to individual heritage designation may be modified with double glazed units, provided the new units replicate the design, operation, number of window divisions of the original
- 6.1.2 Basement level windows on side or rear elevations are preferred over 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 Minimal Traditional homes, maintaining original wrought iron is encouraged. 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

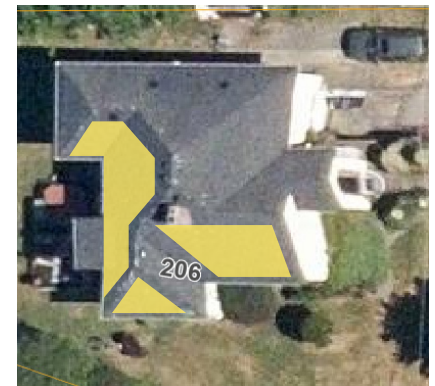
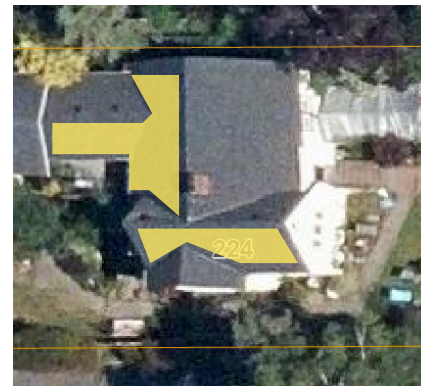
- 6.5.1 Locate solar panel or other technology installations discretely on south facing roof slopes.
- 6.5.2 Set solar panels back from the front elevation and situate them so that the roof creates a “frame” around the panels

6.6 Chimneys

- 6.6.1 For Minimal Traditional 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



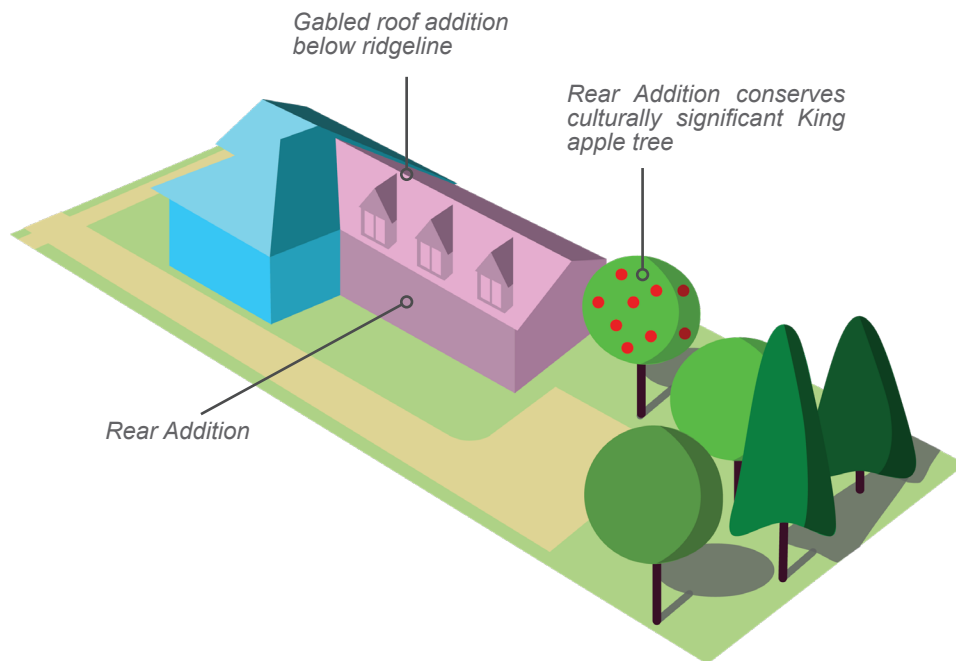
Possible areas for rooftop solar arrays

6.7 Additions

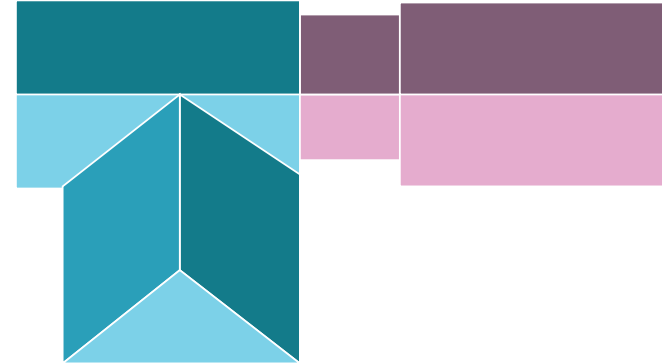
- 6.7.1 New additions should be distinguishable from the original building and should be discretely designed to be minimally visible above the ridgeline of the roof from the adjacent sidewalk.
- 6.7.2 Design rear additions to avoid impacts to culturally significant trees such as King Apple Trees.

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





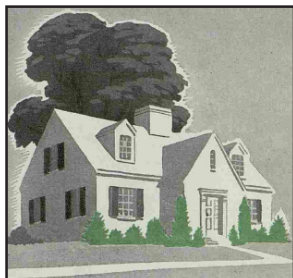
6 Landscape Design

Intent: To provide some optional guidance for front yard landscaping

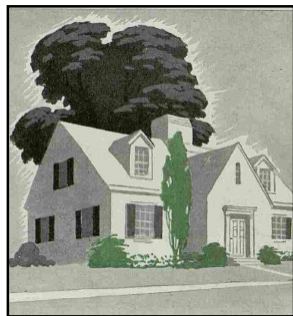
7.1 Front Yard Landscaping

- 7.1.1 For Minimal Traditional houses, foundation plantings of juniper or rhododendrons are encouraged.
- 7.1.2 For Victorian era houses, naturalistic front yard landscape designs are encouraged, see page 31.
- 7.1.3 Select tree, shrub and ground cover species with natural or cultural heritage significance.

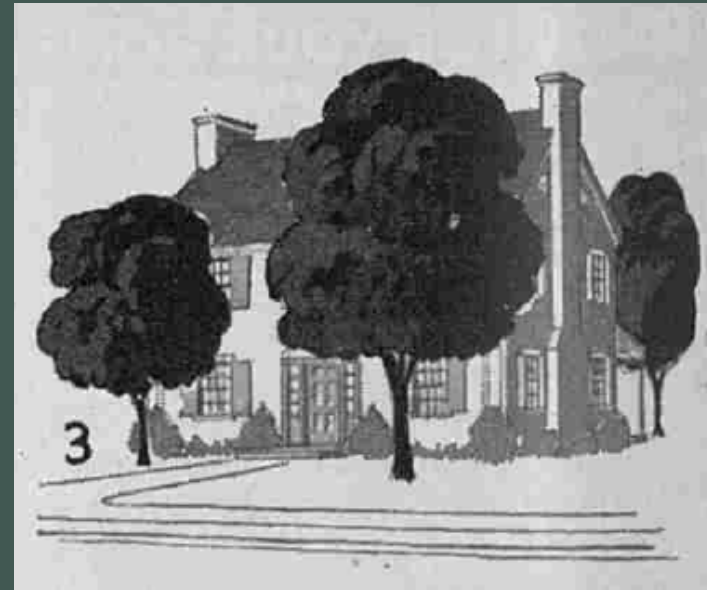
From “Is Your Planting Custom Made or Mill-Run” by Alfred Hottes, Better Homes and Gardens, May 1940



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...”

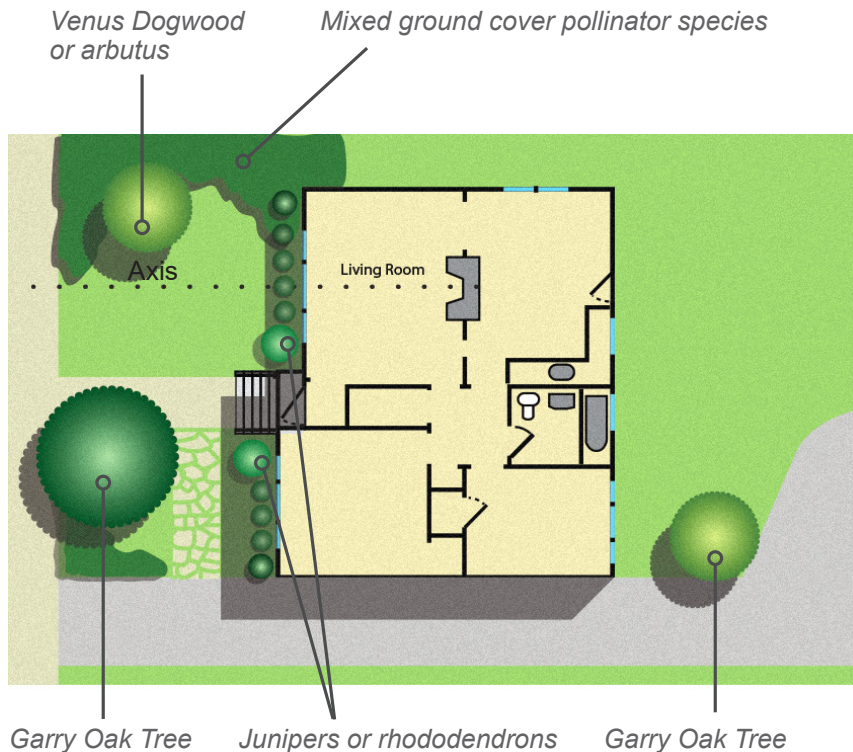


“The large front tree, set well out from the house... arches over the entrance door, obscures some of the windows and breaks the rooflines. The smaller tree on the left, set rather close to the house to offset the size of the big tree and viewed from the street needs background. This can be given by 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.



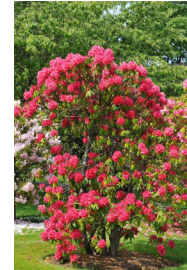
An example front yard landscape plan for a Minimal Traditional house. Plantings at the edges of the lawn create an oval of open space aligned with the axis of the picture window in the living room. Perimeter plantings block out visual distractions and views of neighbouring properties. Trees are positioned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

Example Species



Venus Dogwood

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



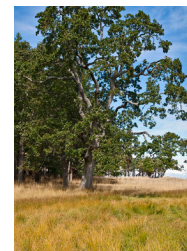
Rhododendrons

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 Ləkʷəŋən 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
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W: victoria.ca

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
- 3-5 Amendments
- 6 Consequential Amendments to Land Use Procedures Bylaw
- 7 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. 12-013, 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 74: DPA 15F: Intensive Residential - Attached Residential Development (Fairfield).”:
“Map 75: HCA 2: Robert Street Heritage Conservation Area”;
- 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 adding the following immediately after DPA 16: General Form and Character:
 - a) a new Map 75: HCA 2: Robert Street Heritage Conservation Area, attached to this Bylaw in Schedule 2; and
 - b) The following new section entitled “HCA 2: Robert Street Heritage Conservation Area”:

“1. Pursuant to Section 614 of the *Local Government Act, 2015* the area that is shaded and circumscribed by solid lines on Map 75 is designated as HCA 2: Robert Street Heritage Conservation Area, for the purpose of heritage conservation.

2. Application and Exemptions

(a) A Heritage Alteration Permit is required in accordance with section 615(1) of the *Local Government Act, 2015* except for:

- (i) Alterations to the exterior of a building that is not protected heritage property, which does not require a building permit application, and where no other exemptions listed below apply;
- (ii) A demolition permit for a building or structure not located on a protected heritage property;
- (iii) building envelope remediation, so long as there are no changes to materials, appearance or design when the remediation is completed;
- (iv) 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;
- (v) interior renovations;
- (vi) exterior painting of buildings;
- (vii) roof replacement using similar materials;
- (viii) rear deck construction;
- (ix) 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;
- (x) on lots with a single street frontage, a single garden suite located in the rear yard;
- (xi) landscaping alterations to features not identified in section 3;
- (xii) replacement of eaves troughs, downspouts and exterior lighting;
- (xiii) sustainability upgrades that do not affect the appearance of a building from the street;
- (xiv) interior insulation;
- (xv) envelope air sealing like weather stripping; or
- (xvi) mechanical system upgrades, including but not limited to those with exterior equipment such as heat pumps and air conditioning units.

(b) The General Exemptions identified in the “Overview” section of this Appendix do not apply to HCA 2 Robert Street Heritage Conservation Area.

- (c) Where the exterior of a building that is not a protected heritage property is subject to a building permit application, the Robert Street Heritage Conservation Area Guidelines (2021) for new construction apply.
3. For the purposes of sections 614(2)(a) and 615(3) of the *Local Government Act, 2015*, the special features, characteristics and special conditions that justify the designation of a portion of Robert Street and a portion of Seaforth Street as a Heritage Conservation Area, and which contribute to the heritage character or heritage value of the area include:
- (a) residential buildings reflecting a range of income levels, including large Late Victorian and Edwardian era homes built between 1888 and 1911 and modest wartime homes in the minimal traditional style built between 1939 and 1945, which together reflect the social evolution of Victoria West from a wealthy, exclusive neighbourhood to one with a diverse mix of working-class residents;
 - (b) consistent pattern of pitched roofs including cross-gabled, hipped and pitched roofs, typically with at least one front-facing gable;
 - (c) horizontal massing of buildings on the street;
 - (d) high degree of livability achieved through generous side yard setbacks;
 - (e) relatively consistent lot widths;
 - (f) relatively consistent front yard setbacks; and
 - (g) the King apple tree located in the rear yard of 223 Robert Street.
4. The objectives of this designation include:
- (a) To conserve and enhance the special character of the protected heritage property, features and characteristics that contribute to the heritage value of the Robert Street Heritage Conservation Area;
 - (b) To ensure that new buildings in the Robert Street Heritage Conservation Area, are compatible, and complementary to the protected heritage property and special features and characteristics of the area; and
 - (c) To enhance the area through infill, building additions and open spaces with a high quality of architecture, landscape and urban design that responds to its historic setting through sensitive and innovative interventions.

5. Guidelines

These Guidelines are to be considered and applied for Heritage Alteration Permits:

- › Robert Street Heritage Conservation Area Guidelines (2022).
- › Standards and Guidelines for the Conservation of Historic Places in Canada.
- › City of Victoria Heritage Program Sign & Awning Guidelines (1981).
- › Policy 10.3 of the Victoria West Neighbourhood Plan (2018).

6. Schedule of Protected Heritage Property for HCA 2: Robert Street Heritage Conservation Area:

1. 206 Robert Street
2. 224 Robert Street
3. 223 Robert Street
4. 230 Robert Street
5. 233 Robert Street
6. 242 Robert Street
7. 255 Robert Street
8. 614 Seaforth Street”

Consequential Amendments to Land Use Procedures Bylaw

- 6** Bylaw No. 16-028, the Land Use Procedures Bylaw is amended at Schedule D by adding the following words to each of Row numbers 11, 12, and 13 in Column B. DPAs and HCAs:

“HCA 2: Robert Street”.

- 7** This Bylaw comes into force on adoption.

READ A FIRST TIME the day of 2022

READ A SECOND TIME the _____ day of _____ 2022

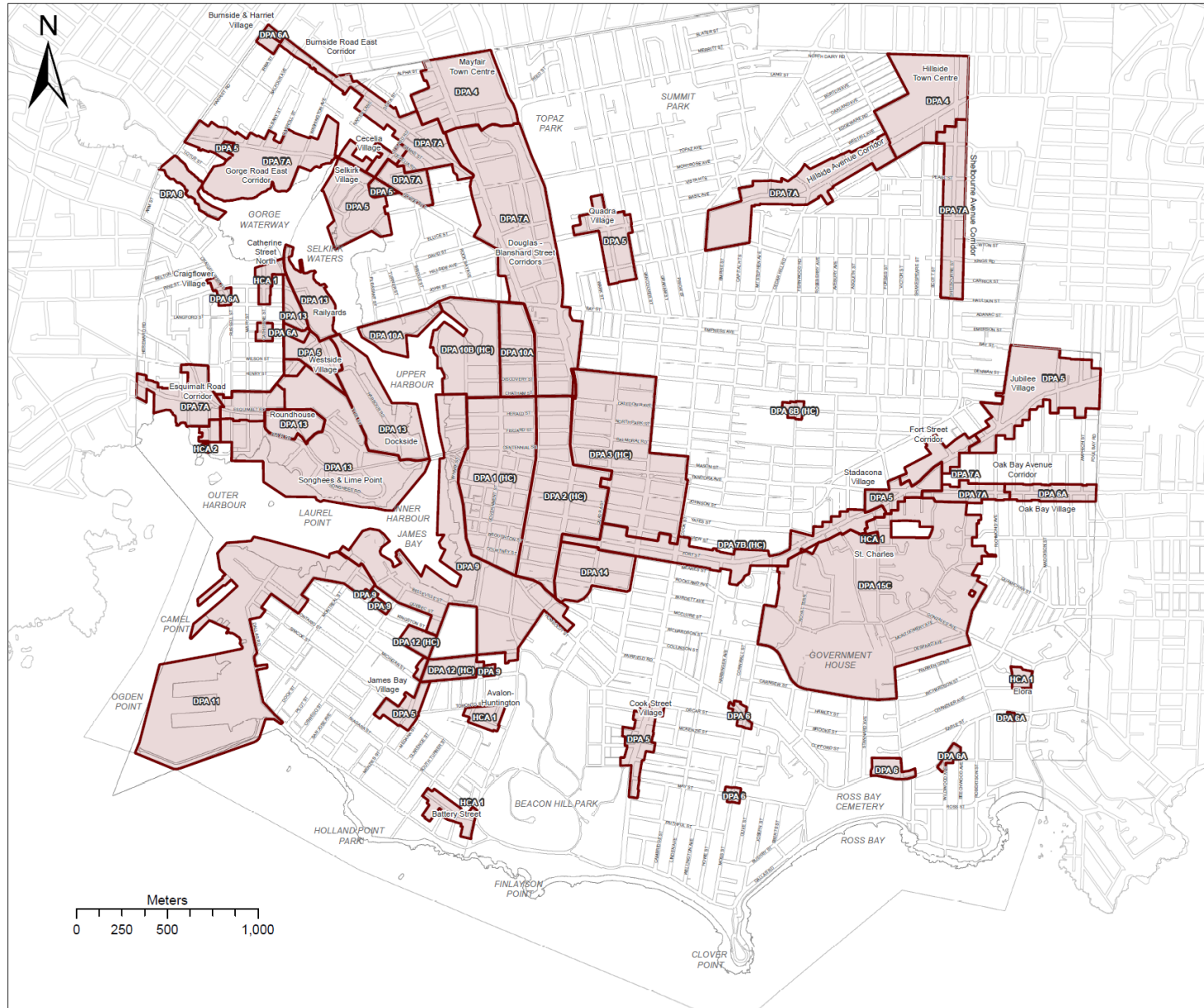
Public hearing held on the _____ day of _____ 2022

READ A THIRD TIME the _____ day of _____ 2022

ADOPTED on the _____ day of _____ 2022

CITY CLERK

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
- HCA 2: Robert Street Heritage Conservation Area
- 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 22-026, Schedule 2 Map 75



From: [sandra.martell](#)
To: [John O'Reilly](#)
Cc: [shaun.porter](#)
Subject: Feedback on Robert St. HCA Proposal
Date: January 19, 2022 8:27:59 PM

Hello John, Mayor and council,

We have reviewed the proposed official community plan (OCP) amendment seeking to designate Robert St. as a Heritage Conservation Area (HCA). We have lived on Robert St for 19.5 years and own 2 properties on the street (311 & 249). Both of our properties are currently designated non-heritage (NH) as per the information package you sent out on this project.

We appreciate all the work that has been done to gather information around the history of our street, the implications of and HCA designation, and possible HCA design guidelines.

We are adamantly opposed to any restrictions regarding the future use/design of our properties. We would like to retain access to all potential design options within the current zoning and building codes. It is important that the story of the social/architectural evolution of Victoria West continue to be told. We believe this will happen only by allowing diverse designs that reflect current building and lifestyle trends (ex. Passive houses, flat roof designs, floor to ceiling windows, green roofs etc). With respect to diversity, during a recent conversation about HCA designations with a European-trained architect, it was pointed out that in many European countries it is considered in poor taste to build a "copy/replica" of a heritage house anywhere near as it takes away from the singular or unique characteristics that make the heritage house special on its own.

We admire the beautiful designated heritage homes in our area and are happy to know they are protected and will maintain their historical and cultural significance. That said, we do not feel that Robert St. is the best example of a heritage area with the many eras of architecture represented and the overall poorly landscaped and minimally maintained yards. Thank you for the correspondence and keeping us up to date on this proposal.

Sincerely,
Shaun Porter & Sandra Martell

Sent from [Mail](#) for Windows

From: [Margot](#)
To: [John O'Reilly](#)
Subject: Community planning Robert street
Date: January 13, 2022 3:10:23 PM

Jan 13 2022

Attn John O'Reilly, senior heritage planner

Re : Official Community Plan amendment designating Robert Street as
a Heritage Conservation Area.

My family home located at 301 Robert street is one of the houses mentioned in this proposal. We don't believe in massing us all together with the existing Heritage properties conservation area guidelines that were outlined in the proposed HCA.

Our home and a few like mine were built in the early 1940's. Built to provide modest small affordable houses for families in the area.

Most of these properties have very low replacement values as per city of Victoria assessments 2021. The land holds the value.

With the lack of affordable housing in Victoria , this proposal would limit housing opportunities for Robert street in the future. I think we can have some Heritage houses and some small residential developments to be side by side on our street.

This street is a dead end street ending up at the West songway walkway. Many people walk down our street daily and the infrastructure (sidewalks) are all too narrow so people don't use the sidewalks and walk on the road.

Improvement to the sidewalks would be a good improvement to be considered.

Across the street from my home is a large apartment .

I would like my property to be a Non-Heritage property . The properties beside my location is (311 Robert St is (NH). The property on the other side location (255 Robert St is (H) .

I think this proposal should require the full neighbourhood response before the zoning changes. I know some people just don't want things to change. I hope there is a 100% response to this change in the proposal for OCP .

Your truly

Margot McLaren and Gary McLaren

Sent from my iPad

From: [Joanna Runnells](#)
To: [John O'Reilly](#)
Subject: Designated heritage area, Robert and Seaforth
Date: January 2, 2022 5:00:54 PM

Hi John,

I fully support the heritage designation for Robert and Seaforth.

Regards,
Joanna
4-242 Robert Street
Victoria, BC

From: [Marek None](#)
To: [John O'Reilly](#)
Subject: Robert St Heritage Conservation No 21-108 Bylaw Amendment (No. 39)
Date: December 31, 2021 8:42:43 AM

Dear Sir

I am an owner of two Victorian properties built in the Early 1900's. One located at 2-242 Roberts St and the Second at 67 San Jose in James Bay.

In general I am supportive of this Amendment, however I would like to understand the rationale behind point

6.1.1 - Windows of heritage properties **NOT** subject to individual heritage designation may be replaced with double glazed units.....

I would like to make that case that an upgrade to windows on **ALL** properties be added to the Amendment (As long as they "replicate the design, operation, number of window divisions of the original")

My 2 -242 Robert St property is outfitted with the same technology (i.e. Single Glaze window) it was originally constructed with 110 years ago!!!

Double glaze windows are up to 100% more efficient than single pane. Alternates such as storm window are not as effective and need to be removed in order to open windows or have them cleaned

In addition to the major heat loss (which is in my mind an irresponsible use of energy), single pane windows also tend to condense the air and provide a perfect conditions for black mold which have demonstrated negative effects to human health and pet health.

Attached Photos of our windows this morning (note the condensation and black mold which we are fighting daily)

I support the conservation of our neighbourhoods. As an immigrant from Europe our building and streets are what attracted me to Victoria. I do feel that as responsible citizens of the environment, health and natural resources we have a duty to adapt and implement technologies that provide added value rather than focus on visual criteria.

The same way we do not use cedar chips for insulation or Fir Logs for foundations. I think it's only rational to adjust the Bylaw to move away from antiquated not effective technologies.

I appreciate your time and thank you in advance

Marek Michal Gomolka

It's Your Neighbourhood

December 22, 2021

The City of Victoria is seeking your input on the proposed Official Community Plan (OCP) amendment designating Robert Street as a Heritage Conservation Area (enclosed). It is also seeking your input on the draft Robert Street Heritage Conservation Area Guidelines (enclosed) and a series of possible revisions to the OCP amendment bylaw, which are listed below.

The City is considering amending the OCP to designate a portion of Robert Street and Seaforth Street as a Heritage Conservation Area (HCA). An HCA designation would establish objectives for the area and a heritage alteration permit process for land subdivision, new construction and alterations to heritage properties. Heritage alteration permits would be reviewed against the Robert Street Heritage Conservation Area Guidelines. Permit requirements and guidelines differ for “heritage” and “non-heritage” houses (see attached map). Alterations to the exterior of non-heritage houses would not require any special approvals from the city, whereas altering the exterior of heritage houses would require approval through a delegated heritage alteration permit, which is an expedited type of permit that is free of charge. Construction of a new house or other building on a non-heritage property would require a delegated heritage alteration permit and would be subject to the HCA guidelines to ensure that it was a “good fit” with the character of the street. Existing zoning permissions would not be altered.

The following are further changes to the designation that are also being considered. They will result in revisions to the draft OCP Amendment bylaw:

- The OCP Amendment Bylaw will be revised to classify Robert Street as a new stand-alone HCA called “HCA 2: Robert Street Heritage Conservation Area” instead of including it under the existing HCA 1: Traditional Residential Area in the OCP
- The OCP Amendment Bylaw will be revised to provide the following specific list of special features, characteristics and special conditions that justify the designation of a portion of Robert Street and a portion of Seaforth Street as a Heritage Conservation Area:
 - residential buildings reflecting a range of income levels, including large Late Victorian and Edwardian era homes built between 1888 and 1911 and modest wartime homes in the minimal traditional style built between 1939 and 1911, which together reflect the social evolution of Victoria West from a wealthy, exclusive neighbourhood to one with a diverse mix of working-class residents
 - consistent pattern of pitched roofs including cross-gabled, hipped and pitched roofs, typically with at least one front-facing gable;
 - horizontal massing of buildings on the street;
 - high degree of livability achieved through generous side yard setbacks and cottage-like buildings;
 - regular pattern of rectangular lots with frontages of approximately 15 metres;
 - relatively consistent front yard setbacks; and
 - the King apple tree located in the rear yard of 223 Robert Street.
- The OCP Amendment Bylaw will be revised to clarify that the substantial reconstruction of a non-heritage house would be subject to a heritage alteration permit

Please share your comments on these revisions as well.

It's Your Neighbourhood

Detailed information on this proposal is available at:

<https://www.victoria.ca/EN/main/residents/community-planning/heritage/heritage-conservation-area.html>

Please provide your questions and feedback on this proposal by end of day, Wednesday, January 22, 2022 to:

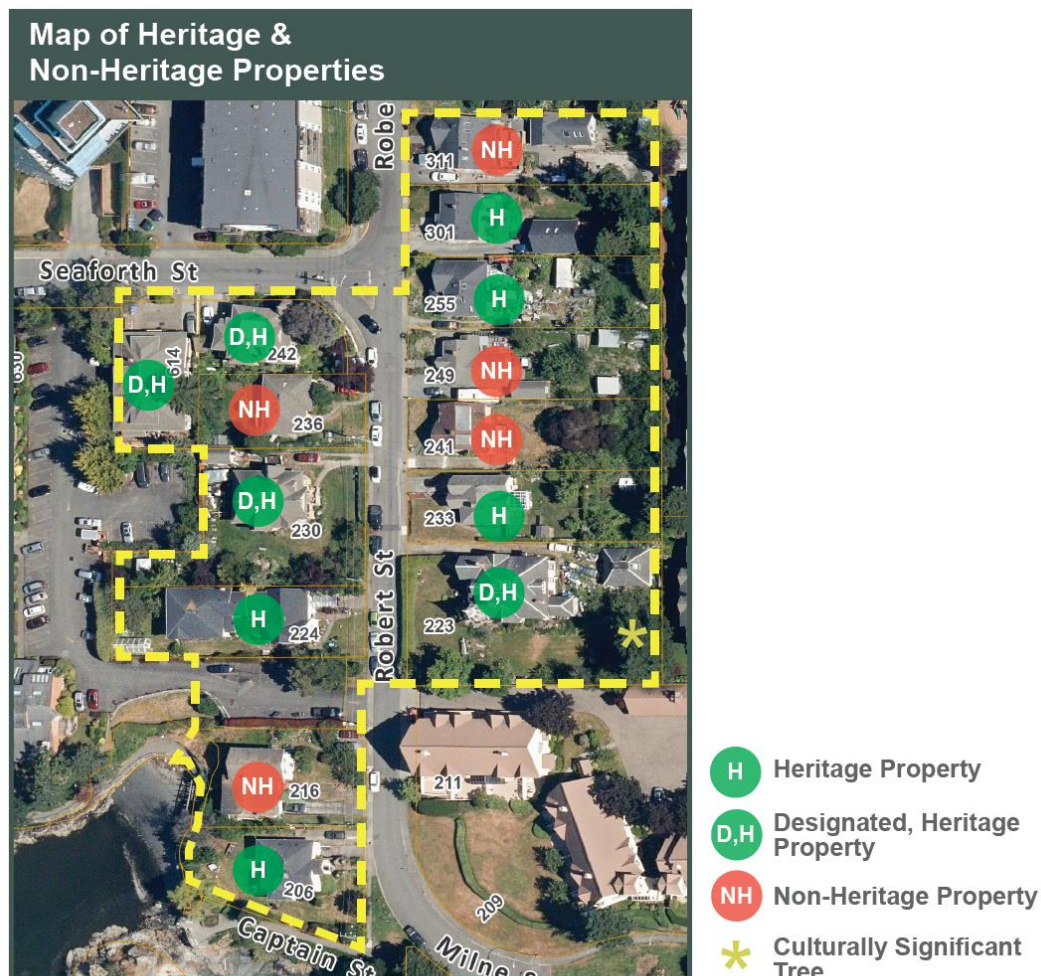
John O'Reilly, Senior Heritage Planner

P: 250.361.0484

E: joreilly@victoria.ca

All input received will be shared with City Council for their consideration prior to the introduction of the proposed Bylaw Amendments. Once a date for the public hearing has been set, notice will be posted on the property and at www.victoria.ca/publicnotices.

We look forward to hearing from you.



2022

CITY OF VICTORIA | Sustainable Planning and Community Development

Robert Street HCA

Update Report- OCP Amendment Consultation

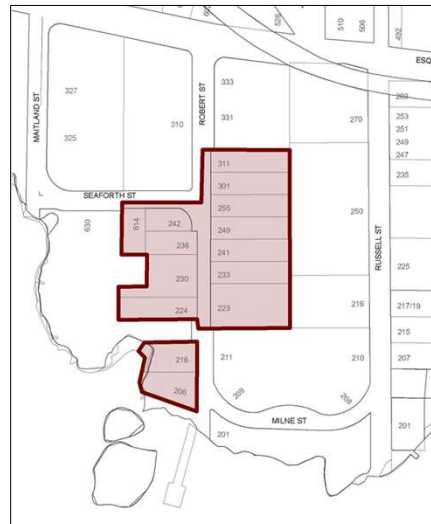
Committee of the Whole | February 17, 2022



1

Purpose

- Consider the revised bylaw and guidelines to designate a portion of Robert Street as a Heritage Conservation Area



Robert Street HCA | February 17, 2022



2

Background

- Motion passed at December 9, 2021 Council meeting
- Return to COTW because of:
 - Technical improvements
 - Changes in response to consultation



Robert Street HCA | February 17, 2022



3

Consultation

- Letter, draft bylaw and guidelines mailed to homeowners December 2021
 - Posted on City website
 - Deadline January 22, 2022
 - 5 responses



**Robert Street Heritage
Conservation Area Guidelines**



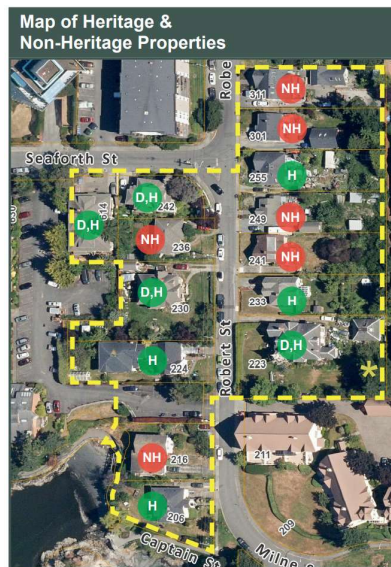
Robert Street HCA | February 17, 2022



4

Revisions

- Draft designation bylaw
 - List of heritage properties
 - Justification and objectives
 - Permit exemptions
 - 301 Robert St reclassified
- Draft guidelines
 - Clarity
 - Consistency



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

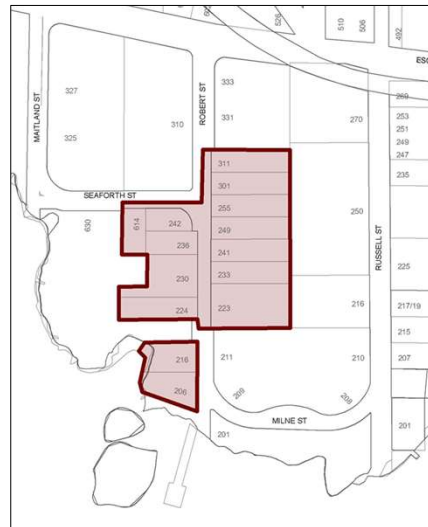
Robert Street HCA | February 17, 2022



5

Recommendation

- That Council give Official Community Plan Bylaw, Amendment Bylaw (No. 39) 22-026 readings and consideration at public hearing



Robert Street HCA | February 17, 2022



6