



## Committee of the Whole Report For the Meeting of December 12, 2019

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**To:** Committee of the Whole   **Date:** November 29, 2019

**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development

**Subject:** **Heritage Designation Application No. 000188 and Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street**

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### RECOMMENDATIONS

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council and after the Public Hearing for Rezoning Application No. 00695, if it is approved, consider the following motions:

1. "That Council authorize the issuance of Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street, in accordance with:
  - a) Plans, date stamped November 22, 2019.
  - b) The Conservation Plan for the Parkway Apartments, date stamped July 2019.
  - c) Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
  - d) Heritage Alteration Permit lapsing two years from the date of this resolution.
  
2. That Council approve the designation of the heritage-registered property located at 1050-1058 Pandora Avenue and 1508-1516 Cook Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, consistent with the plans dated November 22, 2019."

### LEGISLATIVE AUTHORITY

In accordance with Sections 617 and 618 of the Local Government Act, Council may issue a Heritage Alteration Permit which may be subject to terms consistent with the purpose of the heritage protection of the property, including: (i) conditions respecting the sequencing and timing of construction, (ii) conditions respecting the character of the alteration or action to be authorized, including landscaping and the siting, form, exterior design and finish of buildings and structures and (iii) security. Council may refuse to issue a Heritage Alteration Permit for an action that, in the opinion of Council, would not be consistent with the purpose of the heritage protection of the property.

In accordance with Section 611 of the *Local Government Act*, Council may designate real property, in whole or in part, as protected property.

## EXECUTIVE SUMMARY

The purpose of this report is to provide Council with information, analysis and recommendations for a Heritage Designation Application and a Heritage Alteration Permit Application for the property located at 1050-1058 Pandora Avenue and 1508-1518 Cook Street. The approvals for designation and heritage alterations would apply to the heritage-registered mixed-use building formerly known as the Parkway Apartments and later Wellburn's Market, which is located at the corner of Cook Street and Pandora Avenue. The building was built in 1911 and contributes to the historic character of Victoria's North Park Neighbourhood.

The proposal is for the redevelopment of the site, including the construction of a new four-storey building on the surface parking lot at 1518 Cook Street and construction of a four-storey addition to the Parkway Apartments Building, which will be renovated. The proposed development would contain 103 purpose-built rental units with retail commercial space on the ground floor. The development would result in a major restoration and rehabilitation of the street-facing elevations of the Parkway Apartments Building based on the original architectural plans for the building. Fifty percent of the interior structure of the building would be conserved and seismically upgraded.

The development requires a Rezoning and a Heritage Alteration Permit. The applicant has also proposed to heritage designate the Parkway Apartments Building as part of the application.

The development conserves a substantial amount of the original building, includes significant façade enhancements, and is thoughtfully detailed and positioned relative to the heritage building to achieve a compatible visual relationship. The applications are consistent with the *Official Community Plan* (OCP, 2012) which supports new development that enhances heritage property. The applications are consistent with the *Downtown Core Area Plan* (DCAP, 2011) heritage policies under chapter 7, which supports new development that enhances the form, character and features of heritage property and encourages new development to conserve the façades of heritage property. The applications are consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010) which encourages new additions that achieve visual compatibility through a balance between imitation and pointed contrast.

The designation of this building is generally consistent with Section 8: "Placemaking (Urban Design and Heritage)" and Section 21: "Neighbourhood Directions" of the *Official Community Plan* (OCP, 2012), the *North Park Neighbourhood Directions*, the *North Park Neighbourhood Plan* (1996) and the *Victoria Heritage Thematic Framework*.

The Heritage Advisory Panel (HAPL) reviewed the application at its October 8, 2019 meeting. HAPL recommended approval of the designation and the heritage alteration permit, with consideration of changes including an increased upper storey setback of 4 metres from Pandora Avenue, conservation of portions of the building not covered by the new construction and conservation of interior features. The applicant has increased the proposed setback in accordance with HAPL's recommendation and will be salvaging trim and furnishings from existing units. Conservation of a whole unit is not feasible due to the presence of hazardous materials that must be removed as part of this project.

The Advisory Design Panel (ADP) reviewed the Heritage Alteration Permit Application at their meeting on October 9, 2019, and recommended approval with some revisions. The applicant has revised the design in response to the most significant comments.

## **BACKGROUND**

### **Description of Proposal**

The applications propose 103 units of purpose-built rental housing and ground floor commercial uses within a development comprised of the renovated Parkway Apartments Building with a four-storey addition and a new four-storey building at 1518 Cook Street. The applicant has submitted a rezoning application to permit the increased density, height and reduced parking requirements, a Heritage Alteration Permit Application to authorize alterations to the heritage building, and a Heritage Designation Application to ensure the long-term protection of the Parkway Apartments Building.

The proposal includes the following major design components:

- construction of a new four-storey building on 1518 Cook Street with a 2.6 metre wide pedestrian walkway between the south sidewall and the conserved north sidewall of the Parkway Apartments Building
- construction of a four-storey addition to the Parkway Apartments Building set back 13.3 metres from the east elevation facing Cook Street, 4 metres from the south elevation facing Pandora Avenue, and 3.3 metres from the west elevation facing the adjacent property
- comprehensive rehabilitation and restoration of the Parkway Apartments Building ground floor glazing, transom windows and bulkheads based on the original architectural plans for the building
- restoration of the second-storey windows and parapet of the Parkway Apartments Building
- creation of a residential courtyard on the interior of the site accessed by a walkway from Cook Street between the conserved heritage building and the new four-storey building
- provision of 154 long-term bicycle parking spaces and 18 short-term bicycle parking spaces
- provision of 44 underground parking spaces.

The following data table compares the proposal with the existing CA-1 Zone, Pandora Avenue Special Commercial District. An “L” used before a number refers to the level of the building to which the measurement applies. An asterisk is used to identify where the proposal is less stringent than the existing zone. A double asterisk is used to identify where the existing building is legal non-conforming.

<b>Zoning Criteria</b>	<b>Proposal</b>	<b>Zone Standard (CA-1 Zone)</b>
Site area (m <sup>2</sup> ) - minimum	2879	n/a
Density (Floor Space Ratio) - maximum	<b>2.92:1*</b>	2:1
Total floor area (m <sup>2</sup> ) - maximum	<b>8412.30*</b>	5758
Height (m) - maximum	<b>20.22*</b>	15.50
Storeys - maximum	6	n/a
Site coverage (%) - maximum	70	n/a
Open site space (%) - minimum	22	n/a
<b>Setbacks (m) - minimum</b>		
Street setback (Pandora Ave. - south)	<b>0* (existing &amp; L1-2)</b> / 3.97 (proposed L3-6)	3
Street setback (Cook St. - east)	<b>0* (existing &amp; L1-2)</b> / 3.08 (proposed L3-4) / 13.13 (proposed L5-6)	3
Side (north)	6.18 (proposed L1-4) / 7.60 (proposed L5-6)	0 or 3
Side (west)	<b>0* (existing &amp; L1-2)</b> / <b>2.96* (proposed L3-4)</b> / 3.33 (proposed L5-6)	0 or 3
<b>Vehicle parking - minimum</b>		
Residential	<b>33*</b>	66
Commercial	<b>5*</b>	17
Visitor	<b>3*</b>	10
<b>Bicycle parking stalls - minimum</b>		
Residential - long-term	154	127
Residential - short-term	18	10
Commercial - long-term	6	6
Commercial - short-term	8	8

## Description of Historic Place

A full description of the historic place is included in the attached Conservation Plan. The Parkway Apartments Building is significant for its association with the Edwardian-era development of Victoria and for its unique commercial architectural style by architect William Ridgway Wilson. The building was constructed during a pre WWI real estate boom and featured ground-floor commercial uses with residential uses above. William Ridgway Wilson designed many significant buildings in the city, including Gyppeswyk, now part of the Art Gallery of Greater Victoria (1889), St. John the Divine Anglican Church (1912), and the Victoria Drill Hall, now the Bay Street Armoury (1913-1915). One of the earliest tenants of the building was the Wellburn's Market on the ground floor, which still occupies the building today. Character-defining elements of the building are paraphrased below:

- location
- siting
- mix of uses
- commercial form, scale and massing and L-shaped plan
- masonry construction details, including red brick in a common bond on the rear and side elevations and the white glazed brick used on the main façades
- Edwardian era design features including its: commercial and residential design with full-height storefront on the ground floor; brick piers extending from grade to parapet delineating storefront bays; decorative pressed metal cornices at the storefront and roof levels; regular arrangement of fenestration on the upper floor; flat parapet punctuated by raised portions which align with brick piers on Cook Street and Pandora Avenue façades
- original windows including: multi light wood storefront transoms spanning each storefront bay of the Pandora Avenue and Cook Street façades; single assembly hung wood frame and sash windows with parged brick sills on rear façade; single and double assembly hung wooden-sash windows, oriel windows with hung wood frame and sash windows on either side of a fixed multi-light wood frame and sash windows on the second storey of the Pandora Avenue and Cook Street façades; half-moon leaded glass window with wood frame on Cook Street façade; three panel wood doors with wood transom windows on rear façade.

## Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the North Park CALUC at a Community Meeting held on March 20, 2019. The meeting minutes, dated March 20, 2019, are attached to this report.

## ANALYSIS

The following sections provide a summary of the application's consistency with the relevant City policies, regulations and policies.

### Official Community Plan

The proposed alterations outlined in the application are consistent with the OCP and advance the following policies:

- 8.6 *Conserve and enhance the heritage value, character and special features of areas, districts, streetscapes, cultural landscapes and individual properties throughout the city.*

- 8.11 *Determine the heritage value of areas, districts, streetscapes, cultural landscape and individual properties using the Victoria Heritage Thematic Framework as identified in Figure 12.*
- 8.43 *Encourage high quality architecture, landscape and urban design to enhance the visual identity and appearance of the City*
- 8.49 *Continue to support new additions that conserve and enhance heritage property, as consistent with the National Standards and Guidelines for the Conservation of Historic Places in Canada.*
- 8.50 *Encourage new development to avoid the demolition of heritage property, or one or more of its façades.*
- 8.51 *Continue to give consideration to tools available under legislation to protect or conserve heritage property including, but not limited to: heritage designation bylaws.*

The development preserves and enhances the landmark qualities of the Parkway Apartments Building through significant façade improvements, the strategic positioning of new construction and high quality new architecture that does not compete for attention with the heritage building. The project includes major façade improvements to the Parkway Apartments Building, including the restoration of missing transom windows, re-introduction of ground storey retail glazing across the entire façade and re-animation of the partially vacant ground floor with new commercial uses. Details of the new building and addition respond directly to the heritage building through a matching colour palette, matching horizontal window dimensions and chamfered window edges. The inverted semi-hexagonal shape of the windows on the front elevation of the new building match the proportions of the projecting semi-hexagonal (oriel) windows of the heritage building. The new building is also setback over 3 metres further from the street than the heritage building, which exposes its sidewall and the front wall of the building to pedestrians. Designation of the building furthers the City's objective of ensuring the long-term conservation of heritage property through heritage designation.

#### Downtown Core Area Plan

The development conserves and restores the significant physical features of the heritage-registered building and the overall design conserves its heritage value as a landmark in the neighbourhood. This reflects the DCAP's vision of a balance between sensitive new development and heritage conservation.

The DCAP includes the following relevant objectives for heritage conservation in the downtown:

1. Retain, protect and improve real property with aesthetic, historic, scientific, cultural, social or spiritual value and heritage character as a benefit to the public.
2. Development and heritage conservation are balanced through sensitive new infill and property additions that respond to the heritage value and character of Downtown Core Area Districts.

The DCAP contains the following relevant policies for the conservation of heritage properties and districts in the downtown:

- 7.3. Conserve heritage values of the Downtown Core Area and its character-defining elements, such as individual buildings, collections of buildings, streetscapes, structures and features.
- 7.18. Support new development that conserves and enhances the form, character and features of heritage property and areas, where controlled and regulated in the Downtown Core Area.
- 7.22. Encourage new development to avoid the demolition of a protected heritage property, or one or more of its facades, where the exterior alterations are assessed to significantly damage the heritage value of the property or an area, and where facade retention is feasible in conjunction with other policies for Downtown Core Area Districts in this Plan.

The development balances new development and heritage conservation through a sensitive property addition set back over 13 metres from the heritage building's Cook Street elevation and 4 metres from the Pandora Avenue elevation. The new building north of the heritage building is strategically sited to preserve views of the heritage building approaching south along Cook Street. The new development conserves the form of the building from many vantage points and the simplified detailing and colour scheme does not compete for attention with it. As discussed above, the development conserves the main façades of the building, a sidewall, a substantial amount of the interior structure and includes significant and meaningful enhancements to the heritage character of the building through the restoration of the main façades.

#### Advisory Design Guidelines for Buildings, Signs and Awnings

The *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006) states that the overall design of new signage and awnings should enhance the architecture of the building, respond to its significant features, be simple and not busy and include complimentary colours. The applicant has proposed retractable fabric canopies along the ground floor of the building between the storefront and transom, which would reveal the transom window for the first time in decades. Signage could be applied directly to the canopy rather than the building. Historically, the building featured retractable canopies that could expose the transom when not in use. Currently the building features non-retractable, yellow canopies across the entire frontage that cover the transom window, which has been mostly boarded over.

The guidelines advise that new construction should complement any flanking heritage building and consider detailing, a comprehensive design approach and appropriate street relationship. The guidelines suggest that a contemporary solution can be quite acceptable in this context provided it is sympathetic. In staff's opinion, the combination of setbacks, cladding, colour scheme and window pattern and detailing are sympathetic to the Parkway Apartments Building.

#### Standards and Guidelines for the Conservation of Historic Places in Canada

The proposal is consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* (the Standards and Guidelines). The applicant proposes to preserve and retain virtually all intact character-defining elements on the primary elevations, construct a compatible addition to the heritage building and provide a new storefront that replicates the proportions of the original and reinstates missing entrances and glazing. The applicant also proposes to restore the wood transom window across the whole frontage. The conservation

approach is primarily rehabilitation; however, it also includes a significant amount of preservation and restoration. Rehabilitation is defined in the Standards and Guidelines as the sensitive adaptation of an historic place for a continuing or compatible contemporary use while protecting its heritage value.

The proposed new construction meets Standard 11 of the Standards and Guidelines, which applies to rehabilitation projects. Standard 11 states that any new additions should conserve heritage value and character-defining elements, while being physically and visually compatible with, subordinate to and distinguishable from the historic place. The position of the addition over the heritage building with its substantial setback from Cook Street and Pandora Avenue conserve the form, scale and massing of the Parkway Apartments Building, preserving its prominence at the corner of Pandora Avenue and Cook Street from many vantage points. The addition is subordinate to the historic building through its colour palette, design details and significant setbacks. The modern, simplified details of the addition make it clearly distinguishable. The inverted bays on the new building and the matching horizontal widths of windows is a clear reference to the historic building.

### **Statement of Significance**

A Statement of Significance describing the historic place, outlining its heritage value and identifying its character-defining elements can be found on page 7 of the attached Conservation Plan.

### **Resource Impacts**

Heritage designation of 1050-1058 Pandora Avenue and 1508-1516 Cook Street will enable the property owner to apply for heritage grants from the Victoria Civic Heritage Trust and for a tax incentive from City Council to assist with the cost of seismic upgrading.

### **Heritage Advisory Panel**

The application was reviewed by the Heritage Advisory Panel (HAPL) at its October 8, 2019 meeting. The minutes are attached. HAPL provided the following recommendation for Council's consideration:

That the Heritage Advisory Panel recommend that Council approve the designation of the heritage-registered property located at 1050-1058 Pandora Avenue and 1508-1516 Cook Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site.

That the Heritage Advisory Panel recommend that Council approve Heritage Alteration Permit with Variances Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street with the following changes:

- a) Setback from Pandora Avenue be increased to a minimum of at least 4m so that the separation is clearly visible
- b) Conserve the portion of the old building that will not be covered by the new building
- c) Consider retention of interior features where feasible, preferably in situ or relocated within the development.

The applicant increased the setback of the addition to the Pandora Avenue elevation to 4 metres in response. Conservation of the structure of the building not covered by the addition is not possible due to the location of the underground parking garage. The building does



contain original finishes including wainscoting and built in furniture. The applicant explored conservation of a full unit; however, the hazardous materials removal strategy requires extensive interior renovations. As an alternative, the applicant intends to salvage and reuse safe interior components within the renovated building.

### **Advisory Design Panel**

The Advisory Design Panel (ADP) reviewed the Heritage Alteration Permit Application at their meeting on October 9, 2019. The minutes are attached. They provided the following recommendation for Council's consideration:

That the Advisory Design Panel recommend to Council that Heritage Alteration Permit with Variances Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street be approved with the following changes:

- increase the building setback facing Pandora Avenue to 4m from the street
- revise the second floor units that face the mews to improve liveability
- reconsider the windowless interior dens and bedrooms
- resolve the proposed materials
- consider adding usable roof spaces
- consider revising the articulation of the four-storey building's façade facing Franklin Green Park, and consider the addition of balconies or Juliets
- reconsider the width of the alleyway (mews) to increase accessibility.

In response to ADP's recommendations above, the applicant made the following changes:

- increased the building setback facing Pandora Avenue to 4m from the street
- re-oriented windows to allow for more daylight penetration
- added a west-facing roof deck on the fifth storey for residents in the building
- added Juliet balconies on the west elevation overlooking Franklin Green Park
- removed planters and short-term bicycle parking stalls from the mews and relocated to the residential courtyard.
- resolved exterior materials

### **CONCLUSIONS**

The development conserves a substantial amount of the original building, includes significant façade enhancements, and is thoughtfully detailed and positioned relative to the heritage building to achieve a compatible visual relationship. The applications are consistent with the *Official Community Plan* and *Downtown Core Area Plan* which both support new development that enhances heritage property. The applications are consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada* and are particularly successful in meeting the requirements that a new addition be compatible, distinguishable and subordinate. The proposed designation is for a neighbourhood landmark in North Park featuring unique materials and an exceptional design by a notable historic architect. In staff's opinion, the designation and the heritage alteration permit are both worthy of Council's approval.

## ALTERNATE MOTION

### Option 1

That Council decline Heritage Designation Application No. 000188 and Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street

Respectfully submitted,

John O'Reilly, Senior Heritage Planner  
Development Services Division

Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:

Date: \_\_\_\_\_

### List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated/date stamped November 22, 2019
- Attachment D: Letter from applicant to Mayor and Council dated October 30, 2019
- Attachment E: Community Association Land Use Committee Comments dated March 20, 2019
- Attachment F: Parking Study prepared by WATT Consulting dated October 29, 2019
- Attachment G: Letter from MODO dated October 28, 2019
- Attachment H: Letter from applicant regarding TDM measures dated October 30, 2019
- Attachment I: Tenant Assistance Plan
- Attachment J: Conservation Plan, dated July 2019
- Attachment K: Photographs
- Attachment L: Minutes of the Heritage Advisory Panel, October 8, 2019
- Attachment M: Minutes of the Advisory Design Panel, October 9, 2019.