



Planning and Land Use Committee Report

For the Meeting of January 14, 2016

To: Planning and Land Use Committee **Date:** December 18, 2015

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: **Heritage Alteration Permit Application No. 00211 for 534 Pandora Avenue (Lum Sam & Look Den Building)**

RECOMMENDATION

Staff recommend that Committee forward this report to Council and that Council consider the following motion:

"That Council authorize the issuance of Heritage Alteration Permit Application No. 00211 for the property located at 534 Pandora Avenue, in accordance with:

1. Revised plans date stamped December 11, 2015
2. Development meeting all *Zoning Regulation Bylaw* requirements
3. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director, Sustainable Planning and Community Development."

LEGISLATIVE AUTHORITY

In accordance with Sections 972 and 973 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.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Heritage Alteration Permit Application for the property located at 534 Pandora Avenue. The proposal is to rehabilitate the heritage-registered building as part of its conversion to strata units, residential condominiums and existing retail space.

The following points were considered in assessing this Application:

- consistency with the *Official Community Plan (2012)*
- consistency with the *Downtown Core Area Plan (2011)*

- consistency with the *Standards and Guidelines for the Conservation of Historic Places in Canada*
- Statement of Significance.

The Heritage Advisory Panel considered the Application at its meeting on December 8, 2015, and recommended that Council authorize the issuance of the Heritage Alteration Permit and that the applicant consider alterations to the design of the balconies.

The rehabilitation of the heritage-registered Lum Sam & Look Den Building is consistent with City policies and would make an important contribution to the vitality and character of the Chinatown National Historic Site. Staff recommend that Council consider authorizing the issuance of Heritage Alteration Permit Application No. 00211 for 534 Pandora Avenue.

BACKGROUND

Description of Proposal

The purpose of this report is to present Council with information, analysis and recommendations regarding a Heritage Alteration Permit Application for the property located at 534 Pandora Avenue, including:

Side Alley Elevation (West)

- construction of balconies
- reconfiguration of openings

Courtyard Elevation (North)

- construction of balconies
- reconfiguration of openings
- ground floor addition for service room and upper floor addition for terrace roof

Pandora Avenue Elevation (South)

- construction of code-compliant balconies
- installation of a gate to the alley.

Heritage Advisory Panel

The Heritage Advisory Panel considered the Application at its meeting on December 8, 2015, and recommended the following:

“That Council authorize the issuance of the Heritage Alteration Permit Application No. 00211 for 534 Pandora Avenue in accordance with plans date stamped October 23, 2015, with the proviso that the front balcony be treated in a simpler, more historic fashion.”

The applicant has revised the design of the balconies in response to comments received from the Heritage Advisory Panel by making the balcony continuous and simplifying the design.

ANALYSIS

The following sections provide a summary of the Application’s consistency with the relevant City policies, regulations and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Official Community Plan (OCP)

The proposal is consistent with the OCP because it conserves the heritage value of the Lum Sam & Look Den Building and the character and appearance of the Chinatown National Historic Site. In addition, two key strategic directions of the Downtown would be met by the proposed development - continuing to conserve the historic character of Chinatown and accommodating a share of housing in the Urban Core.

Development Permit Area (DPA 1 (HC): Core Historic)

The OCP identifies this property within DPA 1 (HC): Core Historic, which includes a requirement to consider the *Downtown Core Area Plan* (DCAP) and the *Standards and Guidelines for the Conservation of Historic Places in Canada* (Standards and Guidelines).

Downtown Core Area Plan

The proposal is consistent with the DCAP where it conserves heritage values of the Downtown Core Area and its character-defining elements, such as individual buildings and streetscapes.

Standards and Guidelines for the Conservation of Historic Places in Canada

Exterior Walls

The proposed modification to exterior walls of the side alley elevation (west) and courtyard elevation (north) to accommodate a new use respects the heritage value of the Lum Sam & Look Den Building and the character and appearance of the Chinatown National Historic Site.

Exterior Form

The proposed location of the service room addition and upper floor roof extension over a new terrace ensures that the heritage value of the Lum Sam & Look Den Building is maintained. The materials are distinguishable and the massing is compatible with the exterior form and setting of the place.

Windows, Doors and Storefronts

The proposed installation of doors and windows in existing and new openings on the courtyard elevation (north) and the side alley elevation (west) are generally compatible with the character of the historic place.

Entrances, Porches and Balconies

The proposed code-compliant balconies to be installed on the courtyard elevation (north), side alley elevation (west) and the Pandora Avenue elevation are required by the new use and are compatible with the character of the historic place. The proposed gate to be located on the Pandora Avenue elevation is compatible with the character of the historic place.

CONCLUSIONS

The applicant has revised the design of the balconies in response to comments received from the Heritage Advisory Panel by making the balcony continuous and simplifying the design. The proposed development is consistent with relevant City policies and guidelines because it conserves the heritage value of the Lum Sam & Look Den Building and the character and appearance of the Chinatown National Historic Site. In addition, two key strategic directions of

the Downtown would be met by the proposed development – continuing to conserve the historic character of Chinatown and accommodating a share of housing in the Urban Core. Staff therefore recommend that Council authorize the issuance of the Heritage Alteration Permit for 534 Pandora Avenue.

ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00211 for the property located at 534 Pandora Avenue.

Respectfully submitted,



Murray G. Miller
Senior Heritage Planner
Community Planning Division



Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

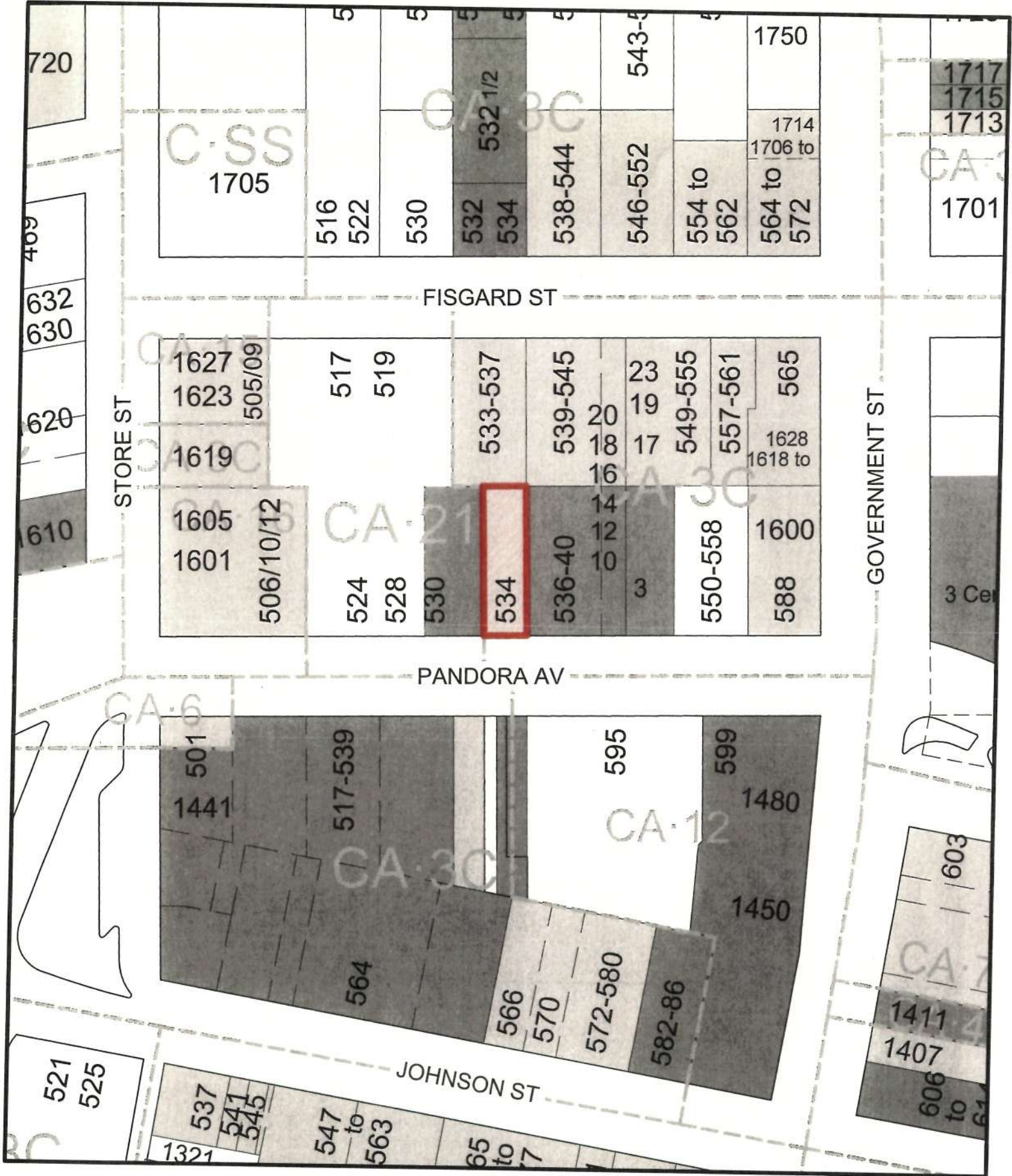
Report accepted and recommended by the City Manager:



Date: December 30, 2015

List of Attachments

- Subject map
- Aerial map
- Letter from the applicant dated October 21, 2015
- Revised plans date stamped December 11, 2015
- Statement of Significance.



534 Pandora Avenue

Heritage Alteration Permit #00211



Designated



Registered





Heritage Alteration Permit #00211





October 21, 2015

Mayor and Council
City of Victoria
#1 Centennial Square,
Victoria, BC V8W 1P6



Re: 534 Pandora Avenue - H.A.P. Application

Your Worship and Members of Council,

Victoria
977 Fort Street V8V 3K3
T 250-658-3367
F 250-658-3397
Nanaimo
102-5190 Dublin Way V9T 2K8
T 250-585-5810
[mailto:dika.ca](mailto:info@dika.ca)
www.dika.ca

We are making this application on behalf of Le Fevre and Company who have recently purchased the above noted property, known as the 'Lum Sam' Building. It is connected through a series of courtyards and alleyways to 533-537 Fisgard Street, known the 'Lee Chong' Building. These two buildings were purchased at the same time and the intention is to redevelop both lots simultaneously.

The 'Lum Sam Building' is a 2 storey brick structure that was constructed c. 1884, and is designated as a heritage building. Although the building is 132 yeas old, it is in remarkably good condition and has been maintained and actively used to the present day. The owners wish to seismically upgrade and refurbish the exterior of the building as part of a conversion of the building into 9 strata units: 8 residential condominiums and one street front live-work studio on Pandora Avenue.

The building will be mostly left 'as-is'. The Pandora frontage will be refurbished and the existing balcony railing replaced with a new code compliant railing. The conversion to strata units requires the addition of some windows and doors to the west and north elevations that face onto the alleyway and courtyard. Part of the courtyard at the rear of the building will be used for a new service room to house sprinkler and electrical equipment. As well, there will be an enclosure for garbage and recycling. A new balcony will be added to the 2nd floor suite looking onto the alleyway and a roof terrace will be added to the second floor at rear of the building.

The Lee Chong building will also be converted into another 17 strata residential units for a total of 26 units for the two projects. Bicycle parking for

**Victoria**

977 Fort Street V8V 3K3

T 250-658-3367**F** 250-658-3397**Nanaimo**

102-5190 Dublin Way V9T 2K8

T 250-585-5810info@dHkA.cawww.dHkA.ca

all 26 units will be located on the Lum Sam site. Although these two buildings will exist as two separate strata properties, the courtyard spaces and access will be shared for servicing and exit purposes.

The alleyway between the Lum Sam building and the adjacent Union Building is currently closed off with an overhead garage door and partial roof. These will be removed and replaced by a decorative metal gate and screen that will feature a circular 'maze' motive that will be used as a signature design element throughout the project.

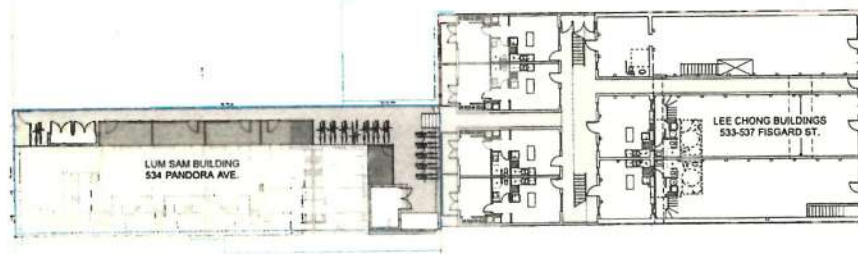
The proposed upgrading and conversion of these historic properties will make a significant contribution to the vibrancy and economic vitality of the Chinatown precinct.

We trust the forgoing is acceptable.

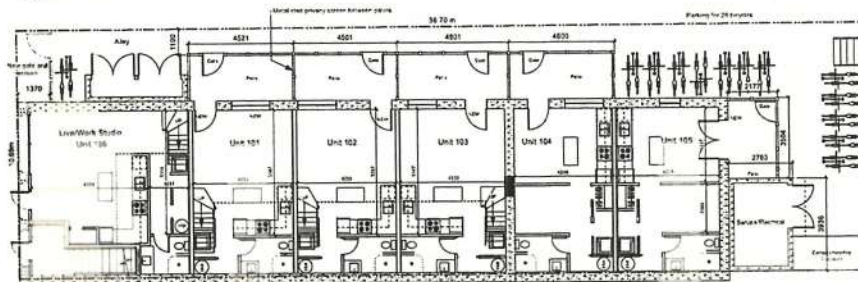
Sincerely yours,

Peter de Hoog Architect AIBC MRAIC

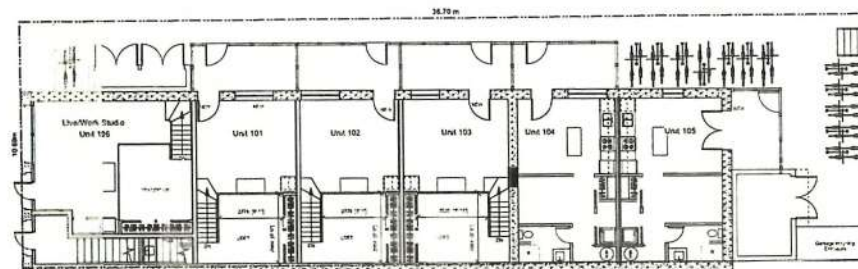
de Hoog & Kierulf architects



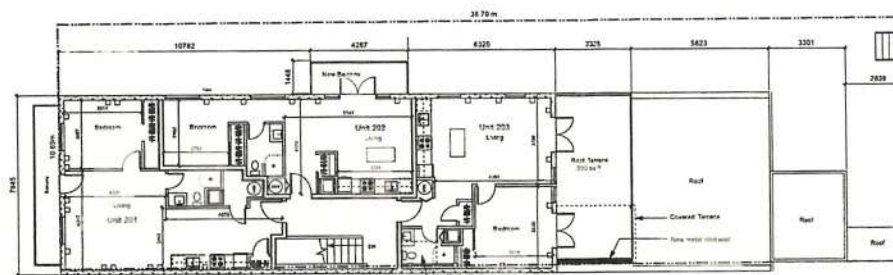
1 Site Plan
A201
Scale: 1:200



2 Ground Floor Plan
A201
Scale: 1:100



2 Loft Floor Plan
A201
Scale: 1:100



3 Second Floor Plan
A201
Scale: 1:100



Rev	Date	Description	1519 A201 Plans
1	10 DEC 13	Issue for	1519 A201 Plans
2	03 SEP 14	Revised	1519 A201 Plans
3	04 SEP 14	Revised	1519 A201 Plans

Lum Sam Building
534 Pandora Ave.
Victoria BC
Site Plan & Floor Plans



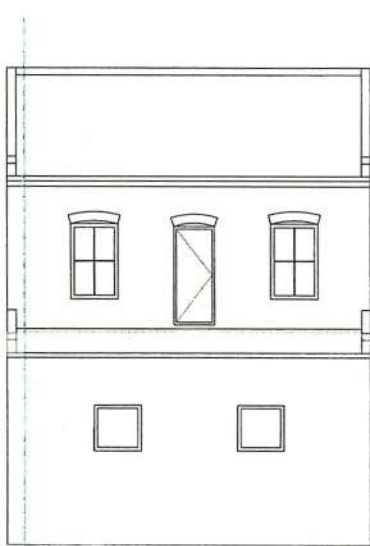
A201

de Hong & McNeil architects
Victoria
177 Fort Street V8V 3K3
Tel: 250-684-3347
Fax: 250-684-3348
122-1180 Dunsmuir Way V8T 2G3
Tel: 250-684-3347
Fax: 250-684-3348

Received
City of Victoria

DEC 11 2015

Planning & Development Department
Development Services Division



Courtyard Elevation (North)



Pandora Avenue Elevation (South)



Street View



Courtyard



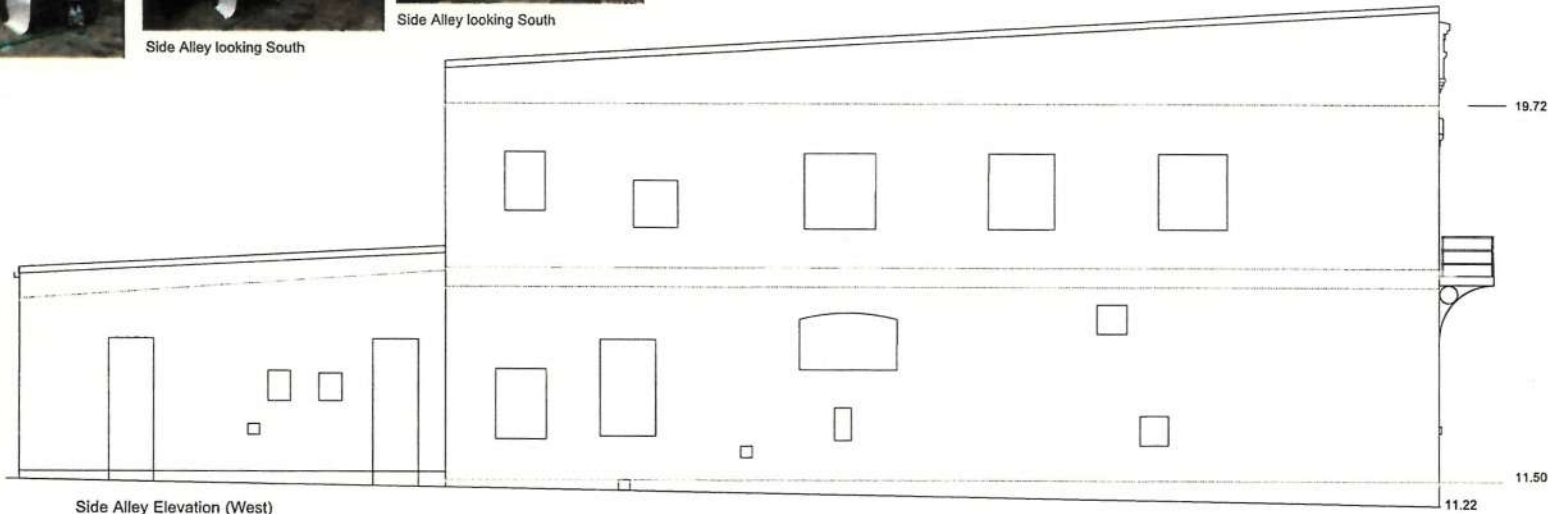
Side Alley looking South



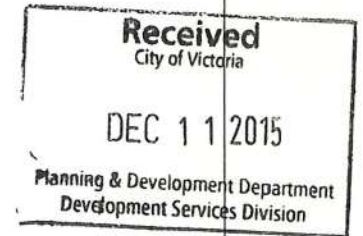
Side Alley looking South



Side Alley looking North



Side Alley Elevation (West)



For: **Lum Sam Building**
 Date: **21 Oct 15**
 Drawn by: **SAH & PDP**
 Checked by: **SAH & PDP**
 Scale: **AS SHOWN**
 Notes: **ALL DIMENSIONS ARE SHOWN IN METERS**

Lum Sam Building
 534 Pandora Ave.
 Victoria BC
 Existing Elevations

A301

SAH & PDP architects
 377 Ford Street, Unit 343
 Victoria, BC V8T 2X8
 Tel: 250-558-5555
 Fax: 250-558-5556
 Email: info@saahpdp.com

Received
City of Victoria

DEC 11 2015

Planning & Development Department
Development Services Division

- Material Legend**
- 1 Polished Metal Cap Flashing (Old Zinc Grey)
 - 2 Roof (Grey)
 - 3 Field Colour (CP CAD37 Pure Paper)
 - 4 Trim Colour (CP CAD31 Puttini)
 - 5 Accent Colour (CP CAD64 Fomli)
 - 6 Galvanized Metal Siding
 - 7 Painted Metal Siding (Black)
 - 8 Galvanized Metal Siding Screen
 - 9 Painted Metal Siding (CP CAD41 Faded)
 - 10 Polished Metal Fences (Black)
 - 11 Existing Brick (Unpainted)



1 Proposed Courtyard Elevation (North)
A302 Scale: 1:50



2 Proposed Pandora Ave. Elevation (South)
A302 Scale: 1:50



4 Detail of New Gate
A302 Scale: 1:25



3 Proposed Side Alley Elevation (West)
A302 Scale: 1:75

No.	Date	Revised	By	Checked
1	10 DEC 15		VRJ/SJS	1515 A201 Plans
2	10 DEC 15		VRJ/SJS	1515 A201 Plans
3	10 DEC 15		VRJ/SJS	1515 A201 Plans
4	10 DEC 15		VRJ/SJS	1515 A201 Plans

Lum Sam Building
534 Pandora Ave.
Victoria BC
Lum Sam Proposed

A302

de Haan & Kovalik Architects
Victoria
577 Elm Street
100-1100 Dublin Way
T 1-250-619-3367
T 1-250-585-5810

**LUM SAM & LOOK DEN BUILDING
534-534 1/2 PANDORA AVENUE**

Owner: Lum Sam and Look Den

Architect: John Teague

Date: 1884

Description of Historic Place

The Lum Sam & Look Den Building is a two-storey, Late Victorian-era brick commercial structure. It stands on the north side of Pandora Street on the southern edge of Victoria's Chinatown National Historic Site. It is also located across the street from historic Old Town and Market Square, a rehabilitated complex of late nineteenth century buildings with continuous streetfronts. The ground floor has a large storefront window and two doors, the one to the east at 534½ providing access to the upper level. The second storey has two windows flanking a door to the full-width balcony. The exterior is richly articulated with stringcourses and corbelled brickwork.

Heritage Value of Historic Place

The Lum Sam & Look Den Building is valued as a significant contributing resource to a grouping of historic structures that marks the southern edge of Victoria's Chinatown National Historic Site. This block of Pandora Avenue originally faced the Johnson Street Ravine, a swamp that marked the boundary between the European business area to the south and Chinatown to the north that illustrated a physical and cultural divide in the early city. During the early 1880s, the wooden shacks on the north side of the ravine were replaced with brick commercial blocks to house Chinese businesses, prompted by a dramatic increase in the Chinese population. These merchants set up much-needed smaller shops such as laundries, grocery stores, medicinal shops and restaurants in buildings that were often developed and owned by European pioneers. Victoria's Chinatown is expressive of a duality in architecture and cultural landscape. On each block, street façades link together, forming a wall that shields interior spaces and narrow alleyways between and through buildings are linked to central courtyards which were the hidden location of tenements, opium dens, theatres and gambling houses. This configuration is a traditional south Chinese urban pattern. The Lum Sam & Look Den Building is consistent with such a duality. Its commercial façade exhibits Italianate elements such as segmental-arched window openings, stringcourses and a decorative cornice. However, a passageway existed on the west side that provided access to the interior of the block. As the Chinese population continued to grow, the wooden buildings on Fisgard Street were replaced with brick blocks, and the interior network of alleys grew more complicated as tenements and businesses were added behind façades visible from the street.

This site is also significant as part of the forty-two hectare land holdings of Hudson's Bay Company factor, Roderick Finlayson (1818-1892), who was influential in the development of the future province and the City of Victoria. He first came to Vancouver Island in 1843 to oversee the construction of the new Hudson's Bay Company (HBC) trading post, Fort Victoria. Finlayson was made Chief Factor of HBC in 1859, after James Douglas resigned from that position to be appointed Governor of the new Crown Colony of British Columbia. Finlayson served on the Council of Vancouver Island and as Mayor of Victoria in 1878. He became wealthy from land dealings and in 1872 retired to attend to his real estate and business interests. Finlayson was described in an obituary in the *Vancouver Daily World*, as 'a

CITY OF VICTORIA DOWNTOWN STATEMENTS OF SIGNIFICANCE 2009

prominent figure amongst the business men in the Commercial quarter of the Capital'. Numerous geographical features of the province and the city are named for Finlayson.

The Lum Sam & Look Den Building is also a significant example of the vernacular Italianate style that characterized Chinatown at this time. It was the work of local architect John Teague (1835-1902). Born in Cornwall, England, Teague followed the lure of gold, first in California and then in the Fraser Valley. After some time in the gold fields, he settled in Victoria in 1860, where he lived and worked until his death. Teague served the city as councillor in 1885, and as mayor for two terms, 1892 and 1893. During his prolific career Teague designed over 350 buildings, mostly in Victoria. He was adept at all the current architectural styles, ranging from Italianate to Queen Anne Revival. For many years he was the architect for the Royal Navy at the Dockyard and Hospital at Esquimalt; his clients included most of the city's leading businessmen for whom he built commercial as well as residential buildings. Four of his buildings in Victoria: City Hall, #1 Centennial Square 1878-91; St. Ann's Academy, 835 Humboldt Street 1886; Church of Our Lord, 626 Blanshard Street, 1875-76; and the Pemberton Memorial Operating Room, 1900 Fort Street, 1896; and five buildings in the Historic Naval District, Esquimalt, 1888-91, are designated as National Historic Sites.

Character-Defining Elements

Key elements that define the heritage character of the Lum Sam & Look Den Building include its:

- mid-block location on Pandora Avenue, part of a grouping of late-nineteenth and early-twentieth century historic masonry buildings in Victoria's Chinatown National Historic Site, just north of Victoria's historic Old Town and Market Square
- commercial form, scale and massing as expressed by its two-storey height built to the property lines, symmetrical rectangular plan and flat roof
- masonry construction, including brick walls and continuous granite threshold along the street frontage
- Italianate-style details such as: segmental-arched window openings; decorative brick cornice with dentils, round-arched motif and corbelling; and rhythmic stringcourse encompassing the window heads
- additional exterior details such as the full-width metal balcony with ornamental brackets, and side wall chimneys
- double-hung wooden sash windows, including 6-over-6 windows on the front façade and 2-over-2 windows on the west wall



Donald Luxton & Associates