



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. 00210 for 533-537 Fisgard Street
(Lee Cheong 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. 00210 for the property located at 533-537 Fisgard Street, 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 533-537 Fisgard Street. 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 rehabilitation of the heritage-registered Lee Cheong 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. 00210 for 533-537 Fisgard Street.

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 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.

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 533-537 Fisgard Street, including:

Courtyard (South Elevation)

- construction of balconies
- reconfiguration of openings

Courtyard (North Elevation)

- construction of continuous walkway
- reconfiguration of openings

Fisgard Street Elevation (Courtyard Elevation - South)

- construction of code-compliant balconies
- installation of new doors in existing openings

Fisgard Street Elevation (North)

- construction of code-compliant balconies
- installation of gate to 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. 00210 for 533-537 Fisgard Street in accordance with:

1. Plans date stamped October 23, 2015
2. Applicant to consider alterations to the design of the balconies on the Fisgard Street elevation to the original design of one continuous balcony
3. Applicant to consider a more utilitarian design to the satisfaction of the Senior Heritage Planner.”

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 Lee Cheong 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 courtyard building to accommodate a new use respects the heritage value of the Lee Cheong Building and the character and appearance of the Chinatown National Historic Site.

Windows, Doors and Storefronts

The proposed new doors to be installed in existing openings on the courtyard elevation of the Fisgard building are compatible with the character of the historic place.

Entrances, Porches and Balconies

The proposed code-compliant balconies to be installed on the courtyard and Fisgard Street elevations are required by the new use and are compatible with the character of the historic place. The proposed gate to be located on the Fisgard Street elevation (north) 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 Lee Cheong 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 533-537 Fisgard Street.

ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00210 for the property located at 533-537 Fisgard Street.

Respectfully submitted,



Murray G. Miller
Senior Heritage Planner
Community Planning Division



Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

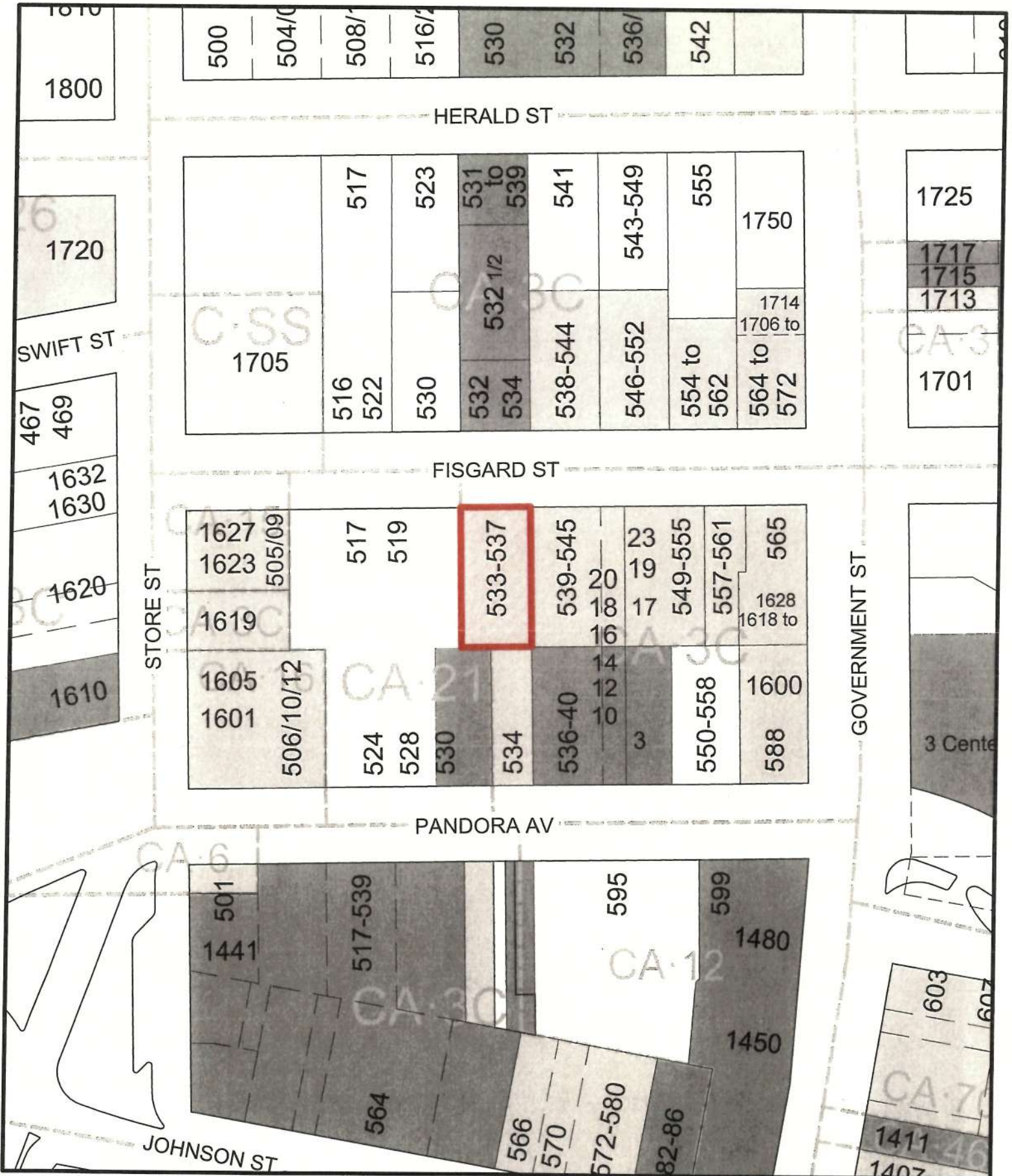
Report accepted and recommended by the City Manager:



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.



533-537 Figgard Street

Heritage Alteration Permit #00210

Designated
 Registered





533-537 Fisgard Street

Heritage Alteration Permit #00210



Received
City of Victoria
OCT 23 2015
Planning & Development Department
Development Services Division

October 21, 2015

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



Re: 533-537 Fisgard Street - 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
mail@dhk.ca
www.dhk.ca

We are making this application on behalf of Le Fevre and Company who have recently purchased the above noted property, known as the 'Lee Chong' Building. It is connected through a series of courtyards and alleyways to 535 Pandora Avenue, known the 'Lum Sam' Building. These two buildings were purchased at the same time and the intention is to redevelop both lots simultaneously.

The 'Lee Chong Building' site consists of is a 2 storey brick heritage building that was constructed in 1901, as well as a later 2 storey residential building located in the courtyard on the south side. Although the Fisgard building is 114 years 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 both buildings as part of a conversion into 17 strata units: 14 residential condominiums and 3 street as well as the 3 existing retail units.

The buildings will be mostly left 'as-is'. The Fisgard building will be refurbished and the existing balconies replaced with a new code compliant balconies on both north and south building faces. The conversion of the courtyard building into strata units requires the addition of some windows and doors, to both the south and north elevations. As well, the second floor units will benefit from a new walkway along the second floor for access and new balconies on the south side.

Along with the Lum Sam building there will be a total of 26 strata residential units for the two projects. Bicycle parking for all 26 units will be located on the Lum Sam site. Although these two buildings will exist as two separate



Victoria

977 Fort Street V6V 3K3

T 250-658-3367

F 250-658-3397

Nanaimo

102-5190 Dublin Way V9T 2K8

T 250-585-5810

mail@dhk.ca

www.dhk.ca

strata properties, the courtyard spaces and access will be shared for servicing and exit purposes.

The alleyway running between the retail units on Fisgard Street will be retained and the existing wood door 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.

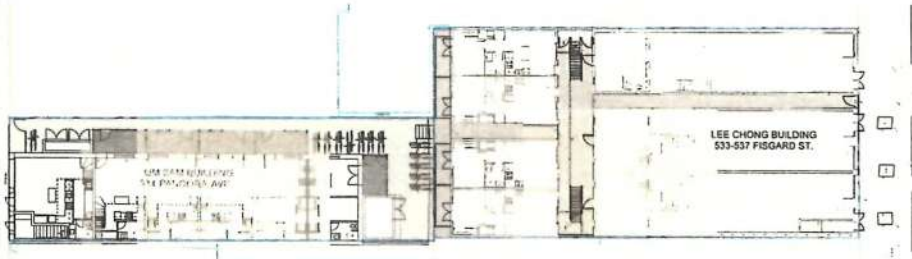
We trust the forgoing is acceptable.

Sincerely yours,

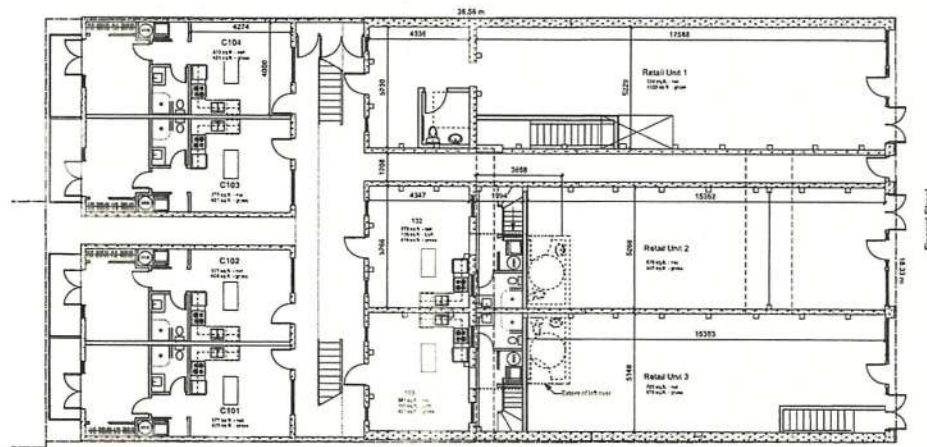
A handwritten signature in black ink, appearing to read 'Peter de Hoog', with a horizontal line underneath.

Peter de Hoog Architect AIBC MRAIC

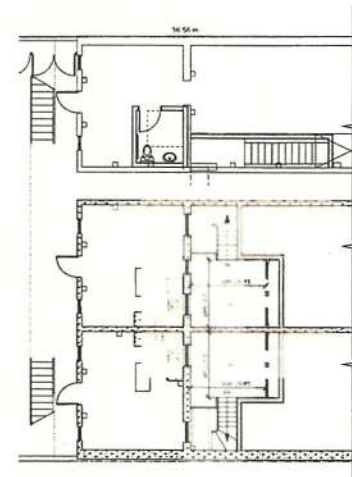
de Hoog & Kierulf architects



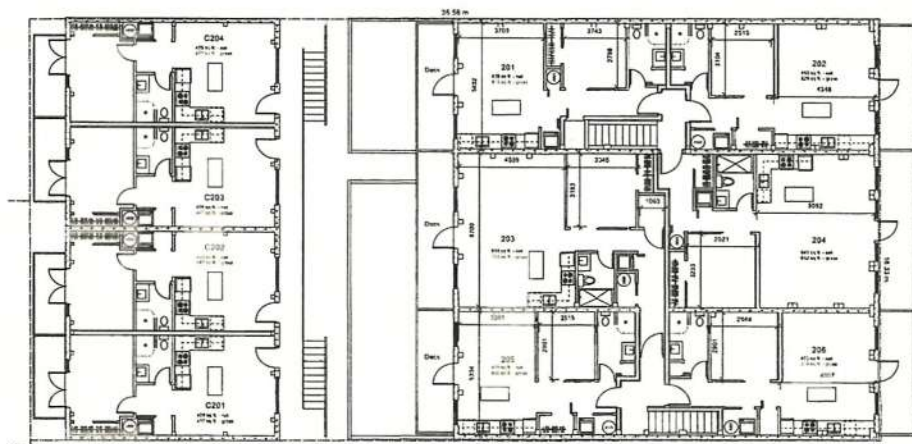
1 Site Plan
A201
Scale: 1:200



2 Main Floor Plan
A201
Scale: 1:100



3 Left Floor Plan
A201
Scale: 1:100



4 Second Floor Plan
A201
Scale: 1:100



10 DEC 15
15'x A201 Record Plans
K&K & JDP
1515

Lee Chong Building
533-537 Fisgard St.
Victoria BC
Site & Floor Plans



A201

de Hong & Koral architects
Victoria
877 Ford Street V8V 3K3 T1-250-661-5567
123 Street Victoria V8T 2K6 T1-250-343-5510

Received
City of Victoria

DEC 11 2015

Planning & Development Department
Development Services Division



Figgard Street Elevation (North)



Figgard Street Building Courtyard Elevation (South)



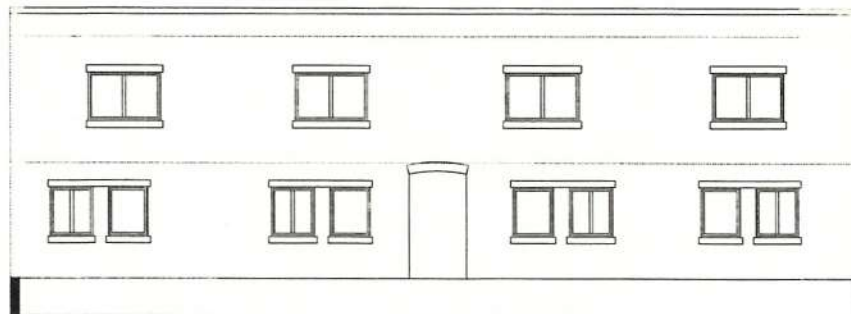
Figgard Street View



Courtyard Looking East



Courtyard Building South Side



Courtyard Building Elevation (South)



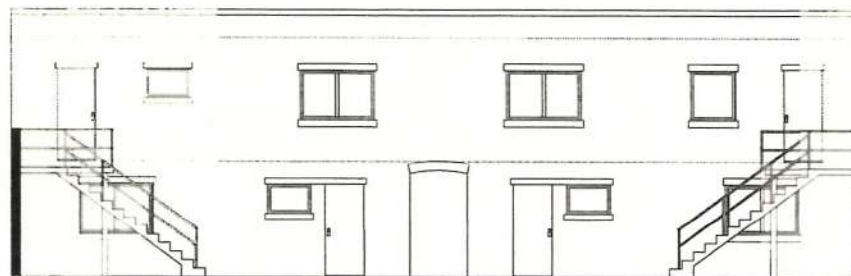
Alley to Pandora Avenue



Alley to Figgard Street



Courtyard Looking West



Courtyard Building Elevation (North)

Drawn	21 Oct 15	Checked	1539 A271 P6
Project	534 Pandora Ave.	Client	Lee Chong
Scale	1:100	Sheet	11

Lee Chong Building
534 Pandora Ave.
Victoria BC
Lee Chong - Existing



A301

Lee Chong & Kwan Architects
117 Fort Street, Victoria BC
T 1-250-654-33
117-5130 Pandora Ave., Victoria BC
T 1-250-685-58

Received
City of Victoria

DEC 11 2015

Planning & Development Department
Development Services Division



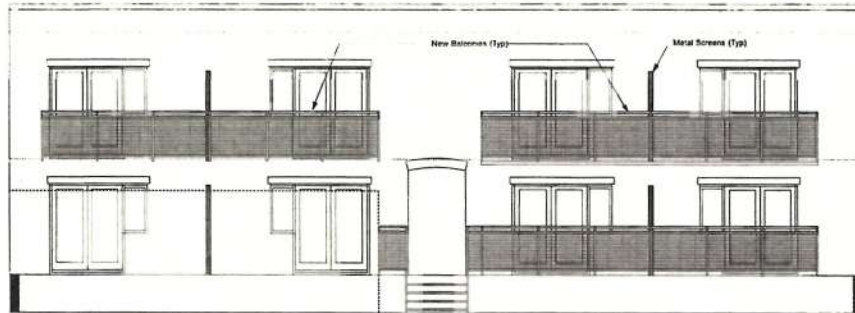
1 Proposed Fisgard St. Elevation (North)
A302 Scale: 1:50



2 Proposed Courtyard Elevation (South)
A302 Scale: 1:50



5 Detail of New Gate
A302 Scale: 1:25



3 Proposed Courtyard Bldg Elevation (South)
A302 Scale: 1:50



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

Received
City of Victoria
DEC 11 2015
Planning & Development Department
Development Services Division

Lee
10 DEC 15
454 & 4th
88 3704P

Lee Chong Building
534 Pandora Ave.
Victoria BC
Lee Chong Propose

A302
Lee Chong & Partners
377 Fair Green
112-1188 Dallas Way
Lee Chong & Partners

LEE CHEONG BUILDING, 533-537½ FISGARD STREET

Owners: Lee Cheong and Lee Woy

Date: 1901

Description of Historic Place

The Lee Cheong Building is a two-storey, brick-clad commercial and residential building located in the heart of Victoria's Chinatown National Historic Site. The front façade retains original storefront elements, including 'cheater' mezzanines. The upper storey is residential, and features segmental-arched window openings, brick corbelling, second floor doors and a central coloured glass door surround. A narrow passageway located between two of the storefronts connects to an internal courtyard and a brick tenement building behind.

Heritage Value of Historic Place

The Lee Cheong Building is valued as part of a grouping of early buildings that contribute to the historic character and urban pattern of Victoria's Chinatown National Historic Site, the oldest and most intact Chinatown in Canada. In the 1850s, exacerbated by political and social turmoil in China, thousands of Chinese migrated from a small region in the southern province of Guangdong to frontier gold rush sites in California, setting up a permanent base in San Francisco. In 1858, the Fraser Gold Rush spurred the growth of Victoria as a significant port town, and prompted the movement of many Chinese into the province. Victoria was the primary point of entry for Chinese into Canada until the early twentieth century.

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 allowed the Chinese community to adhere to follow traditional religion, kinship and economic practices while projecting the image of assimilation to Western society. The Lee Cheong building is consistent with such a duality. Externally, the building has a brick-clad commercial façade in a design that would not have been considered exotic at the time. A narrow passageway between two storefronts leads to an interior courtyard and simple tenement also clad in brick.

The Lee Cheong building is further valued as representative of the dominant role Chinese merchants played in Victoria's Chinatown. The first wave of powerful business owners had a monopoly until the early 1880s. Built in 1901, the Lee Cheong Building was the product of the second wave of merchants who immigrated to Victoria's Chinatown in the 1890s to 1910s, and included smaller clan or family proprietors who pooled their resources to purchase land to build their businesses. These merchants set up north of Pandora Avenue, bringing much-needed smaller shops such as laundries, grocery stores, medicinal shops and restaurants into the area. The original owners of the building, Lee Cheong and Lee Woy, purchased Lot 446 and built this structure in 1901. Built as 'stores and cabins', the building contained retail storefronts on the main floor, and residential

uses on the second storey, with a passageway to a separate tenement building to the rear. Lee Cheong was one of the earliest Chinese settlers, and soon became known as a leading businessman. The building was Chinese owned until 1933, when the City acquired it due to tax arrears.

Character-Defining Elements

Key elements that define the heritage character of the Lee Cheong Building include its:

- location on Fisgard Street, part of a grouping of late-nineteenth and early-twentieth century historic masonry buildings in Victoria's Chinatown National Historic Site
- continuous commercial and residential use
- siting on the front property line, with no setbacks
- commercial form, scale and massing as expressed by its two-storey height with 'cheater' mezzanines, flat roof, and three storefronts facing Fisgard Street; rear tenement connected through a narrow passageway between two storefronts
- masonry construction, including red-brick walls with dark-grey mortar, brick corbelling and pilasters, granite thresholds and wood-frame interior structure
- exterior features such as segmental-arched window openings, brick corbelling, and second floor glazed, panelled wooden doors
- Chinese features such as a tall, narrow passageway that provides access to an internal courtyard and a rear tenement, and half-width wooden storefront doors leading to second floor entries
- original windows such as 4-over-4 double-hung wooden sash windows, and a central second-floor door surround with decorative coloured and textured glass in sidelights and arched transom
- interior features such as tongue-and-groove cladding, 'cheater' mezzanines, and wooden floors