



Planning and Land Use Committee Report For the Meeting of November 12, 2015

To: Planning and Land Use Committee **Date:** October 28, 2015
From: Murray G. Miller, Senior Heritage Planner
Subject: Heritage Alteration Permit Application No. 00208 for 700 Government Street
(Lower Causeway)

RECOMMENDATION

That Council authorize the issuance of Heritage Alteration Permit (HAP) Application No. 00208 for the property at 700 Government Street, in accordance with:

1. Plans date stamped September 17, 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:

- a. conditions respecting the sequencing and timing of construction;
- b. conditions respecting the character of the alteration or action to be authorized, including landscaping, siting, form, exterior design and finish of buildings and structures; and
- c. 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 HAP Application for the property located at 700 Government Street. The proposal is to install six lamp posts (similar to the lamp posts in the area) at the lower edge of the lawn that features the "Welcome to Victoria" floral arrangement.

The following points were considered in assessing this application:

- general consistency with the *Official Community Plan (OCP)*
- consistency with the relevant guidelines of DPA 9 (HC): Inner Harbour

- general consistency with the relevant policies in the *Downtown Core Area Plan* (DCAP)
- Statement of Significance.

The proposed work is consistent with relevant City policies; therefore, staff recommend that Council authorize the HAP for 700 Government Street.

BACKGROUND

Description of Proposal

The proposal is to install six surplus lamp posts (similar to the lamp posts in the area) at the lower edge of the lawn that features the “Welcome to Victoria” floral arrangement in order to light the pedestrian part of the Lower Causeway as well as the lettering. Lamp posts will carry white globe lights, typical of the area, as well as LED spot lights, similar to those used to light the nearby Steamship Terminal Building.

ANALYSIS

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

Official Community Plan

The proposal is generally consistent with the OCP because it conserves the heritage value and special features of the Lower Causeway.

Development Permit Area (DPA 9 (HC): Inner Harbour)

The OCP identifies this property within DPA 9 (HC): Inner Harbour, which includes a requirement to consider the *Standards and Guidelines for the Conservation of Historic Places in Canada* (Standards and Guidelines) and the *Downtown Core Area Plan* (DCAP). In relation to the Standards and Guidelines, the following guidelines have been considered:

Standards and Guidelines for the Conservation of Historic Places in Canada

Additional Standards Relating to Rehabilitation

Standard 12

Create any new additions or related new construction so that the essential form and integrity of an historic place with not be impaired if the new work is removed in the future.

Guidelines for Cultural Landscapes

Built Features - Additions or Alterations to a Cultural Landscape

Recommended

Designing a new built feature, when required by a new use, to be compatible with the heritage value of the cultural landscape. For example, erecting a new farm outbuilding, using traditional form and materials, or installing signs and lighting compatible with the cultural landscape.

Staff consider that the proposed lamp posts would amount to minor new construction that if removed in the future, the essential form and integrity of the Lower Causeway would not be

impaired. In addition, the proposed installation is considered to be compatible with the cultural landscape.

Downtown Core Area Plan

In relation to the DCAP, the proposal is generally consistent with the relevant View Corridor Guidelines because it accents the Lower Causeway with architecturally-designed lighting and enlivens the waterfront.

Heritage Advisory Panel

The Heritage Advisory Panel considered the applicant's request for a heritage alteration permit at its regular meeting of October 13, 2015, and recommended that Council consider authorizing the issuance of Heritage Alteration Permit (HAP) Application No. 00208 for the property at 700 Government Street.

CONCLUSIONS

The proposed work to install six lamp posts on the Lower Causeway, depicted in drawings prepared by Waymark Architecture Inc., is consistent with relevant City policies and guidelines. Staff, therefore, recommend that Council authorize the Heritage Alteration Permit for 700 Government Street.

ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00208 for the property located at 700 Government Street.

Respectfully submitted,



Murray G. Miller
Senior Heritage Planner
Community Planning Division



Jonathan Tinney
Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager:



Date: November 3, 2015

List of Attachments

- Subject map
- Statement of Significance
- Letter from architect, date stamped September 17, 2015
- Letter from Songhees Nation, date stamped September 17, 2015
- Letter from Esquimalt Nation, date stamped September 17, 2015
- Plans, date stamped September 17, 2015.



Thursday, September 10, 2015

Mayor Lisa Helps
and City of Victoria Council
City of Victoria
1 Centennial Sq,
Victoria, BC V8W 1P6

re: Heritage Alteration Permit for new lighting of the Inner Harbour Lower Causeway

Dear Mayor Helps,

The Greater Victoria Harbour Authority would like to submit the attached permit application for the addition of new lighting on the Inner Harbour's Lower Causeway. Specifically, this application is for the addition of 6 new lamp posts - similar to the lamp post in the area - at the lower edge of the lawn featuring the "Welcome to Victoria" lettering in flowers. The lamp posts will serve two purposes, of lighting the pedestrian walkways on the lower causeway with typical white globe lamps, and of lighting the lawn signage with LED spot lights.

Conduit(s) will be buried at the very edge of the lawn to minimize disturbance to the lawn area or to the concrete seating areas and walkway.

If you have any questions about the submission, please feel free to contact me at the number below.

Sincerely,

Will King, Architect AIBC, MRAIC. LEEP AP



E: info@waymarkarchitecture.com
T: 778-977-0660

www.waymarkarchitecture.com
Founding Principal: Will King, Architect AIBC

P.O. Box 8325 Stn Main
Victoria, British Columbia
V8W 3R9



Songhees Nation



Mayor and Council
#1 Centennial Sq.
Victoria BC

September 14, 2015

Re: Illumination to the causeway in front of the 'Welcome to Victoria' landscaping

We have reviewed the architectural renderings and plans to install additional lighting along the causeway at the above location, as prepared by Iredale Architectural Group. We have discussed the project as identified on drawings [A001, A200, A300] and the lighting level study of the inner harbour offered by Applied Engineering Solutions [E4.0] that make up the project. The presentation of this scheme has been explained to the Songhees Nation and was well received with no concerns raised.

We have been looking forward to improving this area of the harbour causeway for many years, this level of illumination is greatly needed and will improve the experience for all user groups and the community at large it will offer a better connection to the harbour walkway and greatly increase the level of safety.

We look forward to working with the Greater Harbour Authority and City of Victoria and hope that this design becomes a reality.

Yours sincerely,

Chief Ron Sam



ESQUIMALT NATION

1189 Kosapsum Drive
Victoria, BC, V9A 7K7
Phone: 250-381-7861
Fax: 250-384-9309

Received
City of Victoria

SEP 17 2015

Planning & Development Department
Development Services Division

September 1, 2015

Mayor and Council
#1 Centennial Sq.
Victoria BC

Dear Mayor Helps and Council:

Re: Illumination to the causeway in front of the 'Welcome to Victoria' landscaping

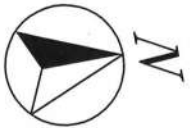
We have reviewed the architectural renderings and plans to install additional lighting along the causeway at the above location, as prepared by Iredale Architectural Group. We have discussed the project as identified on drawings [A001, A200, A300] and the lighting level study of the inner harbour offered by Applied Engineering Solutions [E4.0] that make up the project. The presentation of this scheme has been explained to the Esquimalt Nation and was received with no concerns raised.

We have been looking forward to improving this area of the harbour causeway for many years, this level of illumination is greatly needed and will improve the experience for all user groups and the community at large it will offer a better connection to the harbour walkway and greatly increase the level of safety.

We look forward to working with the Greater Victoria Harbour Authority and the City of Victoria and hope that this design becomes a reality.

Yours sincerely,

Chief Andy Thomas



ROYAL B.C.
MUSEUM

CONFERENCE
CENTRE

JAMES BAY

IH-Park

HUMBOLDT ST

GORDON ST

COURTNEY ST

BROUGHTON ST

WHARF ST

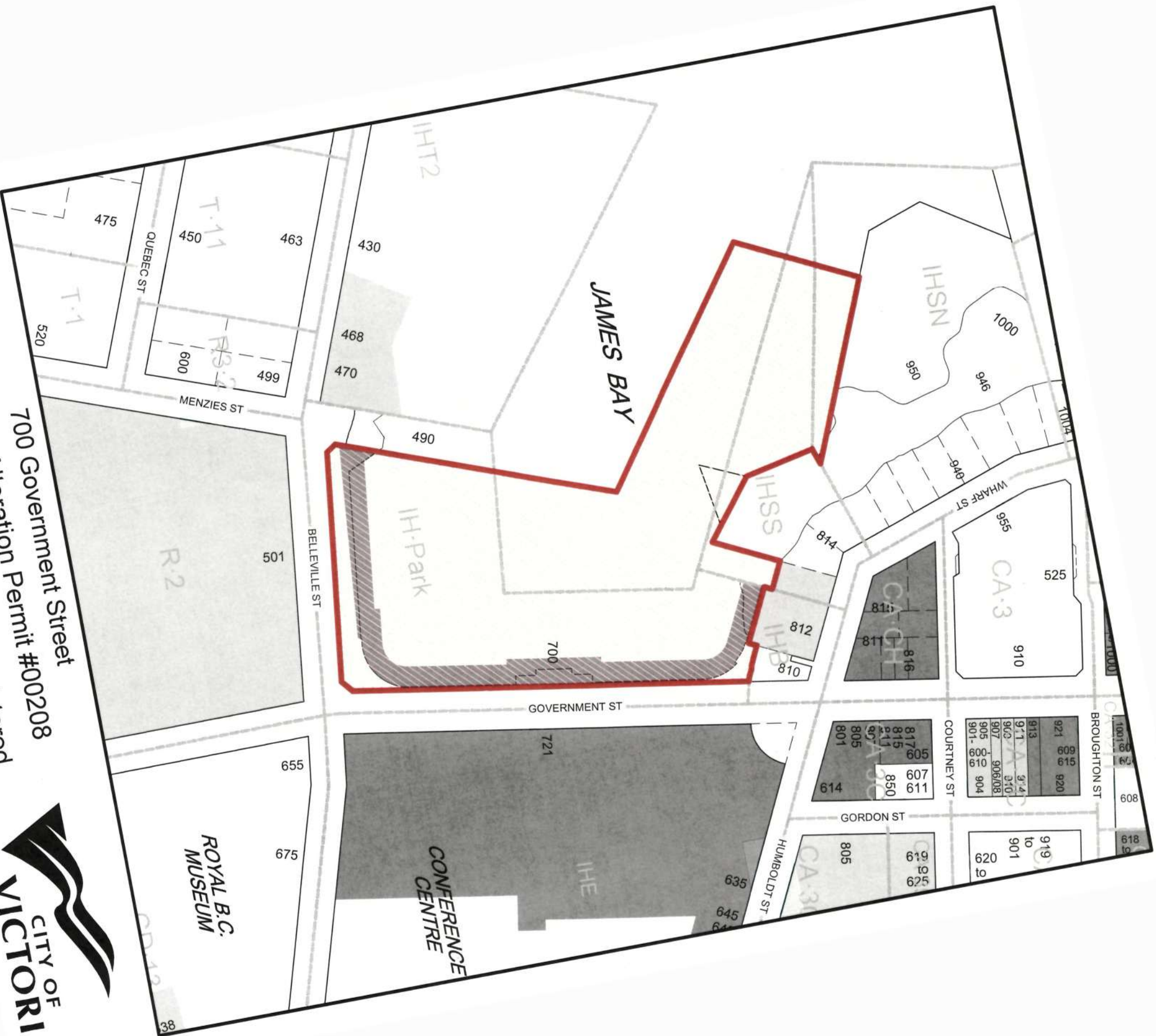
BELLEVILLE ST

MENZIES ST

QUEBEC ST

700 Government Street
Heritage Alteration Permit #00208

Registered
Designated



STATEMENT OF SIGNIFICANCE

LOWER CAUSEWAY 700 GOVERNMENT STREET

Description of Historic Place

The historic place is a wide, formally-designed section of the public promenade skirting the perimeter of Victoria's Inner Harbour. It comprises a quayside walkway flanked by a raised area of planting, incorporating treed seating areas, set against the rustic stone retaining wall of the older causeway.

Heritage Value

The heritage value of the lower causeway resides in its strategic role in the development of Victoria's urban environment, for the way it reflects the changing role of Victoria's urban environment, for its design, and its use.

Completed in 1974, the lower causeway was the key recommendation, and the most tangible outcome, of Arthur Erickson Architects' 1973 Inner Harbour Study, commissioned by and written in collaboration with the City of Victoria, to consider enhancing the living and working environment of the Inner Harbour as its role as a commercial port and industrial margin declined. This innovative study, the first to look at the entire shoreline of that area, provided design guidelines that could be used by the City to make the shoreline accessible to the public. The guidance is of interest for reflecting the spirit of the age, focusing on people, health and play rather than machines, commerce and work.

Designed by Vancouver architect and waterfront design specialist, Norm Hotson, while at Arthur Erickson's office, and one of the last major projects engineered by City of Victoria staff, the causeway is of significance as a piece of enduring 1970s urban design. Its popularity as an open-air market, tourist destination, and attractive urban park are testament to the success of its design.

The form of the lower causeway is of value for the way it reflects the principles underlying Erickson's architecture. Spatially, the provision of a dedicated pedestrian route away from the traffic along Government Street, the creation of areas for events and people watching, and the integration of contemplative spaces are characteristic of his landscape design at that time, as is the sculptural use of "sitting and walking" steps and tiers to define spaces. The trees and low hedges that provide shade and a windbreak, and the "mushroom lights" and contrasting paving material at the promenade edge to avoid the use of railings are of interest for the way they illustrate the architect's lateral thinking on design issues.

The lower causeway has become a significant public space at the heart of the city, used by workers and visitors, market stall-holders, musicians and artists.

Character-Defining Elements

- Waterside location
- Public access by boat and on foot
- The steps and tiers that create zones, including the pedestrian zone, gathering areas, and contemplative areas
- The absence of buildings and signage

- The integration with the fabric of the old stone causeway, including the visibility of the rustic stone revetment as a backdrop to the lower causeway seating, and the adaptive reuse of the old steamer steps to link new causeway to old
- Uninterrupted views along the lower causeway promenade and between the trees and stone face of the old causeway
- Trees in square planters shaped to permit views of the Inner Harbour from the benches on the lower causeway, and from the parapet of the stone causeway behind
- The curving of the causeway at the northeast and southeast corners
- The paving materials, including the exposed aggregate placed concrete, the quartzite pavers at the water's edge, and the slate pavers in the seating areas
- The universal, including the benches on the upper tier, the octagonal planters arranged in groups, the mushroom luminaires, and the lighting poles
- The careful positioning of elements throughout the lower promenade, including the alignment of trees, control joints and lighting poles, the centering of benches between the trees, the even spacing of the lighting, and step irons to the water.

Greater Victoria Harbour Authority Lower Causeway Lighting

PROJECT ID: 2015-002

REGISTERED OWNER:
Greater Victoria Harbour Authority

LEGAL DESCRIPTION:
Lot A of The Bed of Victoria Harbour Victoria District Plan VIP73552

Scope of Work:
Install new lamp posts along the edge of the lawn, sporting the "Welcome to Victoria" lettering in flowers, in order to light the pedestrian part of the lower causeway as well as the lettering. Lamp posts will carry white globe lights, typical of the area, as well as LED spot lights, similar to those used to light the nearby Steamship Terminal Building.

Zoning:
Part 8.25 - IHT2 Zone, Inner Harbour Terminal District

Building:
Area contains hard and soft landscaping only.



ARCHITECTURAL:

WILL KING
WAYMARK ARCHITECTURE
300-3 FAN TAN ALLEY
VICTORIA, BC V8W 3G9
778-977-0660

LIGHTING:

IAN BARNES
APPLIED ENGINEERING SOLUTIONS
3rd FLOOR, 1815 BLANCHARD STREET
VICTORIA, BC V8T 5A4
250-381-6121



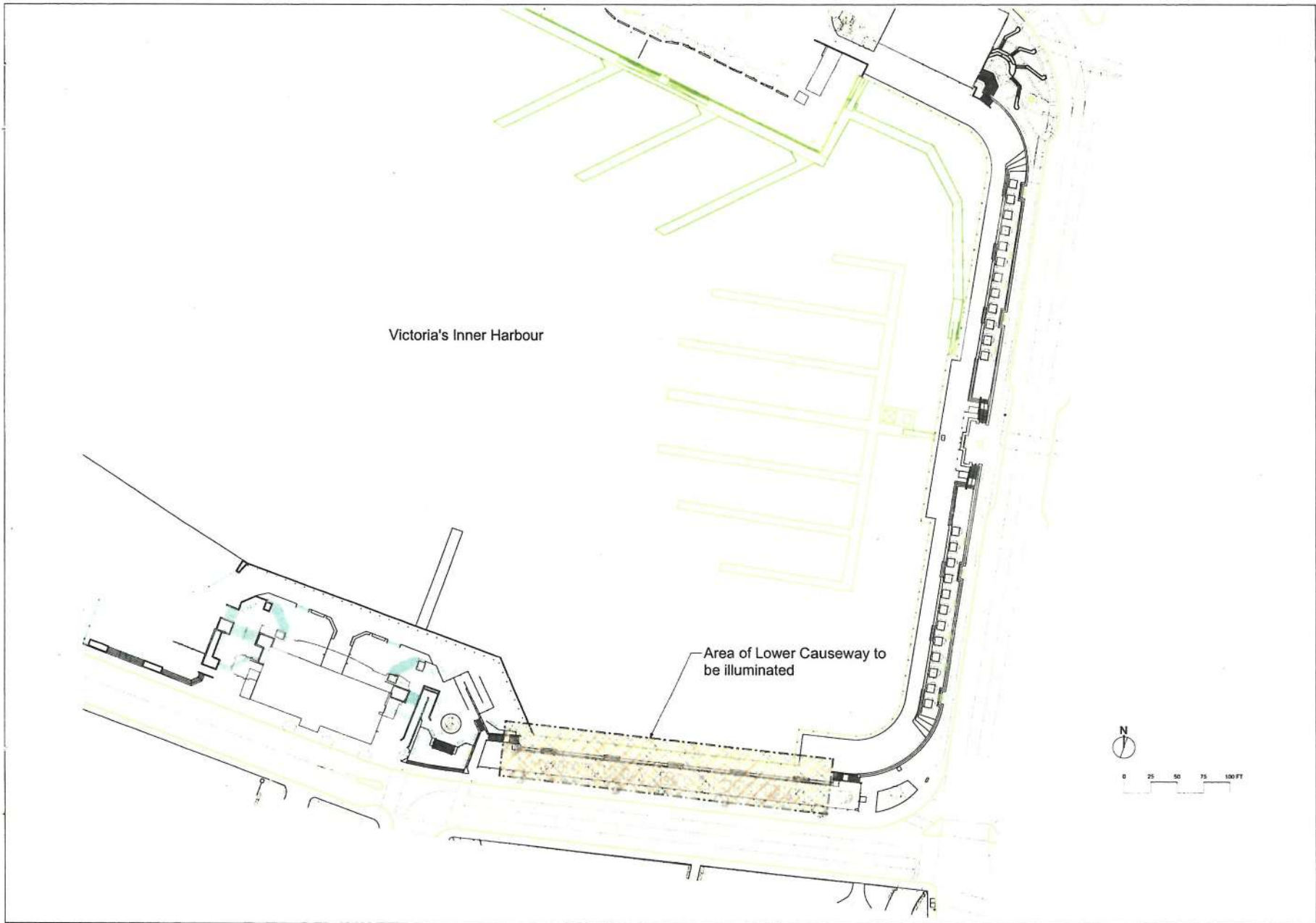
www.waymarkarchitecture.com
300-3 Fan Tan Alley
Victoria, BC V8W 3G9

Greater Victoria Harbour Authority
Lower Causeway Lighting

PROJECT ID: 2015-002

9/10/15

Issued for HAP submission



www.waymarkarchitecture.com
 1020 - 3 Lane Tan Alley
 Victoria, BC V8W 3G9

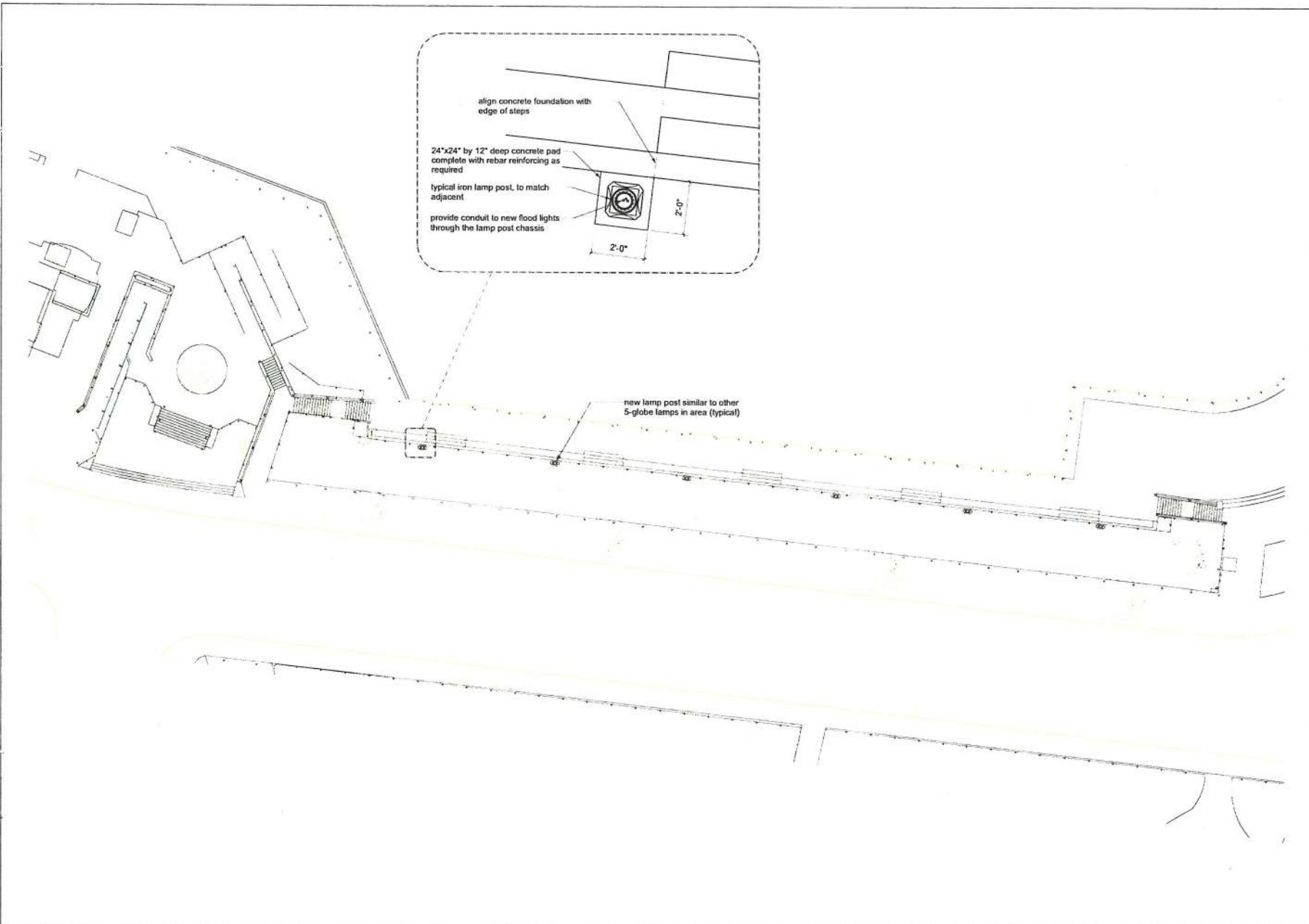
No	Date	Appr	Revisions Notes
2	9/15/15		Issued for HAP submission

No	Date	Revisions Notes

Project Name
 Greater Victoria Harbour Authority
 Lower Causeway Lighting

Site Plan

Date September 15, 2015	Scale 1:150
Author W. King	Client Greater Victoria Harbour Authority
Checked W. King	Project No. A001
Approved W. King	
Revised By	



No.	Date	Appr.	Revised Notes

No.	Date	Revised Notes

<p>Project Name Greater Victoria Harbour Authority Lower Causeway Lighting</p>	
<p>Client Name Lower Causeway Plan Option #1</p>	
Date September 18, 2013	Scale 1:100
Drawn by WJL/Eng	Sheet Number A100
Checked by WJL/Eng	
Approved by WJL/Eng	
Project ID 	



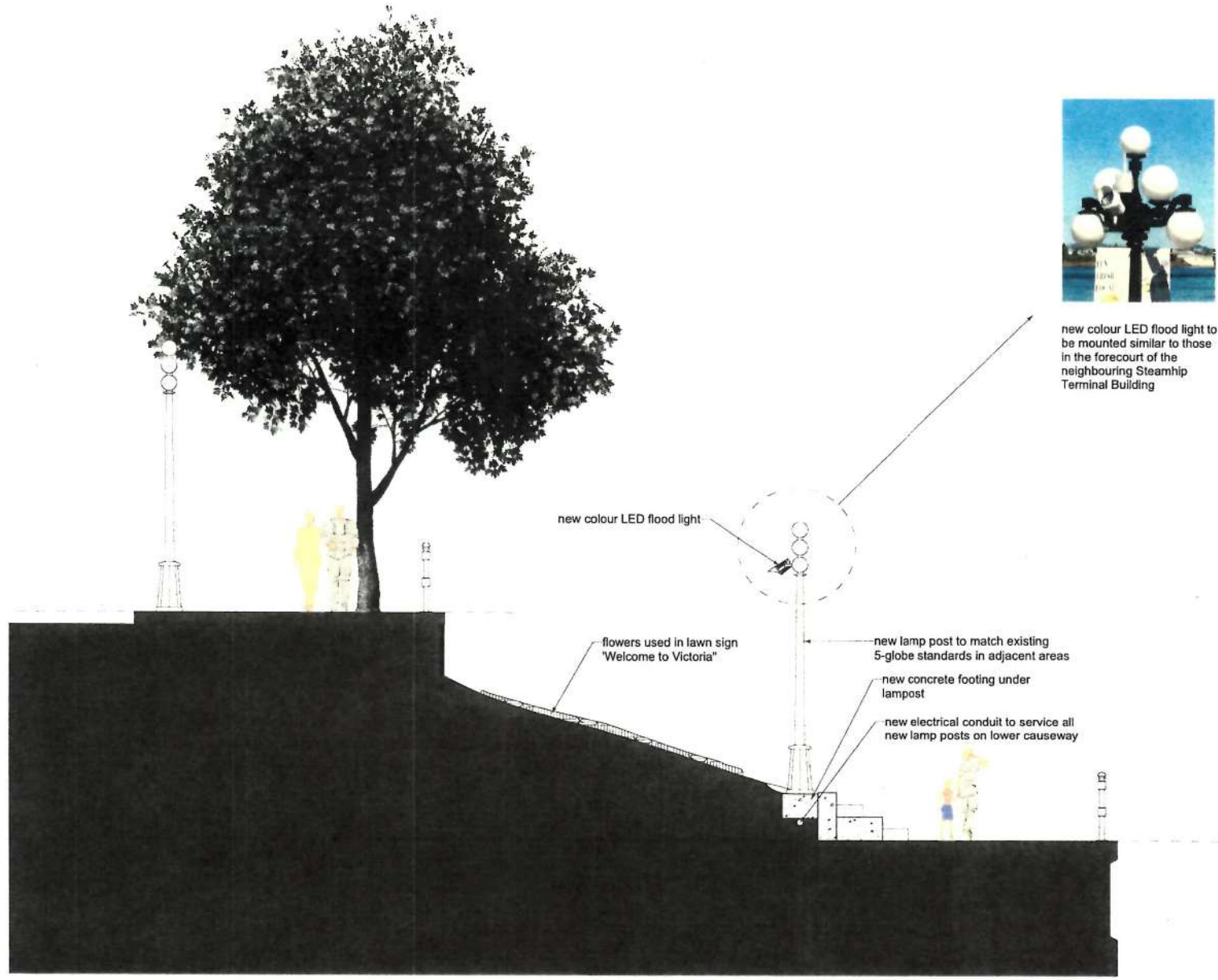
www.waymarkarchitecture.com
 3101 - 3 Fan Tan Alley
 Victoria, BC V8W 3G5

No	Date	Appr	Revision/Notes

No	Date	Issue/Notes
2	8/15/15	Issued for MAP submission

Project No.		Greater Victoria Harbour Authority Lower Causeway Lighting	
Sheet No.		Renderings	
Date	Scale	1:48	
September 15, 2015			
Author	Drawn/Checked		
W.S.E./C			
Revised By			
W.S.E./C			
Revised By			
W.S.E./C			
Revised By			
W.S.E./C			

A200



new colour LED flood light to be mounted similar to those in the forecourt of the neighbouring Steamship Terminal Building

No	Date	Appr	Revision Notes

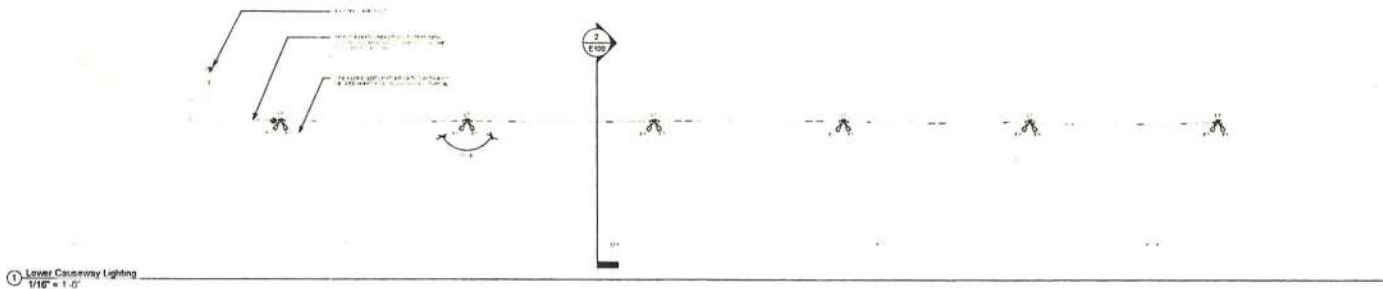
2 9/15/15 Issued for MAP submission

No Date Issue Notes

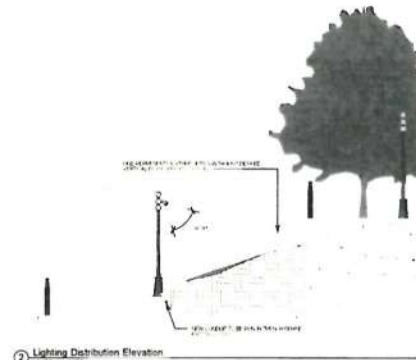
Project Name
Greater Victoria Harbour Authority
Lower Causeway Lighting

Sheet Name
Causeway Section
Option #1

Date	September 15, 2015	Scale	1:40
Project No	103-1000	Sheet Name	A300
Author	WJ		
Checked	WJ		
Approved	WJ		



① Lower Caseway Lighting
1/16" = 1'-0"



② Lighting Distribution Elevation
1/8" = 1'-0"

Contractor must check and verify all dimensions and coordinate on site and report any discrepancies to designer and/or engineer prior to proceeding with work.

DO NOT SCALE DRAWINGS

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PROJECT NORTH

PRODUCTION DRAWING BY



Revision Schedule		
Revision Number	Revision Description	Revision Date
2	Issued for I&AP	2015-09-11
1	Issued for Review	2015-07-23

PROJECT NAME
Inner Harbour Walkway
and Welcome Sign
Lighting

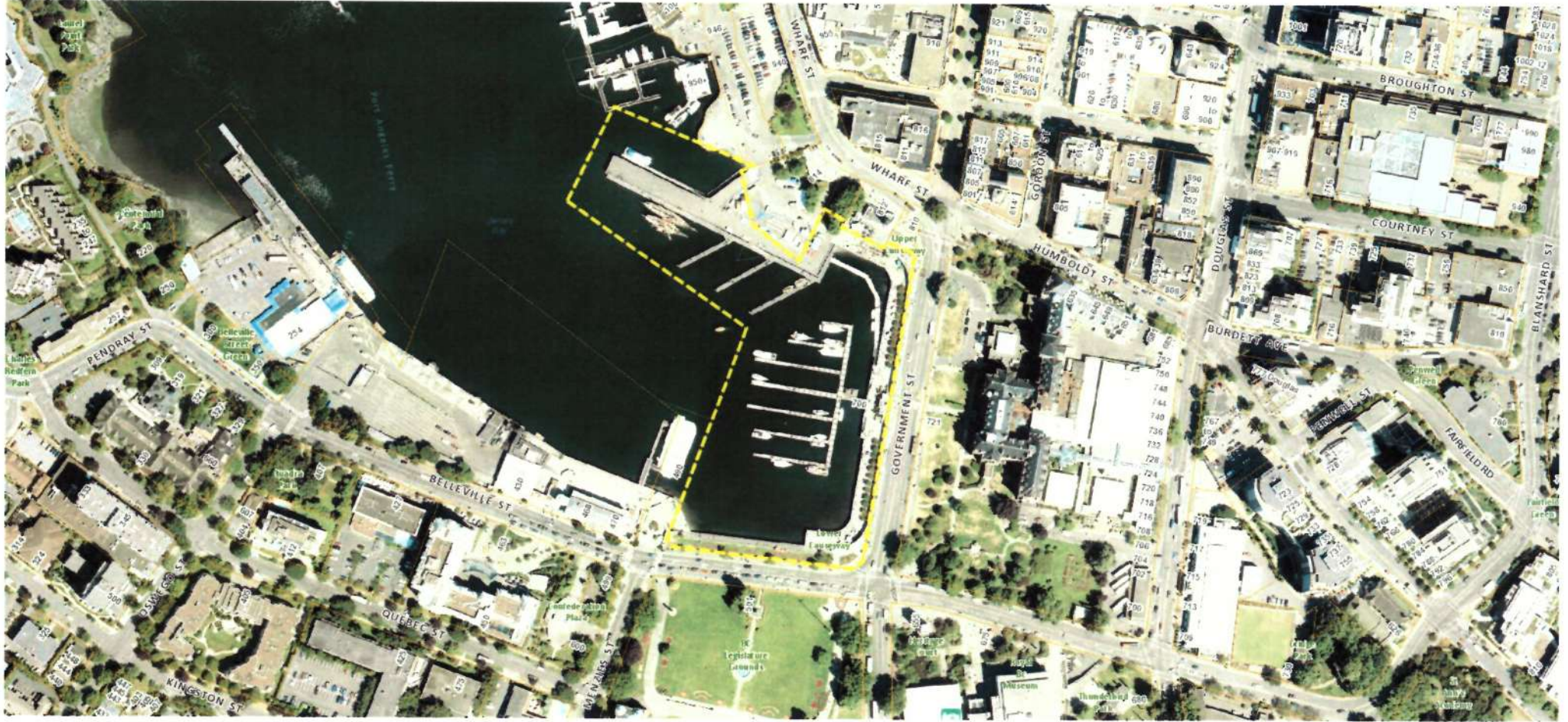
DRAWING TITLE
Welcome to Victoria -
Lighting Plan

DATE	2015-09-11
SCALE	AS NOTED
DRAWN BY	FB
CHECKED BY	AM
JOB NUMBER	1-15-143

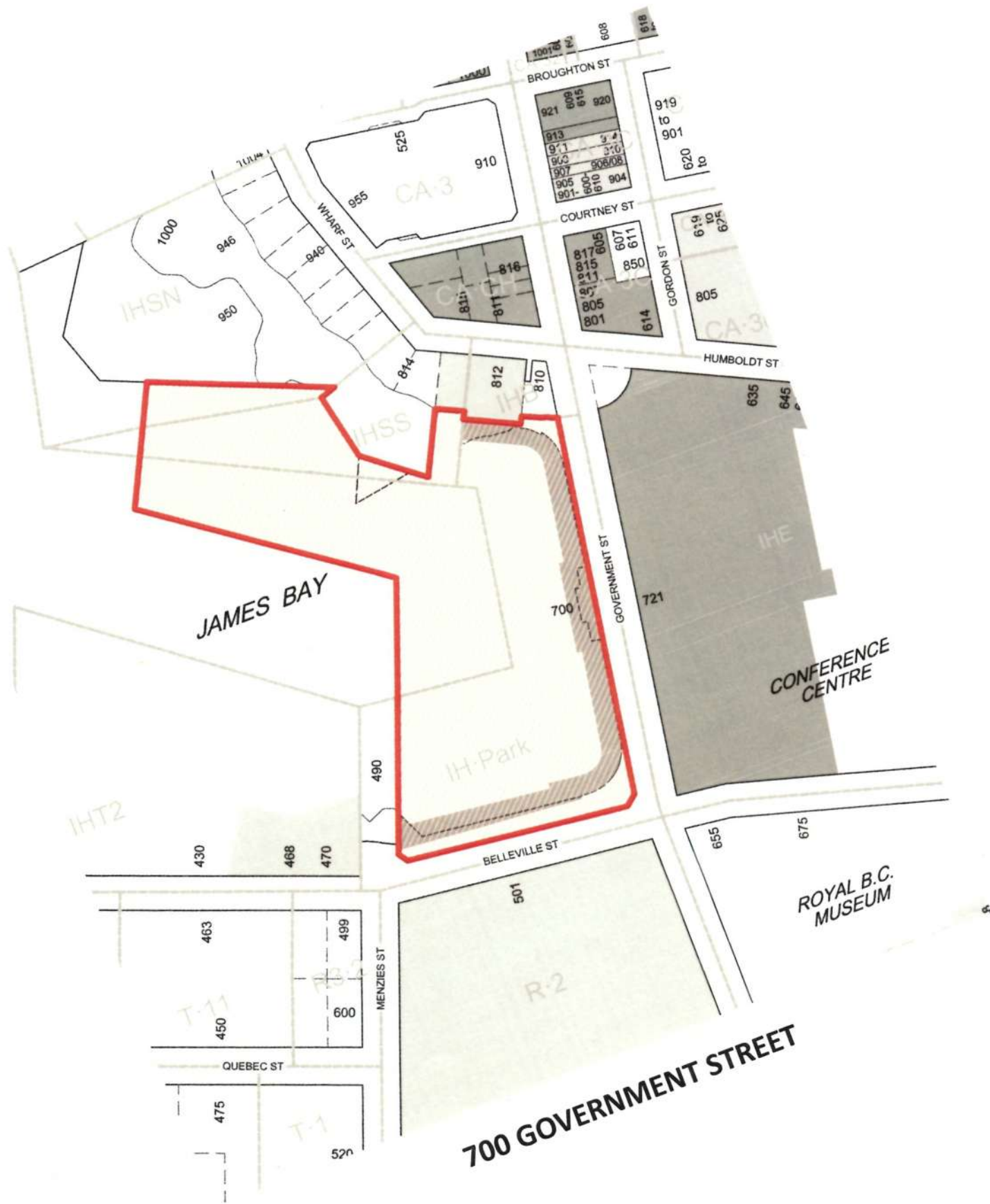
DRAWING NUMBER

E100

LUMINAIRE SCHEDULE						
TYPE	MANUFACTURER	SPECIFICATION NUMBER	LAMP	BEAM	POWER	REMARKS
1	OSRAM	OSRAM LINEAR 150W 4000K	150W LED	150°	150W	150W LED

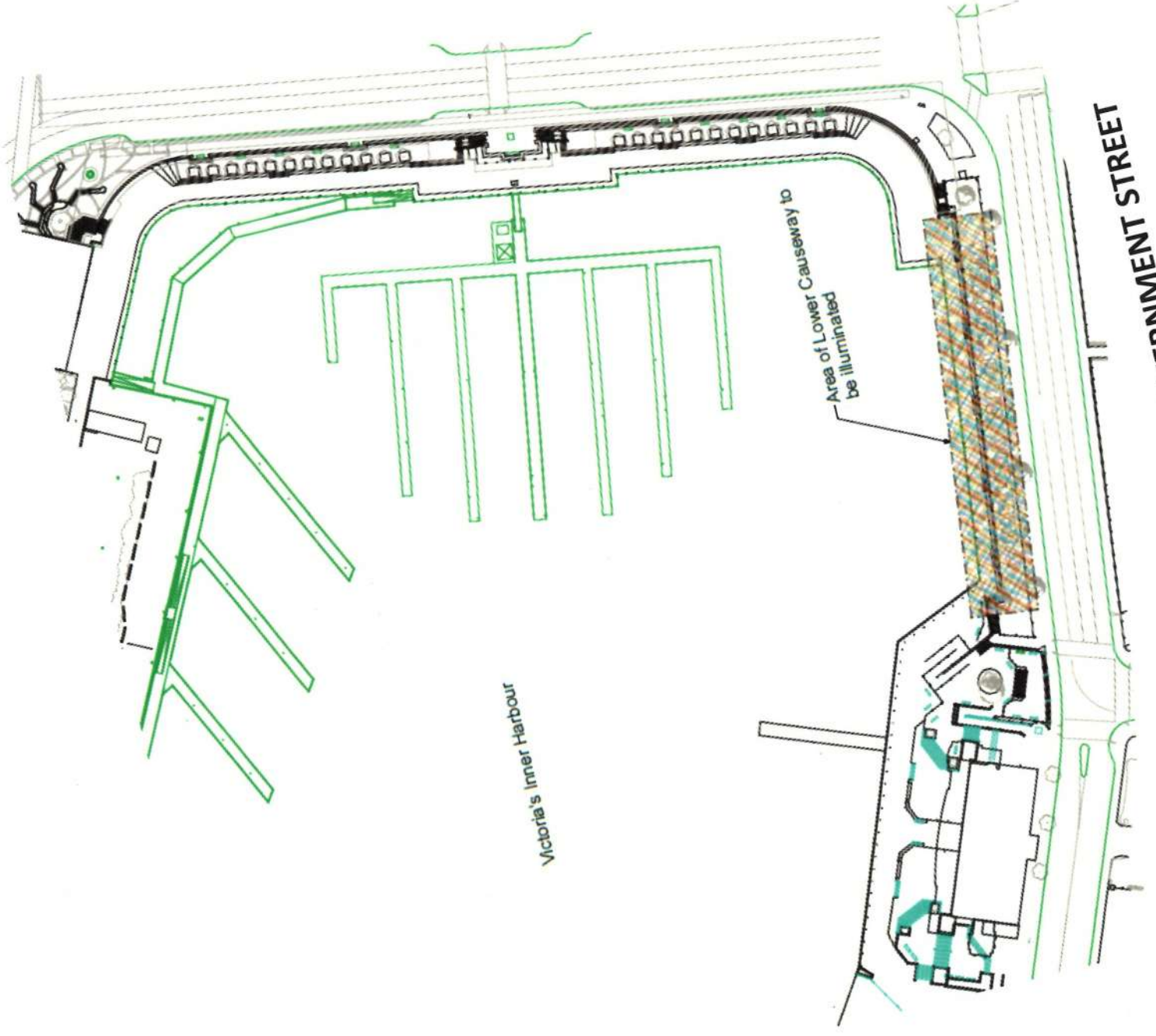


700 GOVERNMENT STREET





700 GOVERNMENT STREET

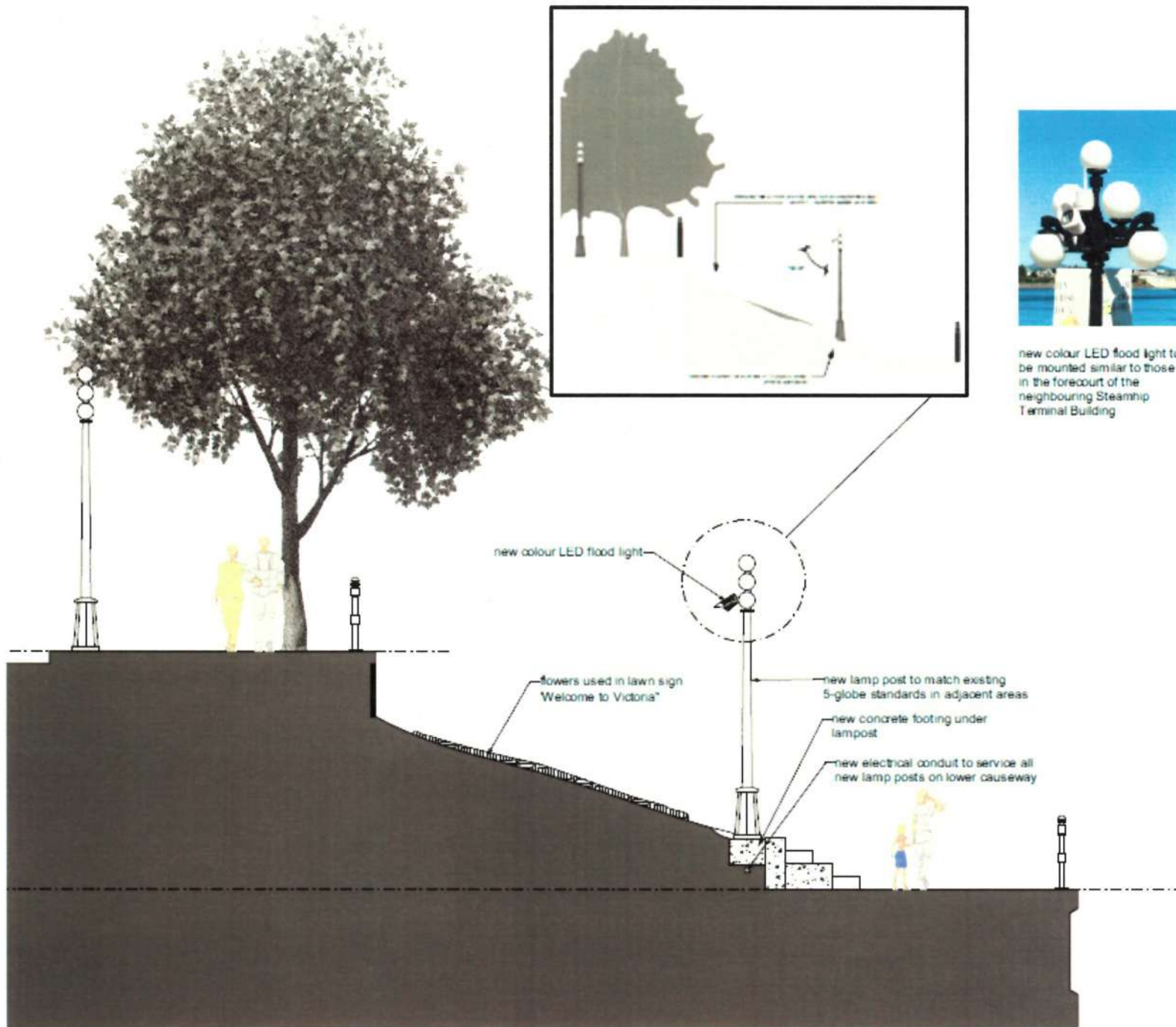


Victoria's Inner Harbour

Area of Lower Causeway to be illuminated

700 GOVERNMENT STREET





new colour LED flood light to be mounted similar to those in the forecourt of the neighbouring Steamship Terminal Building

700 GOVERNMENT STREET



700 GOVERNMENT STREET