

HERITAGE BUILDING REPORT

1501 DOUGLAS STREET, VICTORIA, BC

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1. INTRODUCTION

Jawl Enterprises Limited (JEL) is the owner of the lands municipally described as 1501 Douglas Street, 1509-1517 Douglas Street, and 750 Pandora Avenue and legally described as Lot 1 of Lots 1247, 1248 and 1257, Victoria City, Plan EPP27886 (the "Site") in Downtown Victoria. The Site is currently the subject of an application by JEL for the creation of a New Comprehensive Development Zone and a Development Permit to facilitate the comprehensive redevelopment of the Site as a mixed commercial office complex (the "Development Proposal" or the "Project"). The Site area totals 5,570 m² (59,955 square feet) and it is currently used for surface parking as well as commercial uses in the existing buildings along the Douglas Street frontage. To facilitate the Development Proposal, it is required to remove all existing improvements currently located on the Site including the existing structures and the surface parking lots.

One of the existing structures, the former Royal Bank branch located at 1501 Douglas Street, was added to the City of Victoria Heritage Register in 2007 as an example of postwar modern architecture. Accordingly, its proposed demolition requires special consideration in the context of the Development Proposal. Over the course of the last two years numerous development concepts were evaluated by the design team which incorporated the 1501 Douglas Street into the new development; however none were deemed viable or conducive to an optimized architectural and urban design solution. This report examines the rationale for the removal of the existing building at 1501 Douglas Street in the context of facilitating the anticipated civic benefits which will result from the Development Proposal and presents steps that will be taken to mitigate the loss of heritage value.

2. HERITAGE REGISTER

The stated purpose of the Heritage Register is to identify buildings that exhibit heritage value. According to the City of Victoria "a Heritage Register property is officially listed in the Register because it may have sufficient heritage value to warrant preservation actions by the City in the future. Heritage register status does not give any formal protection to a site and is not the same as heritage designation. The register provides a system to review and monitor proposed changes to properties of heritage value".

Between 2006 and 2007 the City of Victoria identified a list of eight buildings that exhibited postwar modernist design and recommended them for inclusion on the Heritage Register. This list included the Odeon Theatre, the BC Electric Company Building, the City Brokerage, the Post Office & Federal Building, the City Hall Annex, the Bentall Building, the Bank of Toronto, and Ballantyne's Florist Building. Following the compilation of this original list, three more buildings were nominated for inclusion on the Heritage Register including 1501 Douglas Street. This brought the total number of postwar modernist buildings nominated for and ultimately included on the Heritage Register to eleven. The Committee of the Whole Report dated November 1, 2007 pertaining to these additions to the Heritage Register is included as Appendix A and the City of Victoria's Statement of Significance for 1501 Douglas Street is included as Appendix B.

According to City of Victoria policy, inclusion of a property on the Heritage Register does not automatically warrant Heritage Designation, nor does it provide the impetus for preservation. Applications to remove structures named on the Heritage Register can be referred to City Council and the Heritage Advisory Committee for consideration. To that end, this document forms part of the application for a New Comprehensive Development Zone and a Development Permit in connection with the Development Proposal.

3. POSTWAR MODERNISM IN VICTORIA

To frame the discussion surrounding the existing building at 1501 Douglas Street, JEL engaged Donald Luxton & Associates to conduct an evaluation of 1501 Douglas Street's heritage elements as well as its context within the inventory of postwar modernist buildings in Victoria, BC. The balance of Section 3 is the independent reporting of Donald Luxton & Associates.

3.1 Historic Context

After the conclusion of World War II, North America began to settle into a prolonged period of relative peace and economic prosperity. As a wartime defense centre and Canada's major west coast naval port, Victoria especially was affected by the demobilization of thousands upon thousands of troops, returning from overseas duty. The once sleepy Victoria grew rapidly, and the city's population more than doubled between 1946 and 1966. In addition to the returning veterans, a pent-up demand for cheap housing, the baby boom, ready availability of automobiles, improved ferry access to the mainland, and new consumer confidence also contributed to the unprecedented growth of the city. Through the postwar period, large tracts of suburban housing were built across the region, turning downtown Victoria into an increasingly important urban core. Within this new urban context, there was a widespread acceptance of modernist architecture. Easy to build, inexpensive, economical of scarce materials and expressive of new technology, this new type of construction discarded traditional architectural styles and provided the means to re-conceive the city in a response to current social, political and economic conditions.

The legacy of postwar modernist architecture in Victoria is distinctly different from that of Vancouver. The differences arise in two key areas, first in the careful integration of the city's historic building stock within the urban context and the subsequent rise of the heritage preservation movement, as well as the development of highly idiosyncratic variations on modernism by several key architects. Victoria has long been characterized by an expectation of social conservatism. The seat of government and the military, cut-off from the mainstream of commercial activity, and perceived as a retirement community, Victoria could be considered a surprising place to find an effective and intellectual response to the postwar global trends in modern architecture. In most major North American cities, modernism was coupled with contempt for historic buildings, which were perceived as something to be swept away rather than valued. In Victoria, the introduction of modernism was characterized by a period of transition between the traditional, British ideas of architecture and a determination to rejuvenate and modernize the city. Here, a careful balance was achieved between traditionalism and modernism that in retrospect was far ahead of its time, and a model for current thoughts about sustainability.

As the city grew, new services had to be provided. Banks, hospital and schools had to be constructed rapidly in the first few years after the end of the War. There was initially a conservative architectural response. As illustrated by Victoria's Main Post Office and Federal Building, the first large-scale projects were reluctant to shed the Stripped Classicism of the 1930s, and hedged their bets against which way the new modernism would develop. Banks were notoriously reluctant to embrace modernism, but within a few years cautiously began to accept a new more progressive look as an appropriate business image. The Royal Bank Building at 1501 Douglas Street was constructed in 1955. The new, modern image displayed by the International Style bank building is in stark contrast to the nineteenth-century Victoria City Hall, located directly across Douglas Street. The bank building is more closely related to the modern aesthetic expressed at the civic Centennial Square development (1963-1965), the city's first major urban redevelopment project.

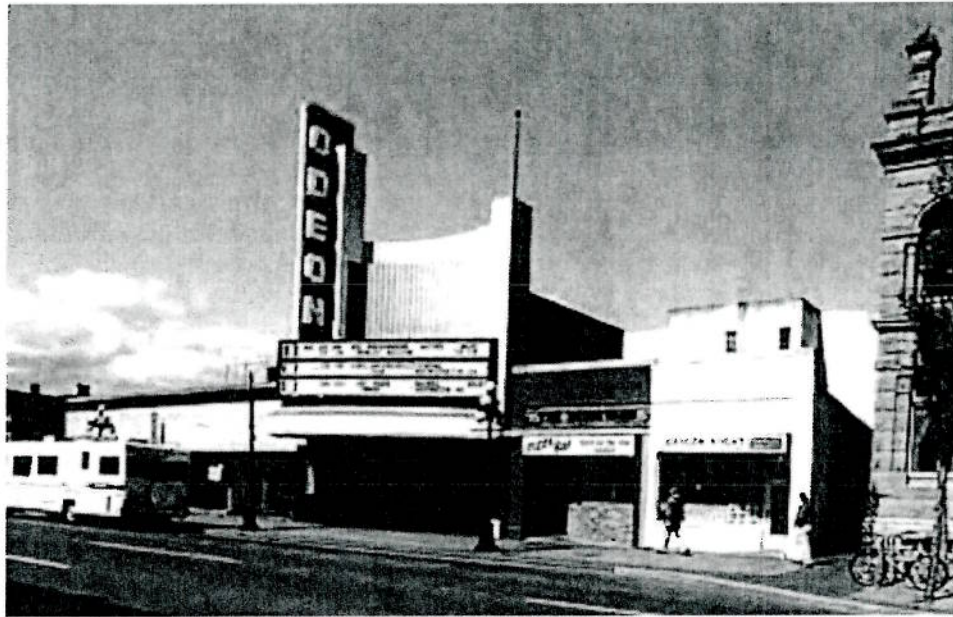
3.2 Royal Bank Building Features

The Modern, International Style design of the one-storey Royal Bank Building predominately features aluminum curtain walls, walls faced in Haddington Island andesite, and a black polished granite base that wraps around the building. The front façade features an aluminum window grid above the recessed entrance, which is surrounded by Verdi Onicate (green flecked black) marble.

There is also a vertical window band on the north end of the front elevation. The Pandora Avenue elevation of the building features an aluminum window grid in the centre of the façade, bookmarked on either side by the andesite cladding. The rear elevation also features an aluminum window grid, bookmarked by brick cladding. The building's alternating pattern of aluminum windows and stone cladding is a defining feature of the building, which illustrates the simple and sleek Modernist style.

3.3 Comparative Analysis

The Royal Bank Building at 1501 Douglas Street was constructed amongst the backdrop of Victoria's postwar economic expansion. As such, there are numerous commercial and civic building contemporaries that compare to the Royal Bank Building. The following buildings are some of the landmarks that characterize and define Victoria's significant postwar modernism aesthetic.



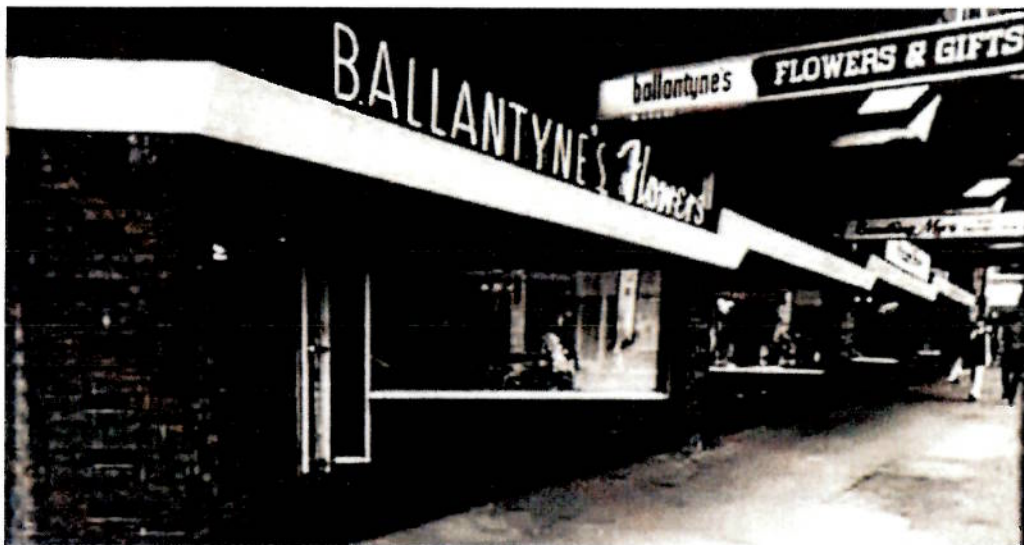
Odeon Theatre (1946-48), 780 Yates Street

One of Victoria's best examples of the Streamline Moderne style, the Odeon Theatre at 780 Yates Street is cleverly dramatized by an asymmetrical scooped false-front, and projecting curved canopy, both transfixed by the vertical Odeon neon signpost, which signals the foyer entrance. The curved and sweeping lines of the building represent a defining and early expression of Victoria's postwar modernism movement.



Bank of Toronto (1951), 630 Yates Street

Regarded as Victoria's best example of a Moderne style bank, the design of the Bank of Toronto building at 630 Yates Street was stripped of all Classical references, and its aesthetic looks forward to the International Style. Cast-stone panels face the building above its black marble base and the same marble defines the two-storey inset window panels. The Royal Bank Building on Douglas Street features a similar material palette to the Bank of Toronto Building. The splayed corner entrance is a traditional Victoria banking-hall feature and the bank's corporate crest is proudly displayed above the door.



Ballantyne's Florists (1954), 912 Douglas Street

The angular entrance bays and complex geometry of the constructivist canopies of the Ballantyne's Florists building illustrate the sophisticated abstract designs executed by architect John Di Castri, who helped break Victoria's traditional mould of Romantic Historicism. The one-storey commercial building is representative of the leading-edge of postwar retail design.



The B.C. Electric Company Building (1955), 1515 Blanshard Street

This was the first large-scale Modernist building in Victoria, and a significant early example of Modernist architecture in western Canada. Completed in 1955, it was conceived as the Vancouver Island headquarters and showpiece of the B.C. Electric Company, which at the time was the province's dominant private-sector utility. The B.C. Electric Company Building was significant as a milestone in the careers of its architects, Sharp and Thompson, Berwick, Pratt. It provided their first major opportunity to experiment with new methods in curtain wall technology, preparing the firm for its commission of the company's larger Vancouver headquarters just two years later.



Centennial Square (1963-65), Pandora Avenue

The civic Centennial Square complex, located across Douglas Street from the Royal Bank Building, is recognized for its significant contribution to Victoria's postwar modernist legacy. The arrangement of modern, low-rise buildings around the circular public space represents the state-of-the-art site planning techniques of the mid-century, while the individual buildings each express a distinct and refined architectural vision of contemporary Victoria.

Summary Table

COMPARATIVE ANALYSIS: POSTWAR MODERNISM						
NAME/ADDRESS	DATE	ARCHITECT	VALUES	DESIGN	TECHNOLOGY	STRUCTURE
Odeon Theatre,	1948	H.H. Simmonds	Last remaining historic movie theatre in downtown Victoria. One of the first Streamline Moderne buildings built in Victoria during the postwar era and is an excellent surviving example of this style. Masterwork of architect Simmonds	Conceived as an integral part of the movie-going experience; exuberant signage, curvaceous profile of the facade elements and fashionable detailing such as neon lighting, black vitrolite panelling and terrazzo floors.	Extensive use of modern materials such as Vitrolite, neon, stainless steel, etc.	Use of large open clear spans to enable interior volumes.
CNIB Building, 1609 Blanshard Street	1951	John Di Castri	One of the outstanding examples of the development of a local stream of the Modern movement in Victoria.	Designed to resemble a coastal ferry, the front façade incorporates a rounded window capped by a canopy with curved, upturned edges that visually anchors the building and provides the composition with a strong focal point.	Steel sash windows.	Dramatic cantilevered roof planes.
Bank of Toronto, 630 Yates Street	1951	William F. Gardiner	Seeking to portray itself as progressive through its architecture but cautious in its approach, this early example of Modernism in Victoria is stripped of all classical references.	Restrained modernist design. The corner entrance is a traditional banking-hall feature, topped by the Bank of Toronto's corporate emblem.	Polished aluminum-sash windows.	Not considered structurally innovative.
Main Post Office & Federal Building, 1230 Government Street	1952	P.L. James	A monumental building in the heart of downtown Victoria, the Main Post Office and Federal Building is valued for its impressive architecture, which characterized the prominence and influence of the Federal Government. Initiated in 1947, this was Victoria's largest construction project in the immediate post-war era. Important as the last and largest work of architect James.	Designed in the conservative Modern Classical style, still favoured at the time for federal projects, this building unites the Stripped Classicism of the 1930s with the emerging Modernism of the postwar era.	Not considered technologically innovative.	Not considered structurally innovative.
Ballantyne's Florists, 900-920 Douglas Street	1954	John Di Castri	One of the outstanding examples of the	The angular storefronts and complex geometry	The broad light shelf in each retail unit, which divides	Dramatic cantilevered roof planes.

			development of a local stream of the Modern movement in Victoria. Sophisticated abstract design as embraced by Di Castri in his work of this era.	of the shallow-pitched cantilevered canopies reflect F.L. Wright's contemporary work, as does the use of floor-to-ceiling glazing that provides continuity between the interior and exterior. The forms are kinetic, manipulated in all directions, with elements pushed and pulled in and through the storefronts.	the display windows from the transom, is a functional structure that reflects natural lighting into the vaulted interior spaces.	
B.C. Electric Co. Bldg., 1515 Blanshard Street	1955	Sharp and Thompson, Berwick, Pratt	The B.C. Electric Company Building was the first large-scale Modernist building in Victoria, and a significant early example of Modernist architecture in western Canada. Significant as a milestone in the careers of its architects, Sharp and Thompson, Berwick, Pratt.	The numerous plantings, setbacks, open space, and the use of glass showcase pavilions that enlivened the street level, further marked the progressive and humanist character of the design.	First of the two major B.C. Electric head offices; acted as a testing ground for innovative ideas for the Vancouver head office. One of the first large-scale uses of curtain wall construction in western Canada, incorporating rows of unique aluminum sunshade louvers that screened direct sunlight while reflecting diffuse indirect daylight, an early use of passive solar control.	The clear span design was acclaimed for its functional innovation, providing maximum flexibility for the arrangement of offices and allowing natural lighting to penetrate the interior spaces.
Royal Bank, 1501 Douglas Street	1955	E.P. Warren	Representative of the final manifestation of the traditional banking hall before the electronic revolution.	Clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability.	Use of an aluminum curtain wall.	Not considered structurally innovative.
City Hall Annex, #1 Centennial Square	1963-64	Wade, Stockdill, Armour & Partners	Key component of Centennial Square, one of the earliest urban revitalization and heritage conservation projects in Canada.	Exemplified New Formalism styling, popular for civic construction at the time. Uniting classical traditions such as repetitive arches, bay windows and brick detailing with contemporary materials and methods, City Hall was Victoria's first exemplary example of this historicist influence on Modernism	Aluminum window screens. Large-scale precast concrete panels.	Waffle-slab concrete structure.
Bentall Building, 1060-1080 Douglas Street	1963-64	Dominion Construction (Frank Musson)	One of the first high-rise commercial blocks in downtown Victoria. Classic example of an International Style office tower.	Recalls the design of the revolutionary Lever House in New York, with a curtain wall tower rising from a horizontal podium	Vertical aluminum I-beam extrusions attached to the façade served both decorative and functional purposes by enriching the surface articulation and acting as tracks for window cleaning equipment.	Large-scale use of concrete frame construction.

					Proportions and components of the curtain wall, including aluminum sash extrusions, clear window glass and opaque dark-grey spandrel glass.	
McPherson Playhouse, #3 Centennial Square	1963-65	Alan J. Hodgson	The integration of historic and modern fabric was characteristic of the consistent approach to Centennial Square. One of the most significant modernist projects in Downtown.	A clear separation of new and old elements, demonstrating a sensitive understanding of the heritage context while achieving a bold contemporary design. Winner of an award for design excellence from the AIBC in 1969.	Freestanding entry canopies, large glazed walls.	Dramatic use of cantilevered and concrete.

As outlined in the existing Statement of Significance for the Royal Bank, the following Heritage Values and Character-Defining Elements have been outlined, and are assessed as follows.

HERITAGE VALUES	ASSESSMENT
ARCHITECTURE: "associated with its progressive architectural style which was commonly commissioned by banking institutions in the postwar era. It is valued as one of a small number of commercial structures of the modern international style remaining in downtown Victoria.	As noted above, comparative analysis indicates that although it is one of a small number of such structures, it is modest in architectural aspirations and does not display significant design, technological or structural innovations.
DESIGN: "Designed in the international style by the Royal Bank of Canada's Montreal-based chief architect E.P. Warren... the historic place is a modernist allusion to the nineteenth-century temple bank whose architecture was chosen to convey permanence and stability, and more practically was strong and secure.	Modest example of the work of Warren, with little articulation of the curtain wall as seen in his design for the Vancouver Royal Bank branch at 1489 West Broadway.
DESIGN: "The bold use of a 'colonnade'... is a good example of the International style that revered classicism and yet embraced new technology, materials and constructional capabilities."	Curtain wall is modestly innovative compared to other examples.
DESIGN: "the choice of the clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability." Representative of the final manifestation of the traditional banking hall before the electronic revolution.	Retains vestigial classicism, which precluded truly modernist innovation. Typical of conservative approach to modernism by banks, especially in smaller centres and for smaller branches.

CHARACTER-DEFINING ELEMENTS	MITIGATION ASSESSMENT
Location on a main city street at a busy intersection	New building will assert similar presence
Corner location	Reflected in design of new building
Classical proportion	Reflected in design of new building
Classical elements including base, aluminum colonnade of curtain wall glazing, slender cornice, and recessed central entrance on short elevation.	Reflected in design of new building
Materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Oniciate (green flecked marble); marble recessed entrance canopy.	Will be salvaged for re-use in new building.
Patent (curtain) aluminium glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights and moulded aluminium panels.	Moulded aluminum panels will be salvaged for re-use in new building.
Open banking hall on the interior	Will be reflected in the atrium space in the new building.

3.3.1 Conclusion

Based on this overall assessment, the Royal Bank Building at 1501 Douglas Street is not considered one of the best examples or landmarks of the local Modern movement; there are other extant buildings in downtown Victoria that exhibit a more significant response to the postwar context, and possess higher heritage value.

Design: The Royal Bank displays a very conservative approach to modernist design. This was typical of the approach of the banking industry, which valued safe and predictable designs rather than more flamboyant architecture, so that they could project an image of stability that would inspire public confidence. Branch banks especially would employ a clear and rational, but subdued appearance. The Royal Bank Building does not display features that would be considered outstanding examples or motifs of the modernist aesthetic.

Technology/Materials: There are no specific materials or features of the Royal Bank Building that are of superior or innovative quality. The materials are of a typical nature, and the palette of material hearkens back to a more traditional rather than a modernist expression. The aluminum curtain wall is of interest, but is not the best local example of the technology.

Structure: There are no innovations evident in the design or construction of the Royal Bank Building.

The Royal Bank Building may therefore be evaluated as a competent and functional example of postwar modernist architecture, but not one of the more significant examples in Victoria or the Capital Regional District.

4. IMPACT OF HERITAGE BUILDING RETENTION ON THE DEVELOPMENT PROPOSAL

4.1 Introduction

The Development Proposal that is the subject of JEL's application for a New Comprehensive Development Zone and a Development Permit reflects the outcome of several years of work on the part of JEL and its design team, led by D'Ambrosio Architecture + Urbanism. A thorough description of the Development Proposal is presented in the letter from JEL to Mayor and Council dated December 9, 2013 in support of the application. The Development Proposal will support the ongoing regeneration of the City Hall area and significantly contribute to recent enhancements in community vitality in the North end of Downtown Victoria. The result will be a building complex and urban landscape that fully supports the objectives contained in the City of Victoria's Official Community Plan, Downtown Core Area Plan and Economic Development Strategy, and advances the Downtown Core's status as the Capital Region's cultural and economic urban centre.

A number of development concepts were evaluated by the design team which incorporated the retention of 1501 Douglas Street, however none were considered viable or conducive to an optimized architectural and urban design solution. It is the belief of JEL and the design team that the Development Proposal for the Site will bring notable benefits to the City of Victoria that would not be realizable in the context of the retention of the existing building at 1501 Douglas Street. It is these benefits which underpin the rationale for the removal of 1501 Douglas Street.

4.2 Design Evolution & Feasibility Studies

Initial feasibility studies explored a number of scenarios that involved the retention of the existing building at 1501 Douglas Street. The purpose of this preliminary investigation was to assess the viability of the intended programmatic and development planning goals for the project in the context of retaining 1501 Douglas Street. Consideration was given to the following:

- Structural and technical integrity of the existing building and the implications of repurposing and re-using it relative to current building codes.
- Functionality of the spaces within and around the existing building in the context of an urban commercial office complex.
- Implications of incorporating the existing structure into the intended structure of the redevelopment.
- Formal and expressive integration of the existing building with the architectural and urban design intentions for the Proposed Development.

The analysis included review of site documentation, plans, relevant reports and statutes and direct observation. Physical design studies were done using digital drawings and modeling. It was determined that the negative impacts and implications resulting from the incorporation of the existing building into the new redevelopment would exceed the value of its retention for the following reasons:

1. The above-grade portion of the building would largely have to be reconstructed to achieve conformance to seismic standards, material contamination limits and building envelope environmental standards. This would likely compromise the spatial qualities of the main banking hall and the aesthetics of the curtain wall.
2. The configuration of the existing structure with its small enclosed spaces, including structurally robust vaults, and large open hall are limiting to circulation and functional planning and would negatively impact the desired program for the Proposed Development. The existing building would have to be largely gutted and thereby turn

the historic preservation approach to one of façade- retention, which, it can be argued, has diminished heritage value. The exterior space implications of leaving the facades in place would compromise the main building entrance, the public open space and the new view corridors and spatial relationship with the City Hall Heritage façade and clock tower that was a principal driver of the massing and design of the Douglas Street frontage.

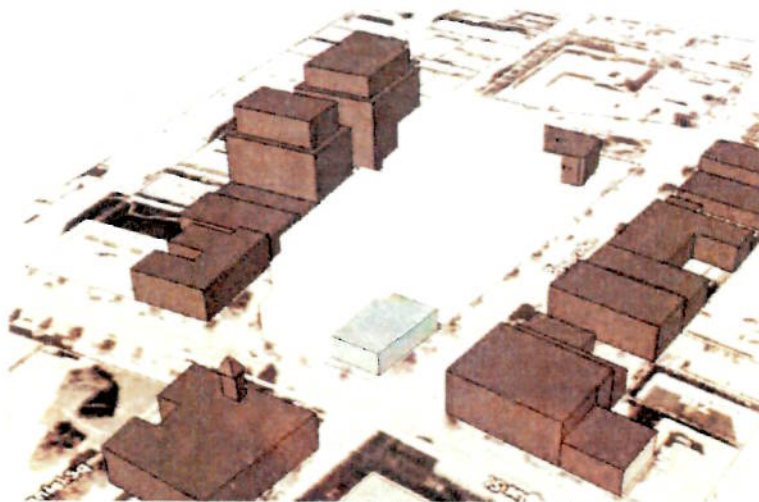
3. The incorporation of the sub-grade structure of 1501 Douglas Street would limit the efficient layout of underground parking and services for the Proposed Development. Further the cost of excavation, shoring, restructuring to seismic standards and configuring the footings and foundations and consequent above-ground portions of the building around the existing structure would impact the viability of the Proposed Development.
4. With the existing building in place, the redevelopment of the site would be significantly different in terms of the floor area, heights and general form and character. The balance of Section 4 discusses the key architectural requirements and features of the building that are facilitated by the removal of 1501 Douglas Street. It is the subjective opinion of the design team that the loss of the registered building will be mitigated by the Proposed Development.

4.3 Impact to Building Massing

Since initial site studies, City Hall has played a significant role in the composition of the Development Proposal. The landmark status of the City Hall building is respected and celebrated architecturally through the orientation of the Phase I building's central axis to the clock tower. The layout of elements for both phases of the Project, their entry points, circulation patterns, and the location of the rotunda, all serve to acknowledge and reinforce the iconic status of City Hall. The Phase I building has been designed so that from the public plaza at the Douglas Street and Pandora Avenue corner and all indoor and outdoor public areas, views of City Hall's clock tower are prominently featured. The Development Proposal has been partially set back from Douglas Street to allow for generous open space on site. This setback affords a spatial and sightline expansion along Douglas Street for the City Hall building and through this emphasis assists in recapturing the historical presence of this section of Victoria's 'Main' Street.

One study involved allocating a greater portion of the density to the Phase II building. The rationale for phasing the development was based on JEL's understanding of market absorption rates and its tolerance for market risk. Increasing the size of Phase II would render it beyond a viable size and exceed JEL's tolerance for economic risk. As such this option was not considered further.

A second line of investigation sought to redistribute the massing of the Phase I building to the Cormorant Street edge of the site, wrapping the proposed structure around the existing building at 1501 Douglas Street and increasing the height of the Phase I building's Northern wing. The resulting height was found to have negative impacts on the contextual fit of the building mass, in particular its relationship to Fairfield Block across Cormorant Street and City Hall's clock tower across Douglas Street.



Redevelopment Feasibility Study of Alternate Massing

View studies confirmed the importance of limiting building heights within the 90-metre special consideration zone around City Hall's clock tower. The proposed 6-storey massing of the Phase I building integrates with the Douglas Street frontage and, when approached from the North or South directions along Douglas Street, allows the clock tower to be visually prominent. The view of the clock tower that is gradually revealed as one travels west along Pandora is made more dramatic by the setting back of the south wing of the proposed new building so that the clock tower and the corner of City Hall is framed over the new Douglas Plaza. None of these contextual sensitivities incorporated into the Development Proposal's massing strategy for the Phase I building would be viable within the context of the retention of the existing structure at 1501 Douglas Street.



View Study with Massing to North of 1501 Douglas Site



View Study with Proposed Massing



View of the Development Proposal Looking Northeast

4.4 Impact to Douglas Pandora Plaza

Both JEL and its architectural design team believe that the priorities of good urban design and compelling architecture hold equal importance in the development of any urban site. Given the historic and social context of this site, special attention has been paid to the planning of open spaces that complement civic spaces such as Centennial Square, historic buildings such as City Hall, and the conditions of all three bounding streets. The proposed massing and network of open spaces have been designed to achieve the objectives set out in the Official Community Plan (July 2012), in particular the following:

8 (c) That new buildings and features contribute to the sense of place in development permit areas and heritage conservation areas through sensitive and innovative responses to existing form and character.

8 (d) That social vibrancy is fostered and strengthened through human scale design of buildings, streetscapes and public spaces.

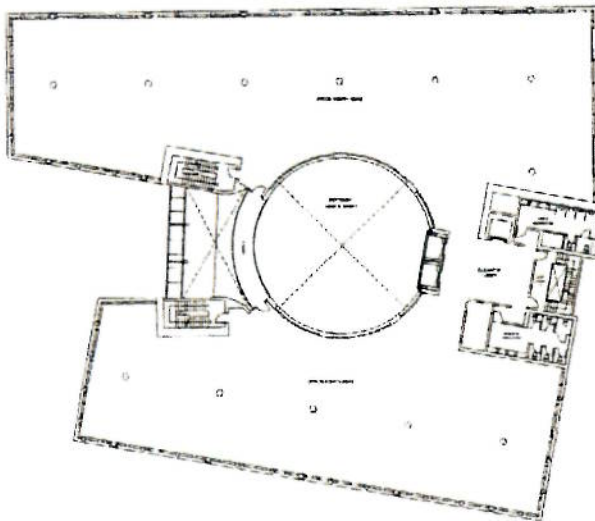
Informed by these objectives, the Development Proposal has established building massing which has been pulled away from the street edge at the corner of Douglas Street and Pandora Avenue to facilitate the creation of a new urban plaza. This newly created urban gathering spot represents the part of the site with the most public and symbolic importance. The creation of this space ensures a prominent visual link to the intersection of two major streets and the historic façade of City Hall. Further, with south-westerly exposure, generous provision of seating areas, extensive landscaping, visual art displays, and the vitality brought about by adjacent restaurant and retail uses, this plaza will be a sunny and comfortable social space. It also provides a location for the enjoyment and appreciation of the architecture of the restored City Hall building and its clock tower. This plaza has been keyed in the Development Proposal so that the open space will enhance and benefit from the vitality of the interior rotunda, adjacent entrance lobby and commercial retail units, and its positioning on one of Downtown Victoria's busiest pedestrian corners. The majority of the footprint of the existing building at 1501 Douglas Street sits on the planned location of this new urban plaza. The aforementioned benefits of this dynamic and civically enhancing open space would be either greatly compromised or unachievable in the context of retention of the existing structure.



Douglas / Pandora Plaza

4.5 Impact to Floor Plate Efficiency and Indoor Environmental Quality

An essential precondition to the viability of the Development Proposal is the ability to offer prospective tenants high quality office space. One of the necessities in fulfilling this requirement is the need for office floor plate sizes to conform to certain minimum dimensions to accommodate standard furniture configurations, facilitate flexibility in space planning, and ensure sufficient penetration of natural light throughout the space. This criterion must be met in order to ensure the functional viability of the Project and without it the project would not proceed. An initial design study referenced in the previous section wherein the massing of the Phase I building was redistributed to the Cormorant Street side of the Site and a taller Northern wing wrapped around the existing building at 1501 Douglas Street would result in floor plate dimensioning which falls well short of meeting the functional office space standards referenced above. Further, the resultant increase in floor plate depths would impair natural light penetration to office areas and in doing so reduce indoor environmental quality and compromise the Project's performance on one of LEED's key criteria.



Floor Plan of Levels 2-6 of the Phase 1 Building

4.6 Impact to the Phase I Rotunda

One of the most notable design features of the Development Proposal is the dramatic interior rotunda in the Phase I building. The approximately 400 m² open space in the centre of Phase I is a unique design feature made possible through the spatial relation and floor plate dimensioning of the North and South office wings on floors 2 through 6 of the Phase I building. Similar to the Atrium at 800 Yates Street, this area is envisioned to be an indoor gathering place for building occupants, visitors and the public at large. It will be provisioned with high quality materials,

extensive seating areas, interface with adjacent commercial / retail areas, and allow abundant natural lighting through a dramatic skylight above and a glazed façade looking West showcasing a new viewpoint of City Hall's clock tower. In addition to its ordinary course use as a gathering spot and community hub, it will also serve as a venue for arts, cultural, and non-profit events during evenings and weekends, and in doing so contribute to the enhancement of Downtown Victoria's cultural offerings. The spatial configuration of the office floor plates requisite for the creation of this new indoor gathering area for the downtown community would not be possible in the context of the retention of the existing building at 1501 Douglas Street.



View from the Rotunda Interior

4.7 Impact to Overall Project Viability

In October of 2011, Victoria City Council endorsed the document titled Growing Business in BC's Capital City: Victoria's Economic Development Strategy. It describes the importance of maintaining and enhancing Downtown Victoria as the business and employment centre for the Capital Region:

There are some aspects of the regional economic base that are best suited to the urban core. These include government headquarters, major office-based specialized business services, specialty retail, major arts/culture facilities, and large components of the tourism sector. Although some types of office use are appropriate in regional town centres, the City should remain the region's Downtown.

JEL and its affiliates currently own and manage multiple commercial office and retail properties in the Central Business and Historic Commercial Districts of Victoria and believe strongly in the importance of downtown Victoria as the economic heart of the Capital Region. Its objective in the Development Proposal is to respond to the specific needs of high quality office and retail tenants in terms of location, floor space optimization and flexibility, natural light, indoor environmental quality, amenities, and well appointed outdoor space, and to do so in a manner that is enhancing to the Project's community context.

The Development Proposal responds to these objectives and accordingly, it is anticipated that the Project will be able to attract an array of high quality office and retail tenancies which will in turn contribute towards securing the Downtown Core's position as the vibrant cultural and economic centre of the Region. It is anticipated that the office premises will house over 1,400 workers at completion and the ground level retail uses will bring enhancing amenities to the neighborhood and serve as a catalyst for positive street front vitality. A number of critical preconditions to this anticipated usage pattern, including floor plate optimization, natural light, indoor environmental quality, well appointed outdoor space, and responsiveness to community context, would be compromised by the retention of the existing building at 1501 Douglas Street.

5. MITIGATION STRATEGIES

JEL is proposing a number of mitigation strategies to appropriately commemorate the architectural legacy of 1501 Douglas Street. In addition to the postwar modernist design influences incorporated in the architecture of the Development Proposal, specific strategies involving public education initiatives surrounding post-war modernist architecture and the selected re-use of noteworthy materials from the existing 1501 Douglas Street building have been considered. To inform consideration of these mitigation strategies, JEL engaged Donald Luxton & Associates to provide an independent opinion on suitable opportunities for mitigation. Additional mitigation measures were added at the suggestion of the City of Victoria's Heritage Planning Staff.



Royal Bank Building, 1960

The Modernist Royal Bank Building at 1501 Douglas Street features character-defining elements that will be salvaged and reused in the new development on the site. These elements include the polished granite along the base and in the recessed front entrance, the Haddington Island andesite cladding and the decorative aluminum spandrel panels. Other materials from the existing building will be investigated with the intention to reuse and incorporate interesting and meaningful historic elements in the architectural composition of the new building.

5.1 Salvage and Re-Use Strategies

The key character defining materials including the peribonka black granite, Verdi Onicate marble, Haddington Island Andesite and the fluted aluminum panels have been identified for salvage and reuse in the new development. An inventory of materials on the building has been compiled and Ralmax Development Inc. has done a site investigation to evaluate appropriate assumptions to be used in determining the amount of material that can be successfully salvaged. Appendix E provides a full report on material re-use including inventories and locations where materials are to be reused. All salvaged granite, marble, andesite and aluminum panels are anticipated to be reused in the new development.

5.1.1 Peribonka Black Granite

One of the design elements of 1501 Douglas is the polished black peribonka granite entry portal and curb-walls at the street level. The granite will be salvaged and reused, in combination with the Verdi Onicate marble, to line the new entrance portal fronting the 1515 Douglas Plaza. The salvaged granite will be repurposed as custom designed seating in the new plazas on Douglas Street and Pandora Avenue; at the corner of Douglas and Pandora, the new benches will be arranged along the line of the existing building as a way to commemorate and make a physical link with the history of the site. Additional custom bench / bicycle storage elements will incorporate the salvaged granite into the Cormorant Street end of the Through-Block Walkway, at the eastern portion of the site. Of the existing 51 pieces of black granite, 47 will be re-used in the new development (anticipated salvage rate 95%).



5.1.2 Verdi Onicate Marble

The marble panels at the 1501 Douglas entrance will be repurposed, in combination with the black granite panels, to form the interior walls of the new 1515 Douglas Plaza entrance portal. Of 9 existing pieces, 8 will be re-used (anticipated salvage rate 95%).



5.1.3 Haddington Island Andesite Stone

The Haddington Island andesite stone panels represent a character-defining feature of the Modernist building. The salvaged stone panels will be reused in the seating / planter walls of the new complex at the 750 Pandora Plaza. Taking advantage of the varying shapes and thicknesses of the material, the andesite blocks will form a patterned accent wall adjacent to the main 750 Pandora entrance. Of 294 existing pieces, 192 will be re-used in these plaza features (anticipated salvage rate 65% due to the extent of damage in the existing condition).



5.1.4 Aluminum Panels

The decorative aluminum spandrel panels located on top of the curtain walls will be salvaged and re-used to make decorative wall features in the new ground floor bicycle rooms. The panels will be placed on the wall above the bicycles, so that they are visible to the exterior and reference the original placement of the panels at the upper spandrels. Of 33 existing panels, 31 will be re-used in the new project (anticipated salvage rate 95%).



5.1.5 Salvage and Storage Plan

The granite, marble, andesite stone, aluminum spandrel panels and other character defining materials will be removed by hand and appropriate measures will be taken to respond to how the material is fastened to the existing structure. Ralmax Developments will be responsible for this scope of work. When salvaging commences Ralmax has indicated that the first pieces removed for each material will be units that are already damaged or in the worst condition allowing them to optimize their removal procedure on the poorer pieces. Once removed the materials will be inventoried and placed on pallets which will be shrink wrapped. If any materials require additional protection it will be provided. The materials will be moved to a secure and dry Quonset hut owned by the developer on Hunt Road in Cordova Bay.

Once construction progresses to the appropriate stage the materials will be relocated back to the site. Should there be any excess material (on or off site) the applicant will prominently advertise the availability of material for a period of not less than twelve months or the time when the material has been claimed, whichever is less. Both the Times Colonist and websites such as Craigslist shall be utilized for the purpose of making the public and development community aware of the availability of architectural fabric for their appropriate re-use. Preference will be given to recipients who will reuse the material in a heritage context.

5.2 Educational Opportunities

As part of the proposed mitigation strategy, an educational component is proposed that will heighten public awareness of the value of postwar modernist architecture, and contribute to the public dialog about its contribution to our understanding of Victoria's ongoing urban development. This exhibit is proposed as having an exhibit and speaker component that would engage the public in a meaningful way, to *exhibit*, to *provoke* and to *dialog*. Although unusual within the context of new development, it is not unique, and is an innovative way to promote public engagement. An example of an architectural exhibit is the current *Gesamtkunstwerk* exhibit in Vancouver that is being sponsored by Westbank as part of the Vancouver House development. Although directly tied to the new development, it is specifically being prohibited from acting as a marketing tool, and has been independently curated.

<http://gwerk.ca/>

From a never-before publicly-shown Arthur Erickson 1955 sketch that set the agenda for Vancouverism, to renderings, models and videos illustrating the most adventurous building here in years, the Gesamtkunstwerk exhibition explores the thinking behind contemporary city-building. The show opens up the design, context and background of Vancouver House to public understanding with powerful visuals and commentary, showing how "Total Design" can transform contemporary condo living through the synthesis of art, architecture, interiors, urbanism and energy with public-mindedness. "Gesamtkunstwerk" was a new word in German used by composer Richard Wagner in the mid-19th century, then adopted by Le Corbusier and the Bauhaus architects in the 1920s as re-making the world through "Total Design"—the integration of all of the creative arts and all scales of designs, "From teaspoons to cities" according to Walter Gropius. This is the only word that adequately describes the intentions by BIG as architects and Westbank as developers for their Vancouver House development, with its ground-breaking organic forms in concrete, glass and copper, its re-thought interiors and apartment appointments, its integration into the skyline, its tapping into Westbank's new "Creative Energy" district energy system, its inspiring public art by Rodney Graham, and its creation of significant new public spaces for the enjoyment of all Vancouverites.

The project Heritage Consultant, Donald Luxton, and an independent specialist Curator will develop an exhibit on Modern Architecture in Victoria to be informed by the source material contained in "Modernism in Victoria 1945-1975" (Donald Luxton & Associates, July 2006); including bank buildings such as the Bank of Toronto Building (630 Yates Street) and the Bank of Nova Scotia (1301 Douglas/702 Yates Street). The exhibit could be held in the rotunda of the new

building over a two-week period, or alternatively, could be held in conjunction with the University of Victoria and presented at their Legacy Gallery, located in the modernist Bank of Toronto Building. In addition, the exhibit will include a minimum of two presentations, from experts on Victoria's modernism such as Allan Collier, Martin Segger and/or Donald Luxton. At the end of the exhibit, the assembled materials will be offered to the University of Victoria, and any other organization requested by the Senior Heritage Planner, for their future use. The educational event described above will occur within one-year of an occupancy permit being issued for 1515 Douglas Street.

Should the Senior Heritage Planner prefer, as an alternative to the Postwar Modernist educational exhibit described above, the Developer will make a \$15,000 donation to either the Victoria Civic Heritage Trust or the Victoria Heritage Foundation to form a dedicated fund to pursue public education regarding Victoria's modernist legacy. The Senior Heritage Planner could provide direction to the selected group on how the funds are to be utilized.

5.3 Commemorative Signage

JEL will provide commemorative interpretive signage to highlight the site's history and evolution. The exact locations and designs of this signage will be finalized in conjunction with the detailed design of the exterior art and furnishings package, however it is anticipated that a minimum of two installations will be located in the public plazas. Signage will be displayed in such a way that the 'story' of the site's history will be discovered and encountered as part of the composition of the open space as opposed to being presented as 'add on signage'. The installation will include explanatory text about the history and evolution of the architecture and urban design of the block, including archival imagery of some of the more notable buildings that have come and gone from the site. The text will be professionally written to inform and raise awareness of how the city grows and redevelops, and how this affects the character and shape of the City. The installation will be made of or incorporate some of the materials salvaged from the existing buildings.

5.4 Compilation of Building Documentation

JEL has assembled two collections of documentation for 1501 Douglas Street. The first was a DVD submitted with the original application which included scans of original architectural and engineering drawings and professional photographic documentation. A complete list of materials included on the DVD can be found in Appendix D. As part of the resubmission a second building documentation package has been compiled according to heritage conservation standards by Donald Luxton and is attached in Appendix D. Both these documentation packages form a permanent record for the building. In addition a building condition report can be found in Appendix C.

5.5 Design References

The design of the Proposed Development seeks to support the appreciation and promotion of the architectural heritage of Victoria through a number of strategies.

The new buildings and open spaces have been consciously designed to interact with and enhance the presence of the neighboring restored Heritage façade of City Hall and the historic clock tower. The planimetric axis of the tower has been extended and used as the generative geometric device for the central spaces of the entire block. This space forms a view corridor through the new complex with a public plaza, the main entrance, a six-storey glass wall and interior traversing pedestrian bridges. This is the major east- west axis of the proposed rotunda atrium space between the north and south wings of the Phase 1 building and ultimately terminates at the main atrium lobby of the Phase 2 tower. This special treatment will be a significant enhancement of the urban setting of City Hall providing exceptional spatial settings and viewpoints. The new buildings and open spaces will emphasize the importance of formal harmony and historic continuity in this downtown precinct.

Within the context of the neighborhood and as a gesture to the site's heritage and evolution it was deemed appropriate that the Proposed Development should be a contemporary interpretation of postwar modernist architectural ideas, including the expression of structural systems, free plans,

orthogonal planes and lines, authentic material expression, and respect of function. Further it is felt the Proposed Development will demonstrate the evolving architecture and urban form of downtown Victoria. By embracing modernist tenants, this project reflects the legitimacy of 20th century architectural heritage and represents a departure from the influence of neo-classical, 18th and 19th century precedents that have dominated references in new development in Victoria.

One notable departure from this approach is the Proposed Development's relationship to lot lines at the corner of Douglas and Pandora. As is characteristic of modernist buildings, the existing building places solid walls at the lot line along Pandora. In contrast, the Proposed Development is set back to create a wider and more gracious covered pedestrian walkway and retail frontage. Along Douglas Street the Proposed Development is set back further than 1501 Douglas Street to create the sunny public plaza described above. This open space allows views and spatial deference to City Hall from Pandora as well as facilitating a natural public access route to the entrance plaza of the Phase 1 Building. This deviation from the literal recreation of the existing physical conditions at the corner facilitate the accommodation of contemporary and site specific considerations, deference to City Hall and the clock tower, public amenity spaces and urban fit. On this basis it is justified that the design for the Proposed Development be different from that of the existing structure.

6. Conclusion

Those involved in the development of an urban site are entrusted with an important civic responsibility. It is expected that beyond the economic interests of private development there should be an interest in the betterment of the community by way of improvements to the urban condition. A development that is socially, economically, and ecologically sustainable contributes to both the success of private development and the quality of life of the city's inhabitants. JEL and its design team have endeavored to balance these priorities in the design of the Development Proposal.

JEL, with input and advice from both heritage and architectural professionals have determined that the viability of the Development Proposal would be critically compromised if 1501 Douglas Street were to be retained and as such are requesting permission to remove the building. By removing 1501 Douglas Street, the Phase I building is able to incorporate its dramatic interior rotunda area, the office floor plates on the upper levels can be optimized for user efficiency and environmental performance, visual deference to City Hall from Pandora Avenue and Douglas Street is facilitated, and a dynamic public plaza on the Southwest corner of the Site can be created. We believe that these resultant benefits, along with the more holistic contributions of the Development Proposal to the City of Victoria adequately offset the loss of 1501 Douglas Street.

JEL is also proposing a number of mitigation strategies to appropriately commemorate the architectural legacy of 1501 Douglas Street including materials re-use, the provision of a building documentation package to the City of Victoria, a public education initiative on post-war modernist architecture, the creation of new site lines that celebrate the historic value of City Hall and the Clock Tower and the heavy incorporation of modernist influenced design elements in the architecture of the Development Proposal. It is our hope that the Project will make a significant contribution to Victoria's architectural heritage and will itself be a publicly cherished building well into the future.

CITY OF VICTORIA
Committee of the Whole Report

Date: November 1, 2007 **From:** Steve Barber, Senior Heritage Planner
Planning & Development Department
Subject: Proposed Additions to the *Heritage Registry*
Downtown Examples of the Modern Movement

Executive Summary

The City of Victoria *Heritage Registry* currently identifies over 200 downtown buildings of heritage significance dating back from the earliest history of Victoria in the 1860s up to the 1930s. However, there has been no research or identification of heritage resources from the post-war period 1945-1975. Architecture from this period is often described as the "Modern Movement", growing out of the international style founded in Europe in the 1920s and 1930s by architects such as Le Corbusier, Walter Gropius and Mies van der Rohe. There are a number of examples of Modern Movement architecture in Downtown Victoria which have architectural, historical and social significance.

Committee of the Whole considered a staff report on this issue on October 5, 2006 and adopted a motion to consider eleven properties representing the Modern Movement for addition to the *Heritage Registry* and to undertake a consultation process with the affected owners. This process is now complete. The majority of affected owners are opposed to this action.

Recommendation:

1. That Council schedule a non-statutory public hearing to consider the addition of the properties listed in this report to the *Heritage Registry* and to allow affected property owners and other interested stakeholders an opportunity to address Council.
2. That Council adopt the following resolution:
That City Council endorse the principle of recognizing the heritage significance of the Modern Movement in Victoria as described in the Statement of Significance by Don Luxton & Associates, July 2006.
3. That, following the public hearing, and pursuant to Section 954 of the *Local Government Act*, City Council adopt a resolution to add the following properties to the *City of Victoria Heritage Registry*:
 - 637 Bay Street – Bay Street Hydro Substation
 - 1018 Blanshard Street – City Brokerage Building
 - 1515 Blanshard Street – B.C. Electric Company Building
 - 1609 Blanshard Street – CNIB Building
 - #1 Centennial Square – City Hall Annex
 - 912 Douglas Street – Ballantyne's Florist Building
 - 1060-80 Douglas Street – Bental Building
 - 1501 Douglas Street – Royal Bank Building
 - 1230 Government Street – Main Post Office and Federal Building
 - 630 Yates Street – Bank of Toronto Building
 - 780 Yates Street – Odeon Theatre Building

Respectfully submitted,

Steve Barber
Senior Heritage Planner
Community Planning Division

Mark Hornell, Manager
Community Planning Division

Deb Day Director
Planning & Development
Department

1. Purpose

The purpose of this report is to:

1. Provide City Council with information on the heritage significance of the Modern Movement in Victoria's urban development from 1945 to 1975;
2. Report on the results of the consultation process with affected property owners for the proposal to add eleven properties representing Modern Movement architecture in Downtown Victoria to the *Heritage Registry* and to conclude the process.

2. Background

Committee of the Whole considered a staff report on this issue at its meeting of October 5, 2006 and passed the following motions:

Councillor Charlayne Thornton-Joe moved it be recommended to Victoria City Council:

1. That the following properties be considered for addition to the *Heritage Registry*:

- B.C. Electric Company Building, 1515 Blanshard Street
- The City Brokerage Building, 1018 Blanshard Street
- Main Post office and Federal Building, 1230 Government Street
- City Hall Annex, 1 Centennial Square
- Bentall Building, 1060-1080 Douglas Street
- Bank of Toronto Building, 630 Yates Street
- Ballantyne's Florists 912 Douglas Street
- Odeon Theatre, 780 Yates Street

2. That a meeting be convened with the property owners and interested stakeholders to establish a consultation process.

Councillor Madoff moved that City staff complete a study on the following buildings to ascertain whether they could be added to the City of Victoria Heritage Registry and report to Committee of the Whole:

1. The CNIB Building; and
2. The Bay Street Hydro Substation.

CARRIED 06/648

Councillor Madoff moved that City staff complete a study on the Royal Bank Building on the corner of Pandora and Douglas Streets to ascertain whether or not this building could be added to the City of Victoria Heritage Registry and report to Committee of the Whole:

OPPOSED: Councillors Holland, Hughes and Young
CARRIED 06/647

Consultation Process

Property owners were notified by mail and subsequently contacted by telephone, meetings and e-mail. In addition, a meeting was held with a number of representatives of the development industry at the request of the Urban Development Institute. This included UDI, the Victoria Real Estate Board, the Greater Victoria Chamber of Commerce and University of Victoria Properties. Correspondence was received from a number of these organizations expressing concerns regarding the proposal. (See Attachment A). A number of property owners have also submitted correspondence. (See Attachment B). With the exception of the owner of 637 Bay Street, all property owners are opposed to the proposal to add their properties to the *Heritage Registry*. Correspondence has also been received from representatives of St. Andrew's Presbyterian Church regarding the proposed addition of 912 Douglas Street and expressing concern this

would interfere with a potential redevelopment of the site they are considering in partnership with Westbank Developments. (See Attachment C).

The following responses were received:

637 Bay – Bay Street Hydro Substation	Supported	See letter dated June 15, 2007
1018 Blanshard – City Brokerage Building	Opposed	See e-mail dated September 26, 2007
1515 Blanshard – BC Electric Company Building	Opposed	See letter dated May 4, 2007
1609 Blanshard Street CNIB Building	Opposed	Telephone conversation with owner
#1 Centennial Square – City Hall Annex		
912 Douglas Street – Ballantyne's Florist Building	Opposed	See letter dated October 9, 2007
1060-80 Douglas Street – Bentall Building	Opposed	Telephone conversation September 17, 2007
1501 Douglas Street – Royal Bank Building	No position	Telephone conversation September 18, 2007 *
1230 Government – Main Post Office and Federal Building	Opposed	See letter dated February 26, 2007
630 Yates Street – Bank of Toronto Building	Opposed	See letter dated June 12, 2007
780 Yates Street – Odeon Theatre Building	Opposed	Telephone conversation September 14, 2007

*A spokesperson for the Royal Bank advised that the bank would not submit a written response as the policy was to no comment on local political issues.

3. *Issues/Analysis*

Senior Government Properties

- The building at 1515 Blanshard Street is owned by the Province of BC and the building at 1230 Government Street is owned by the Government of Canada. As senior levels of government, they are not legally bound by municipal regulations. However, past practice has been for the City of Victoria to add properties owned by senior levels of government to the *Heritage Registry* in order to monitor future actions which may impact their historic character.

Impact on Property Values

- The view has been expressed by a number of organizations that adding these properties to the *Heritage Registry* will have a negative impact on the property values. It should be noted that there are approximately 200 heritage buildings in Downtown Victoria, many of which have been successfully rehabilitated for retail, office, hotel and residential uses, assisted by the City of Victoria financial incentive programs. The City of Victoria added approximately 82 buildings to the *Heritage Registry* in 1990 following a review of the Downtown Heritage Inventory. Many of these properties have been successfully rehabilitated, e.g. the Vogue Apartments – 1450 Government Street, the Monaco Apartments – 1401 Government Street and the A-Channel – 1420 Broad Street. Circumstances will vary with each property, but the *Heritage Registry* allows City Council to consider the important heritage values of the community when evaluating proposals for new development. Further, the character of Victoria's Old Town is a valuable tourist asset supporting an industry that generates over a billion dollars annually in revenues. Listing on the *Heritage Registry* allows the City to negotiate alternative solutions in cases of redevelopment which still allows for the heritage conservation concerns to be addressed. One example is the Sussex Place development which incorporated the façade of an important 1936 Art Deco hotel into a new mixed-use retail and office development. It

should also be noted that several of the Modern Movement examples are of such a size and scale that they are not likely candidates for redevelopment, e.g. the Bentall Building – 1060-1080 Douglas Street, B.C Electric Company building – 1515 Blanshard Street and the Main Post Office building – 1230 Government Street.

Legitimacy of Post-War Heritage

Victoria's history did not stop in 1945. While substantial resources have been committed to preserving historic commercial, institutional and residential buildings from the Victorian, Edwardian and Arts-and-Crafts styles, there has been little effort or recognition of more recent examples of our historical development, such as Art Deco, Art Moderne or Modern Movement styles. There is also recognition in the community that heritage conservation needs to encompass a broader range of values, including cultural, social, spiritual, aesthetic and scientific values. The concerns expressed by the Urban Development Institute and the Victoria Real Estate Board focus primarily on the economic values and redevelopment potential of affected properties. This issue must be acknowledged but should be balanced with the broader concerns of the community for the preservation of the recent past.

4.a. Options

- (A) That Council decline the recommendation of staff and not add the properties to the *Heritage Registry*. In certain cases, this may lead eventually to the demolition of the building and a loss of heritage value to the community.

Pros:

- Acknowledges position of property owners
- Avoids any potential claims for financial compensation which may result if Council adopts a heritage designation bylaw to prevent demolition.

Cons:

- Possible loss of significant modern heritage landmarks
- No opportunities to negotiate alternative solutions which might preserve some of these examples from demolition.

- (B) 1 That Council schedule a non-statutory public hearing to consider the addition of the properties listed in this report to the *Heritage Registry* and to allow affected property owners and other interested stakeholders an opportunity to address Council.
- 2 That Council adopt the following resolution:
- That City Council endorse the principle of recognizing the heritage significance of the Modern Movement in Victoria as described in the Statement of Significance by Don Luxton & Associates, July 2006.
- 3 That pursuant to Section 954 of the *Local Government Act*, City Council adopt a resolution to add the following properties to the *City of Victoria Heritage Registry*:
- 637 Bay Street – Bay Street Hydro Substation
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- 1060-80 Douglas Street – Bental Building
- 1501 Douglas Street – Royal Bank Building
- 1230 Government Street – Main Post Office and Federal Building
- 630 Yates Street – Bank of Toronto Building
- 780 Yates Street – Odeon Theatre Building

Pros:

- Provides opportunities to negotiate solutions when modern buildings are threatened with demolition (e.g. Sussex Place)
- Enables the utilization of heritage management tools and incentives which can assist in the preservation of important modern landmarks as part of the history and identity of Victoria
- The public hearing allows an opportunity for other stakeholders and interested citizens to voice their opinion on this issue.
- Broadens the scope of Victoria's heritage program and provides a more comprehensive view of Victoria's social and architectural history

Cons:

- Opposition of property owners
- In some cases, precludes sites from opportunities for redevelopment
- May affect property value

4.b. Resource Impacts

There may be impacts on the City's financial resources in the future if a heritage designation required compensation or, through the provision of financial incentives such as grants or tax exemption to encourage rehabilitation.

4.c. Conclusions/Recommendations

Staff recommends that Council adopt Option (B) as outlined above.

- Victoria's heritage preservation program has a demonstrated track record of balancing the interests of heritage property owners with preservation concerns. A concerted program of financial incentives, both grants and tax exemptions, has resulted in substantial voluntary private investment in heritage building rehabilitation which has benefited both the individual property owner and the community at large.
- Efforts to preserve Modern Movement examples of Victoria's history are consistent with both national and international precedents in this field. These include DOCOMOMO International, an international organization active in 33 countries, dedicated to bringing the significance of the Modern Movement to the attention of public authorities and to advocate for its preservation. In the United States there have been major conferences such as "Preserving the Recent Past" in Washington in 1995 and national publications such as the National Park Service's *Guidelines For Evaluating and Nominating Properties That Have Achieved Significance In The Past Fifty Years*. In 2006, the World Monuments Fund launched "Modernism At Risk" to focus efforts to preserve modern landmarks through a combination of advocacy, public education and architectural conservation

It is important to understand that the proposal is to add these properties to the *Heritage Registry*. The *Heritage Registry* is simply a monitoring tool that allows the City an opportunity to review any proposed actions which would affect the property. By itself, it does not restrict any actions proposed by the property owner. Should a property be proposed for demolition, Council would need to enact a Heritage Designation Bylaw to preserve a building. The *Local government Act* provides protection for the property owner in Section 969, which provides that where a heritage designation causes a reduction in market value, the municipality must provide compensation to the property owner.

While the City's policy is to try to ensure the property owners' agreement with listing on the *Heritage Registry*, Council has, in the past, added properties to the *Heritage Registry* despite landowner objections. In 1990, Council added approximately 42 properties in the Downtown to the *Heritage Registry* over the registered opposition of the owners. In May 2002, City Council added seven schools to the *Heritage Registry* despite the opposition of the School Board. In the 1970s, City Council designated a number of Downtown churches and houses throughout the City despite owner objections. Given the significant redevelopment pressures on downtown properties, staff recommends the immediate listing of these buildings in order to provide Council with preservation options in the future.

5. Recommendation

1. That Council schedule a non-statutory public hearing to consider the addition of the properties listed in this report to the *Heritage Registry* and to allow affected property owners and other interested stakeholders an opportunity to address Council.
2. That Council adopt the following resolution:
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 - 1060-80 Douglas Street – Bental Building
 - 1501 Douglas Street – Royal Bank Building
 - 1230 Government Street – Main Post Office and Federal Building
 - 630 Yates Street – Bank of Toronto Building
 - 780 Yates Street – Odeon Theatre Building
6. **List of Attachments**
 - A. Letters from other stakeholders
 - B. Letters from affected property owners
 - C. Letters from St. Andrew's Presbyterian Church
 - D. Photos
 - E. Maps
 - F. Statement of Significance of the Modern Movement
 - G. Statements of Significance of each property

Appendix B: Existing Statement of Significance - 1501 Douglas Street

The following is the existing Statement of Significance for 1501 Douglas Street.

Name of the Historic Place: Royal Bank Building

Address: 1501 Douglas Street, Victoria

Date of Construction: 1955

Architect: E.P. Warren, in collaboration with Wade, Stockdill & Armour

Description of the Historic Place

The historic place is a one-storey, flat-roofed, international style stone, aluminum and glass bank opposite Victoria City Hall in Victoria's downtown.

Heritage Value of the Historic Place

Built in 1955 for the Royal Bank of Canada, the value of the building is associated with its progressive architectural style which was commonly commissioned by banking institutions in the post war era. It is valued as one of a small number of commercial structures of the modern International style remaining in downtown Victoria.

Designed in the International style by the Royal Bank of Canada's Montreal-based chief architect E.P. Warren (with construction supervised by local architects Wade, Stockdill, and Armour), the historic place is a modernist allusion to the nineteenth-century temple bank whose architecture was chosen to convey permanence and stability, and more practically was strong and secure.

The bold use of a 'colonnade' of aluminum curtain wall – a distant echo of the encircling colonnade – is a good example of the International style that revered classicism and yet embraced new technology, materials and constructional capabilities.

Built in 1955, and replacing a modest Classical 'temple-fronted' bank building on the adjacent lot to the north (a fragment of which survives), the choice of the clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability. Built in an age of banking prosperity when many financial institutions consolidated their historical cache, the Royal Bank chose to engage the post-depression consumer with an icon of the modern age. The Royal Bank of Canada's Douglas Street branch is also representative of the final manifestation of the traditional banking hall before the electronic revolution.

Character-Defining Elements

Key elements that define the heritage character of the Royal Bank Building are its:

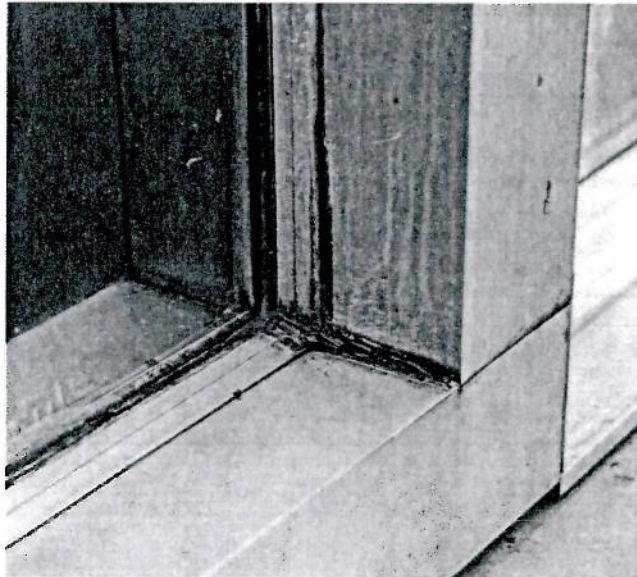
- location on a main city street at a busy intersection;
- corner location;
- classical proportion;
- classical elements including base, aluminum 'colonnade' of curtain wall glazing, slender cornice, and recessed central entrance on short elevation;
- materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Onicate (green flecked black) marble recessed entrance canopy;
- patent (curtain) aluminum glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights, and moulded aluminum panels; and
- open banking hall on the interior.

Appendix C: Condition Assessment of 1501 Douglas Street

Introduction

The subject building at 1501 Douglas Street is named in the Heritage Registry of the City of Victoria. Built in 1955, it is categorized as an example of Post-war Modernist Architecture. Photo-documentation and a visual, non-invasive investigation of the condition of the building, the former home of the Royal Bank of Canada branch, was undertaken in the autumn of 2013. The Statement of Significance extant with the Register was consulted and a review of the condition of identified heritage features, the structural system and the building envelope was conducted. Physical inspection and review of the original drawings were carried out in order to identify and record the nature and extent of changes from the original so that the building could be thoroughly documented prior to deconstruction.

The review revealed a varying degree of material quality, with a number of components exhibiting excellent potential for salvage and reuse.



Aluminum and glass curtain wall with caulking on the west facade

Condition of character-defining elements

The Statement of Significance 1501 Douglas Street lists its character-defining elements as:

- *location on a main city street at a busy intersection*
- *corner location*
- *classical proportion*
- *classical elements including base, aluminum 'colonnade' of curtain wall glazing, slender cornice, and recessed central entrance on short elevation*
- *materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Oniciate (green flecked black) marble recessed entrance canopy*
- *patent (curtain) aluminum glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights, and moulded aluminum panels*
- *open banking hall on the interior*

The curtain wall is a local example of this type of glazing system. The aluminum mullions between glazing units, although oxidized, appear to be in good condition. Connections between glazing units and the aluminum mullions have been heavily caulked at various times. There is evidence of past water ingress into the aluminum curtain wall system increases likelihood of there being corrosion of the enclosed steel structural members. The window system consists of single-pane glazing units secured into the curtain wall by aluminum stops on the interior. The aluminum mullions are not thermally broken and because the thermal break is integral to the mullion extrusion, the entire curtain wall system would have to be replaced to meet current building envelope and LEED certification standards.

The structure of the building is a combination of: concrete foundations; plaster-enclosed steel columns at the basement and main level; exposed steel columns, girders, and beams at the roof level; precast structural concrete plank floor and roof decks. The building appears plumb from most angles with minor mortar cracking and misalignment in the upper portion of the rear brick wall. No corrosion was apparent on the exposed surfaces of the steel members in the roof attic. The condition of the basement foundation walls indicates that the foundations and structure of the building appear stable. The structural system design relies on a welded and bolted steel framework, arranged in a column-and-beam skeletal system with wide spans. The structure would not meet current seismic standards and would require significant modifications that likely would diminish the characteristic open banking hall, mezzanine support and curtain wall design.

Steel structural column, girder, and beam between the roof and finished ceiling



The exterior stone façade includes a black granite base and an andesite cladding. The surfaces of these elements appear to be in a condition that would allow their re-purposing once deconstructed even if the attachment hardware behind is discovered to be faulty or under-designed relative to current standards (which is likely). Brickwork at the east façade appears intact with the exception of one section of bricks 3 to 4 feet from the parapet on the easternmost wall, that appear to be shifting and separating at the mortar joints. Here there is moss growth,

indicating water ingress. At the east facade, caulking at the sills and aluminum mullions between the curtain wall and brick is deteriorated. In some sections the parapet flashing has been surface screwed and caulked in a haphazard repair. There is evidence of water penetration between flashing sections. The coping beneath the flashing along the roof parapet is misaligned. The performance level of exterior wall insulation is well below current standards.

Mechanical systems of the building, including a foundation- draining sump pump and gas-fired boiler, appear to be in working order. Although no testing was undertaken to verify these observations, the basement appears to be dry and free of mold and it is likely that pipes are wrapped in material with asbestos content.

Survey of Materials

A common feature incorporated into the facades of bank buildings of colonial Victoria is that of the granite base. Granite, among the hardest and strongest of stones, was used historically as a foundation system and exposed at ground level to indicate the strength of the building's base. As structural steel and concrete systems evolved, the use of granite at the building's base became increasingly decorative and symbolic. The facades of both the existing bank buildings have polished granite panels as a cosmetic feature.

Interior finishes; lighting components appear to be in serviceable condition, however they would likely not meet current code and energy standards.

Special elements such as the bank-vault doors in the existing building could be interesting artifacts and may be able to be re-purposed as historic artifacts, although they are no longer functional and do not represent architectural heritage value.

Appendix D: 1501 Douglas Street Building Documentation Record

Included with this report is the separate booklet "1501 Douglas Street, Victoria Archival Documentation – April 2014" prepared by Donald Luxton & Associates Inc.. The documentation listed below can be found on the attached DVD.

Architectural Blueprints (1955) - E.P. Warren, Architect and Edward J. Gilbert, P.Eng.

- Basement Plan
- Ground Floor Plan
- Mezzanine Plan
- Roof Plan
- Banking Room Ceiling Plan
- Elevations
- Details No.1
- Details No.2
- Sections 1
- Sections 2

Electrical Blueprints (ca. 1955) - E.P. Warren, Architect and Edward J. Gilbert, P.Eng.

- Electrical Basement Plan Flow Diagram
- Electrical Ground Floor Plan & Legend
- Electrical Main Ceiling Layout and Mezzanine Plan

Foundations Engineering Blueprints (1956) - A.B. Sanderson and Company Ltd. Consulting Engineers

- Foundations (1 of 2)
- Foundations (2 of 2)

Mechanical Blueprints (ca. 1955) - E.P. Warren, Architect

- Mechanical Basement Plan
- Mechanical Ground Floor Plan
- Mechanical Mezzanine Plan

Structural Blueprints (1955) - Dominion Bridge Co. Limited

- Anchor Plan
- Ground Floor Framing
- Mezzanine Floor Framing
- Roof Framing

Vault Design Blueprints (1955) - Sundries Vaults

- Concrete Vault Details
- Vault Cupboard Details

Architectural Drawings for Building Renovation (1991) - Peter H. Neijmeijer, Architect

- Renovations 1 of 2
- Renovations 2 of 2
- Renovations HVAC and Plumbing

Architectural Blueprints for Adjacent Building, known as 'Building on Douglas + Cormorant' (ca.1930) - C. Elwood Watkins, Architect

- Building Elevations
- Building Plan and Elevations

Building Photographs

- Aerial and Satellite Imagery (2013)
- Building Elevation Photos (2013)
- Building Detail Photos (2013)
- Interior Detail Photos (2013)
- Historical Building Photo (1960)

Appendix E: Material Re-Use

Salvage and re-use of materials

The Modernist Royal Bank Building at 1501 Douglas Street includes period-defining elements that can be salvaged and reused in the new project. These include the granite and andesite stone cladding as well as decorative aluminum spandrel panels. The proponents have been advised on the anticipated salvage rates for each of these materials by a demolition contractor with specialized expertise. Taking into account anticipated breakage and excluding materials that are already damaged, the amounts of each material that are expected to be available for re-use are as follows: granite 95%, marble 95%, andesite 65% and aluminum 95%. The original locations of these materials are illustrated in the annotated building elevations below:



The following pages illustrate the proposed locations of the salvaged materials (refer to Key Site Plan of 1501 Douglas Materials Re-Use) and the detailed design concepts for each material. This report demonstrates re-use of approximately 95% of the Peribonka granite and Verdi Onicate marble panels, 65% of the andesite panels and 95% of the fluted aluminum panels.

CORMORANT ST

DOUGLAS ST

PANDORA ST

15 panels

16 panels

22 slabs
5 large
3 small

3 slabs

3 slabs

5 slabs

8 slabs

4 slabs

4 slabs

11 panels

14 panels
85 blocks

2" thick:
10 panels
16 blocks

24 panels

27 panels

Key Site Plan of 1501 Douglas Materials Re-Use

Black Granite

Verdi Onicate Marble

Fluted Aluminum Panels

Haddington Island Andesite

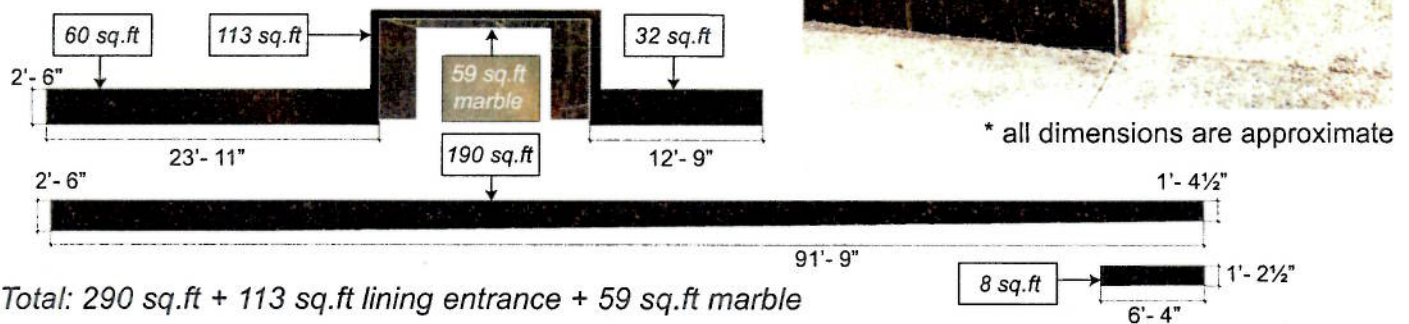


0m 10m

Black Granite & Marble

The polished black Peribonka granite will be salvaged and reused, in combination with the Verdi Onicate marble, to line the new entrance portal fronting the 1515 Douglas Plaza. The salvaged granite will also be repurposed as custom designed seating in the new plazas on Douglas Street and Pandora Avenue; at the corner of Douglas and Pandora, the new benches will be arranged along the line of the existing building as a way to commemorate and make a physical link with the history of the site. Additional custom bench / bicycle storage elements will incorporate the salvaged granite into the Cormorant Street end of the Through-Block Walkway, at the eastern portion of the site. Of the existing 51 pieces of black granite, 47 will be re-used; of 9 existing marble pieces, 8 will be re-used (anticipated salvage rate 95% for these materials).

Inventory:



Typical Panels:

3'-10" wide x 2'-6" tall x 4" thick



Total: 34 panels (31 anticipated re-use)

Panels from Entrance Portal (8" thick):

3'-2" squares, 2'-7" squares, and 2'-7" x 1'-5" rectangles



Total: 5 large squares (4 anticipated re-use) + 6 small squares + 6 rectangles

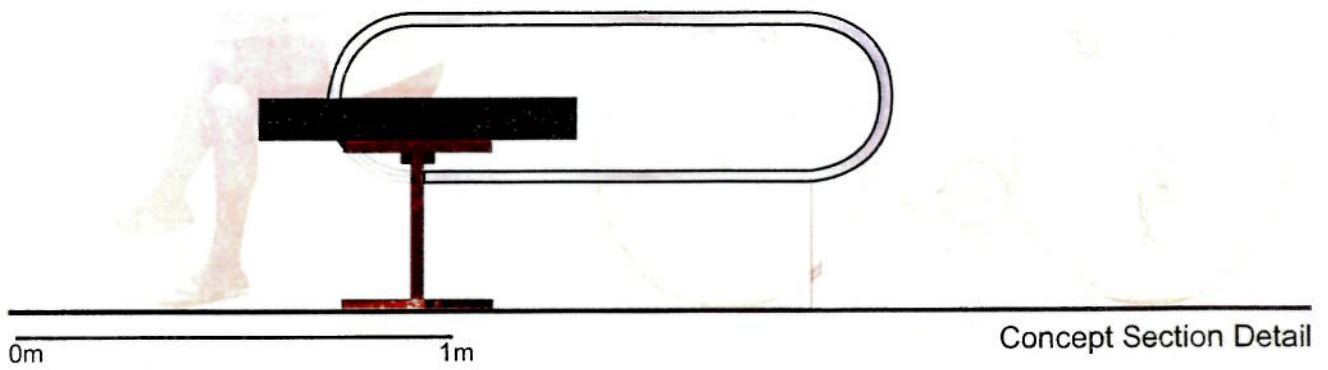
Marble Panels from Entrance Portal (7/8" thick):

2'-5" wide x 3' tall, 3'-6" wide x 9" tall

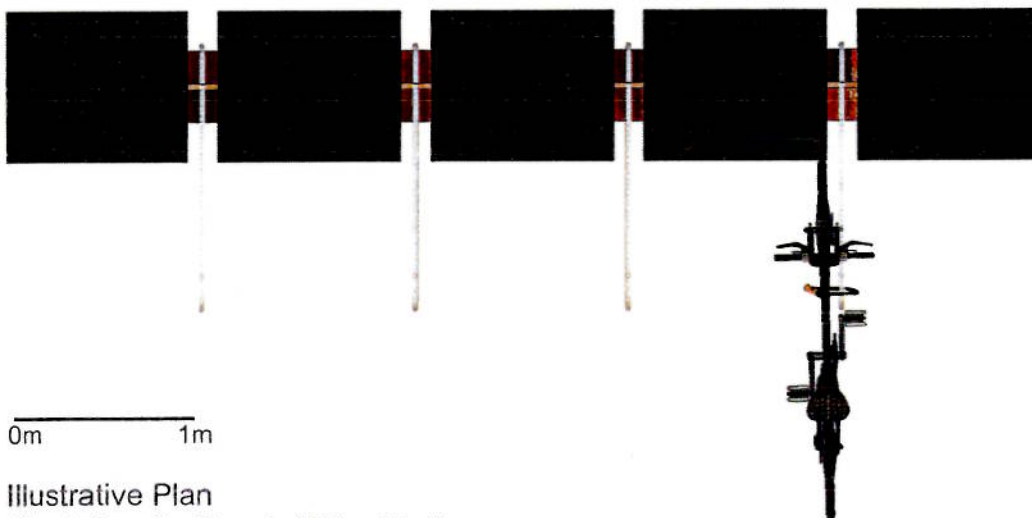


Total: 6 large panels (5 anticipated re-use) + 3 small panels

[greyed panels indicate allowance for damage etc.]



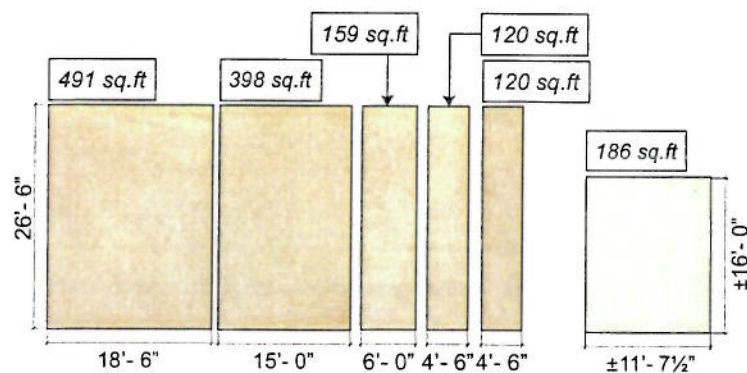
Illustrative View



Haddington Island Andesite

The salvaged Haddington Island andesite stone panels will be reused in the seating / planter walls of the new complex at the 750 Pandora Plaza. Taking advantage of the varying shapes and thicknesses of the material, the andesite blocks will form a patterned accent wall adjacent to the main 750 Pandora entrance. Of 294 existing pieces, 192 will be re-used in these plaza features (anticipated salvage rate 65% due to the extent of damage in the existing condition).

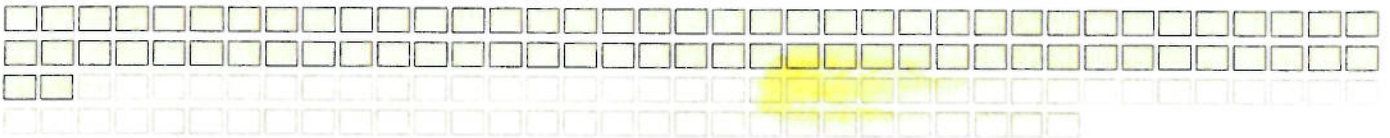
Inventory:



Total: 1288 sq.ft + 186 sq.ft of 2" depth

Typical Panels:

2'-3" wide x 3'-0" tall x 4" thick



Total: 140 panels (76 anticipated re-use)

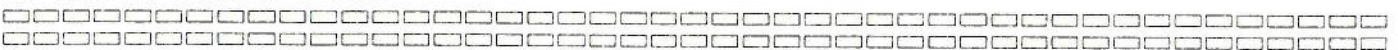
Thin Panels (2" thick):



Total: 20 thin panels (10 anticipated re-use)

Typical Blocks:

27" wide x 8" tall x 4" thick



Total: 108 blocks (90 anticipated re-use)

Thin Blocks (2" thick):

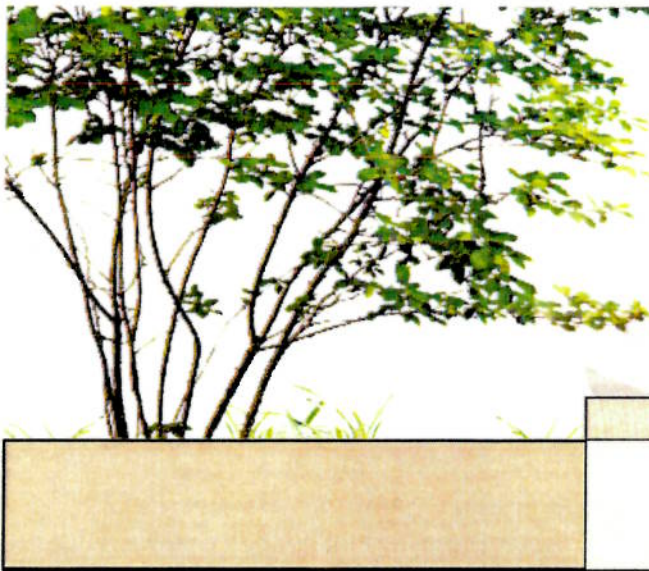


Total: 26 thin blocks (16 anticipated re-use)



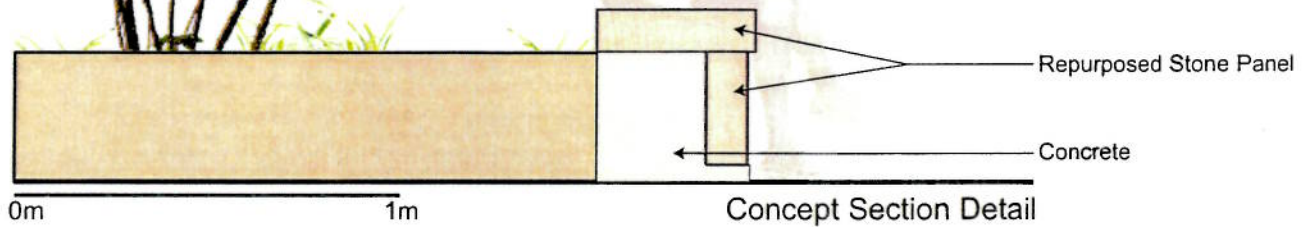
* all dimensions are approximate

[greyed panels indicate allowance for damage etc.]



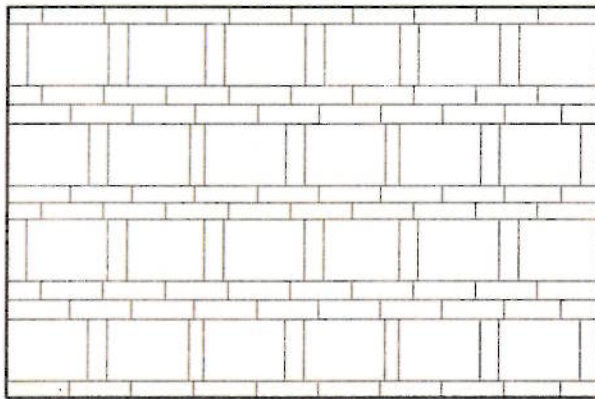
Integrated Re-use / Re-purposing:
Used to face the planter box benches at the Pandora entrance.

Cladding of a full-height feature wall at the Pandora entrance.



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Illustrative Elevation



Wall Cladding:

4" panels: 14

2" panels: 10

4" blocks: 85

2" blocks: 16

Concept sketch showing pattern of stone panels applied to exterior wall

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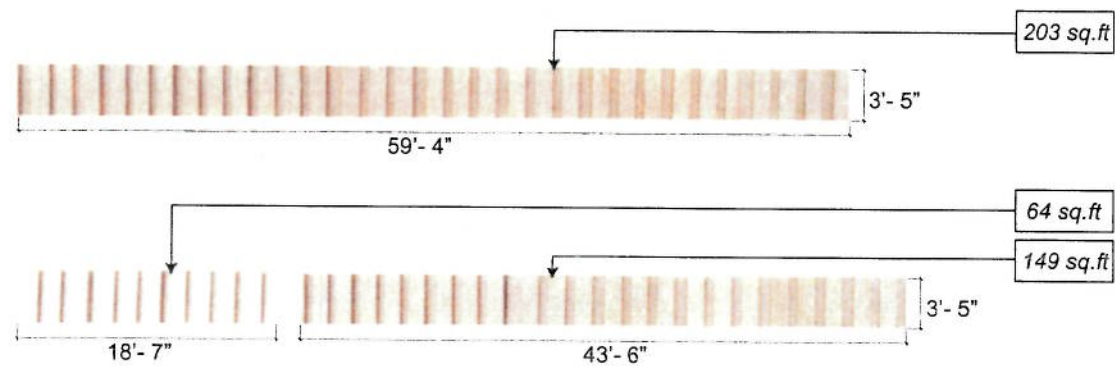
Illustrative View

The decorative aluminum spandrel panels located on top of the curtain walls will be salvaged and re-used to make decorative wall features in the new ground floor bicycle rooms. The panels will be placed on the wall above the bicycles, so that they are visible to the exterior and reference the original placement of the panels at the upper spandrels. Of 33 existing panels, 31 will be re-used in the new project (anticipated salvage rate 95%).



* all dimensions are approximate

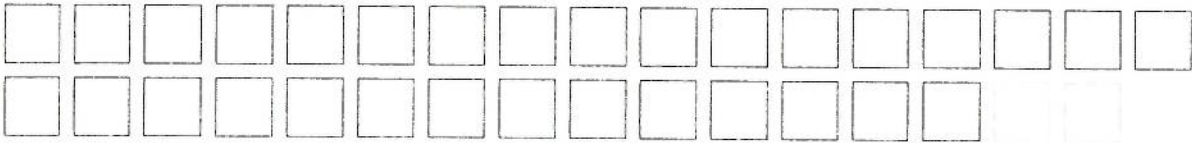
Inventory:



Total: 416 sq.ft

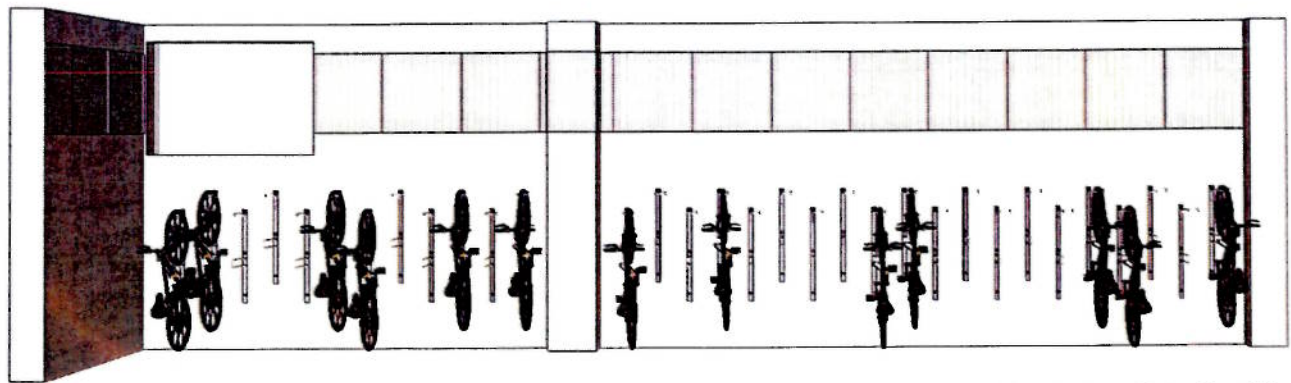
Typical Panels:

3'- 5" wide x 3'- 5" tall



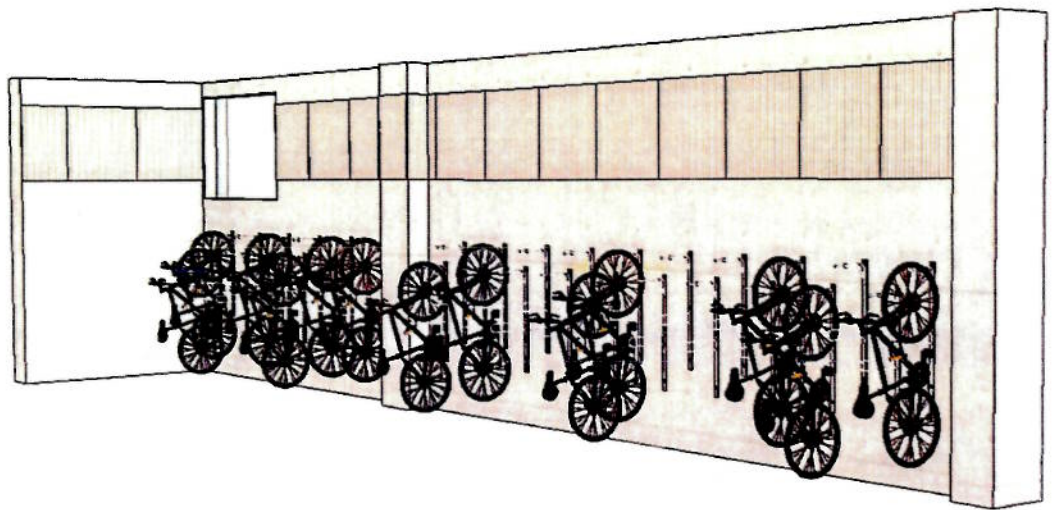
Total: 33 (31 anticipated re-use)

[greyed panels indicate allowance for damage etc.]



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Illustrative Interior Elevation



Interior View



Exterior View