



Council Report

For the Meeting of March 9, 2017

To: Council **Date:** March 1, 2017
From: Jonathan Tinney, Director, Sustainable Planning and Community Development
Subject: Additions to the Heritage Register – Statement of Significance Clarification

RECOMMENDATION

That the revised Statement of Significance for the Ogden Point Breakwater be received for information as part of Council's consideration to add the Breakwater to the City of Victoria's Register of Heritage Properties.

EXECUTIVE SUMMARY

The purpose of this report is to provide a clarification affecting the Statement of Significance (SOS) for the Ogden Point Breakwater, which is one of the properties being considered for addition to the City of Victoria's Register of Heritage Properties (the Register). The SOS previously reported to Council cited both the breakwater and the Ogden Point docks, but contained some ambiguity with respect to the heritage value of the docks. Following a discussion with the landowner, staff conferred with the heritage consultant who had researched and prepared the original SOS and had advised that there was a lack of sufficient historical information to provide more clarity on the extent of the value. Staff have determined that the key heritage value is in the breakwater, and that addition to the Heritage Register be limited to this portion of the property. The SOS has been revised to limit the heritage value and character defining elements to the breakwater. Within the SOS document, the docks continue to be cited but only as part of the site context description.

PURPOSE

The purpose of this report is to provide a clarification affecting the Statement of Significance for the Ogden Point Breakwater, which is one of the properties being considered for addition to the Register.

BACKGROUND

At the meeting of August 25, 2016, Council directed staff to notify the property owners that Council will consider the following motion on September 22, 2016, and that Council invites comments up to and including that meeting:

"That Council directed staff to:

1. Add the complete list of 50 candidate properties to the City of Victoria's Register of Heritage Properties as listed in Appendix 1 of this report.
2. Prepare further candidate property recommendations for consideration of addition to the City of Victoria's Register of Heritage Properties."

The above motion was not considered at the September 22, 2016 Council meeting and was postponed in order to amend the City's Heritage Property Protection Bylaw to ensure the bylaw was consistent with the City's heritage application and permit procedures with respect to Heritage Register properties.

Amendments to the Heritage Property Protection Bylaw were adopted on January 26, 2017. Following this, consideration of the above motion was rescheduled for March 9, 2017 and notices of this meeting as well as an information package on the City's heritage program was sent to the 50 property owners.

ISSUES & ANALYSIS

Staff met with representatives of the Greater Victoria Harbour Authority (GVHA) on February 23, 2017 to discuss implications of Heritage Register status for their property at Ogden Point. During this meeting, the Statement of Significance (SOS) for the property was discussed, which summarized the heritage value of the property and identified character-defining elements. There was some ambiguity in the SOS with respect to the Ogden Point docks, and the GVHA requested clarification due to concerns that the ambiguity may impact future development plans.

Staff followed up with the heritage consultant that prepared each of the 50 SOS documents to provide clarity on the extent of the heritage value. The original SOS indicated that the docks had value but was not specific on what aspects. The heritage consultant noted that the docks may have heritage value in their own right, but that the greatest heritage value was erased when the elevators were torn down. There was not sufficient available history of the evolution of the site, and there was limited historical information available at the time the SOS was prepared.

Given this, and to provide clarity for the landowner, staff have determined that the key heritage value is the breakwater, and that addition to the Register be limited to this portion of the property. The SOS has been revised to reflect this (attached). It still gives acknowledgment to the docks, but only as part of the context.

Respectfully submitted,



Andrea Hudson
Assistant Director, Community Planning



Jonathan Tinney, Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager:

Date:


March 3, 2017

List of Attachments

- Revised Statement of Significance for Ogden Point Breakwater

CITY OF VICTORIA HERITAGE REGISTER UPDATE

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CITY OF VICTORIA HERITAGE REGISTER UPDATE

OGDEN POINT BREAKWATER



ROYAL BC MUSEUM

Courtesy of BC Archives collections - Call Number: I-26468

Web: www.bccarchives.gov.bc.ca Email: access@www.bccarchives.gov.bc.ca

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Title: Aerial, Victoria Showing Ogden Point
Ogden Point, 1961 [BC Archives I-26468]

December 2009 (Revised by M. Conley March 2, 2017)
Donald Luxton & Associates

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Original Owner: Federal Government
Design Engineer: Louis Coste
Supervising Engineer: J.S. MacLachlan
Chief Engineer: Public Works, Canada; D. Lafleur
Original Contractor (Breakwater): Sir John Jackson Ltd.
Date of Construction: 1914-1917

Description of Historic Place

The Ogden Point Breakwater consists of an 800-metre long concrete and granite breakwater with a lighthouse at the seaward end adjacent associated dock areas. The breakwater is located at the entrance of Victoria Harbour, off Dallas Road in the historic James Bay neighbourhood of Victoria, British Columbia. The Ogden Point Breakwater is a significant component of the National Civil Engineering Site that also contains the adjacent dock areas.

Heritage Value of Historic Place

Built between 1914 and 1917, Ogden Point has historical value as the only breakwater in the city of Victoria and as part of Victoria's working waterfront. It is associated with the development of the international shipping industry in James Bay. After construction of the Esquimalt-Nanaimo Railway in 1887, the expected construction of the Canadian Pacific Railway, and the imminent completion of the Panama Canal in 1914, Canada anticipated an economic boom and a dramatic increase in the shipping and cargo demands on its western harbours. At the time, Victoria's harbour was relatively shallow, fraught with dangerous obstacles, and heavily exposed to the southwesterly winds of the Juan de Fuca Strait. The breakwater was constructed in order to provide safe, protected dock areas, enabling Ogden Point to develop into a hub for international shipping, provide moorage for large naval and cargo ships increased industrial development, and to become the largest seaport in Western Canada at the time. Ottawa handed over administration of Ogden Point to the Canadian National Railway in 1928.

In 2001, Ogden Point was named as a Canadian National Historic Civil Engineering Site, indicating the importance of its physical context that includes the Ogden Point Breakwater. Named after Hudson's Bay Company chief factor Peter Skene Ogden (1794-1854), the breakwater was designed by Louis Coste and D. Lafleur of Public Works Canada. Contractors Jackson Ltd. built the 800-metre long breakwater using over one million tons of local rock, quarried on nearby Hardy Island, and ten thousand granite blocks – each weighing up to 15 tons - stacked in a nine-layer stepped profile. Ogden Point was built for a cost of \$1,800,000. To this day, only a fraction of the Ogden Point original granite blocks have been repositioned, illustrating the quality of the design and engineering involved in the construction of the breakwater, and the continuation of the associated docks to be utilized as Victoria's major moorage for cruise ships.

Presently, the Ogden Point breakwater is an integral component of recreation in James Bay, and has environmental significance as a Pacific marine sanctuary, supporting hundreds of species that attract an abundance of scuba divers. The upper portion of the breakwater is a popular walking destination, demonstrating adaptive and continuous use by the community over time.

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Character-Defining Elements

Elements that define the heritage character of the Ogden Point Breakwater include its:

- location at the entry of Victoria Harbour, off Dallas Road in the historic neighbourhood of James Bay
 - continuous industrial use
 - industrial form, scale, and massing as expressed by its hooked shape that extends 800 metres into the entrance of into the harbour, and the lighthouse located at the western end
 - nine-layer stepped concrete and massive granite block construction of the breakwater
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