

Council Report For the Meeting of November 26, 2015

То:	Council	Date:	November 12, 2015
From: Subject:	Jonathan Tinney, Director of Sustainable Update on Rezoning Application No. 00 of Greater Victoria) Bylaws ready to proceed to Public Hea	0476 for 10	

RECOMMENDATION

That Council receive this report for information and that the Rezoning Application for the property located at 1040 Moss Street (Art Gallery of Greater Victoria) proceed to a Public Hearing.

For procedural correctness, the sequence of Public Hearings for the subject property should deal with the Zoning Regulation Amendment Bylaw and then the discharge of the Land Use Contract. In addition, upon further review, staff have determined that a Development Permit is required for this proposal. Therefore, to address these changes and to allow this Application to proceed to Public Hearing, the following Council Resolution is required:

- That Council give first and second reading to the Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00476 for 1040 Moss Street and that the Bylaw to discharge the existing Land Use Contract applicable to 1040 Moss Street, be considered at Public Hearings at the same Council meeting.
- 2. Following consideration of the Zoning Regulation Bylaw Amendment, if it is approved, then the Bylaw to discharge the Land Use Contract be approved.
- 3. Following consideration of the Zoning Regulation Bylaw Amendment, if it is approved, that Council consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000446 for 1040 Moss Street, in accordance with:

- 1. Revised drawings date stamped November 6, 2015.
- 2. Development meeting all Zoning Regulation Bylaw requirements.
- 3. Final plans to be substantially in accordance with the plans identified above as to the satisfaction of staff.
- The bike shelter design be reviewed and approved by Council in a separate Development Permit Application prior to any occupancy of the new construction as authorized by this Development Permit.
- 5. The phasing of the development to the satisfaction of City Staff.
- 6. The Development Permit lapsing three years from the date of this resolution."

EXECUTIVE SUMMARY

The purpose of this report is to inform Council that, in accordance with Council's motion of June 25, 2015, the Public Hearing pre-conditions for the property located at 1040 Moss Street have been met and the Zoning Regulation Bylaw Amendment, that would authorize Rezoning Application No. 00476, has been prepared. This report provides Council with details on the procedural requirements to advance this Application and changes to the proposal since it was reviewed by the Planning and Land Use Committee (PLUC) on June 25, 2015. At that time, Council passed the following motion:

"It was moved by Councilor Coleman, seconded by Councilor Lucas, that Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00476 for 1040 Moss Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

- 1. Applicant to further consider if refinements to the form and massing of the addition could improve visibility of the upper storey of Spencer Mansion, from Moss Street, while enabling the upper floor of the expanded gallery to function as exhibition space.
- 2. Further revisions to the proposed Statement of Significance for Spencer Mansion, to the satisfaction of staff.
- 3. Referral of Rezoning Application No. 00476 to the Advisory Design Panel and the Heritage Advisory Panel.
- 4. Removal of the existing Land Use Contract that is registered on the property title.
- Registration of a Section 219 Covenant to secure the details for design and heritage alterations to the satisfaction of staff.
- 6. Applicant to explore the feasibility of securing access to surplus parking spaces on nearby properties and through legal agreements."

Carried Unanimously

Hearing Pre-Conditions

With regard to the pre-conditions associated with this Application, staff can report the following:

Plan Revisions (Hearing Pre-Condition 1)

In the applicant's letter dated November 6, 2015, the applicant describes the approach to the visibility and prominence of the Spencer Mansion. The applicant provides a list of changes that will improve the visibility of the Mansion, with reliance on change of materials, removal or changes to the newer additions to the Mansion and improved views of the Mansion from the public realm and from the new addition.

Statement of Significance (Hearing Pre-Condition 2)

The Statement of Significance has been completed to the satisfaction of staff.

The Statement of Significance is a succinct way of expressing heritage value and consists of three parts:

- 1. A brief description of the historic place.
- 2. An identification of the key heritage values assigned to the historic place.
- 3. A list of its principal character-defining elements.

The Statement is intended to inform future decisions on the heritage aspects of the historic place. It is noted that this document does not provide any heritage protection. It is also noted that Spencer Mansion is not a Heritage-Designated building, and as such, is not protected.

Heritage Advisory Panel Referral (Hearing Pre-Condition 3)

The Rezoning Application was referred to the Heritage Advisory Panel (HAPL) on July 14, 2015 (minutes attached). The applicant's response to the Panel's direction are provided in their letter.

Advisory Design Panel Referral (Hearing Pre-Conditon 3)

The Rezoning Application was referred to the Advisory Design Panel (ADP) on July 22, 2015 (minutes attached). The applicant's response to the Panel's direction are provided in their letter.

Discharge of Land Use Contract (Hearing Pre-Condition 4)

The discharge of the Land Use Contract should only be discharged after the adoption of the Zoning Regulation Bylaw Amendment. Should the Rezoning Application be declined, then the Land Use Contract will remain in place as the operative regulations for the property, until such time that it is amended or repealed.

Section 219 Covenant (Hearing Pre-Conditon 5)

The applicant's original intent was to enter into a Section 219 Covenant to secure all aspects of the architecture, landscape architecture and urban design as well as the exterior alterations to the Heritage-Registered property (Spencer Mansion) in lieu of the requirement for a Development Permit. Upon further review of the terms of the *Official Community Plan*, staff have determined that a Development Permit Application is required, due to the inclusion of a commercial component within the project and the allowable uses within the proposed zone. In light of this, the applicant has requested that the Development Permit take the place of the Section 219 Covenant.

The applicable Development Permit Area is Development Permit Area 16, General Form and Character, and the applicable guidelines are the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial.* This Development Permit Area allows Council to review the general form and character of the development.

A Section 219 Covenant and a Development Permit achieve a similar purpose: to ensure development takes place in accordance with approved plans. The main differences between the two options are as follows:

- A covenant is a voluntary tool, whereas a Development Permit is a legislative requirement.
- The scope of a covenant can be broader, as it is not limited by the Development Permit Area designation and legislative requirements.
- The term of a covenant is subject to negotiation, whereas a Development Permit is generally valid for two years.
- A landscape bond is generally not a requirement with a covenant (subject to the negotiation and terms of the covenant), whereas a landscape bond is an integral part of the Development Permit process.

In this case, the critical difference between a covenant and the Development Permit is the level of detail that can be specified, as a covenant can have a broader scope. The proposed Development Permit will require that the exterior of the building (both the Spencer Mansion and the addition) be

constructed in compliance with the approved Development Permit, however; the 'general character of the development' is a consideration, and not the particulars of the landscaping or of the exterior design and finishes of the buildings.

As such, the Development Permit does not provide any specific heritage protection for Spencer Mansion, but would require that any proposed changes to the exterior be in accordance with the submitted plans. In order to provide more definitive guidance for compliance with the approved plans, the wording of the Development Permit will require 'substantial' compliance with the approved plans.

Since this proposal has been extensively reviewed by staff, ADP, HAPL and Council, the review of the general character of the development is considered satisfied.

Securing Additional Parking (Hearing Pre-Condition 6)

The applicant has provided one agreement with Langham Court (attached as an Appendix to applicant's letter). This agreement does not specifically provide for additional parking for the Art Gallery of Greater Victoria (AGGV), but is rather an Event Coordination Agreement.

The overall parking variance remains the same as reported in the PLUC report, with a total shortfall of 132 stalls. The applicant has included some revisions to the allocation of floor space, including increasing the number of seats in the theatre from 144 to 220; however, this reconfiguration does not trigger an additional parking variance due to the reconfiguration of other space to increase the storage within the building, which does not increase parking demand.

Amended Plans and Changes to the Data Table

The applicant has provided amended plans, which captures changes outlined in their letter. In addition, due to the scope of the project the applicant is requesting a three-year term for the Development Permit (normally the Development Permit expires in two years from the date of issuance). The applicant has not fully determined the phasing of the project as it may proceed in stages, and would like to capture this flexibity in the Development Permit. Both of these requests have been captured in the Development Permit resolution for Council's consideration.

The proposed site-specific bylaw includes adjustments from the data table presented in the staff report to the PLUC as follows:

- The height has been changed from 19.1m to 20m. The applicant has requested this change to accommodate variations in the grade.
- Minor adjustments to the setbacks, site coverage and open site space are included in the site-specific zone.
- With respect to the bike shelter, the location has been specified, and a conceptual design is
 provided (Drawing L.04). As this will be a prominent feature along Wilspencer Road, it is
 recommended that the final design be subject to further Council approval via a subsequent
 Development Permit Application. In order to satisfy Schedule C requirements the bike
 shelter should be in place upon occupancy of the addition. The motion recommended for
 Council's consideration reflects this option.

CONCLUSIONS

All Council pre-conditions relating to this Application have been satisfied. The recommendation provided above contains the appropriate language to advance the Application to Public Hearings. Additionally, wording related to the requirement for a Development Permit Application has been provided for Council's consideration.

Date:

Respectfully submitted,

Lucina Baryluk Senior Process Planner Development Services Division

Jonathan Tinney, Director Sustainable Planning and Community Development Department

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Report accepted and recommended by the City Manager:

Attachments

- Statement of Significance
- Heritage Advisory Panel Minutes dated July 14, 2015
- Advisory Design Panel Minutes dated July 22, 2015
- Letter from the applicant with attachments dated November 6, 2015

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Revised submission dated November 6, 2015.

ART GALLERY OF GREATER VICTORIA

ATTACHMENT

STATEMENT OF SIGNIFICANCE

STATEMENT OF SIGNIFICANCE

The Spencer Mansion (The Art Gallery of Greater Victoria)

1040 Moss Street, Victoria BC

Date of Construction 1889

DESCRIPTION OF HISTORIC PLACE

The Spencer Mansion located at 1040 Moss Street is situated at the corner of Moss Street and Wilspencer Place. It is a substantial 2 ½ Storey wood frame dwelling located on a prominent rock outcropping in the Rockland neighbourhood of Victoria and currently part of the Art Gallery of Greater Victoria.

The Spencer Mansion, originally known as *Gyppeswyk*, is a late-nineteenth century villa, was designed by the local architect William Ridgway Wilson. Design elements such as a prominent Oculus or Belvedere, numerous corbelled chimneys, highly detailed bay windows and eaves create and interesting mix of Italianate and Queen Anne elements in this significant building.

The mansion and its later additions have been at the forefront of economic, political and cultural activity in the City of Victoria since its original construction. The mansion sits on a 5,701 m² remnant lot of a former large estate which originally consisted of 24,281 m² of grounds with gardens, orchards, tennis courts, stables and a coach house. The remaining natural features such as rock outcroppings and groves of Garry Oak trees help define the original context of this historic site on which the mansion was built.

HERITAGE VALUE of HISTORIC PLACE

The heritage value of the Spencer Mansion 1040 Moss Street is summarized below in accordance with the Thematic Framework set out in the Official Community Plan of the City of Victoria.

Theme 1 Coastal Settlement

Constructed in 1889, the Spencer Mansion was originally built by the Green Family and has enjoyed a prominent role in the history of the City of Victoria and the Province of British Columbia ever since. The Green family called their new home Gyppeswyk, after the village in England where they were married and lived in for a while. Alexander Green, settled in Victoria in 1873, had become a successful businessman and banker before he passed away in 1891. He was popular in local community and had participated actively in various charity foundations.

Theme 3 Capital City: Governing the West

The Mansion was the political focal point of British Columbians at the turn of the 20th Century. After the tragic fire and destruction of Government House, Carey Castle, the home of the Lieutenant-Governor of British Columbia in May of 1899, the Province rented from the Green Worlock estate the Mansion for Government House till the new Government House was constructed in 1903. On May 25 1899, the Mansion became a public building when Thomas Robert McInnes, as Lieutenant-Governor, took up

residence there. Government House functioned in the Mansion under the tenure of two Lieutenant-Governors including Sir Henri-Gustave Joly de Lotbiniere who succeeded McInnes after he was removed from office over his controversial actions in conducting the business of the Legislature. The Mansion served as the Province's Government House and was the site of ceremonial functions for 4 years, which included a state banquet for visiting royalty in 1901. The Duke and Duchess of Cornwall (later King George V and Queen Mary) were welcomed by Prime Minister Wilfred Laurier, Premier Edward Prior, Lieutenant Governor Lotbiniere, Bishop and Mayor, amongst other guests.

Theme 4 Community of Neighbourhoods: Associations and Organizations

From 1903 to 1951, the Mansion was occupied by the Spencer family. The Spencer family renamed their new home *Llan Derwen*, which is Welsh for "under the oak" in reference to the Garry Oak grove that it resided in. Spencer dedicated his life to philanthropy, the church, and the family's department store business. As chatelaine of the Mansion after 1934, Sara Spencer had opened the Mansion for social events organized by her many charitable efforts. She served as president of the Victoria Symphony and once hosted a reception for the inaugural concert of the season. Sara Spencer was, like her father, a dynamic personality who had a big heart for arts and social responsibility lived in the house from 1934, until she donated the family mansion to the City for use as an art gallery. Victoria Arts Centre informally opened in November 1951. Today, a portrait of Sara still hangs in the Mansion's foyer. In 1951, Sara decided to donate the family mansion to the City for use as an art gallery. Governor General Vincent Massey presided over the official opening of the Victoria Arts Centre (later the Art Gallery of Greater Victoria). Within a decade, the Art Gallery had the largest ratio of members to population of any civic art museum in Canada.

Theme 5 Cultural Exchange

The Mansion was designed by William Ridgway Wilson (1862-1975), an English immigrant, who was born to British parents in China. Ridgway Wilson received architecture training in England before moving to Canada in 1887. He became one of the most prominent architects in Victoria, BC. . He became one of the most prominent, long standing, and prolific architects in Victoria's history. His works also include other mansions, the Bay Street Armory, South Park School, Wilkinson Road Jail, and St John's Anglican Church amongst others. The building contractor was George C. Mesher (1860-1938). Like Green and Ridgway Wilson, he was an English immigrant and prospered in the family's construction and design business in Victoria. The design is an eclectic mix of popular styles of the late 19th century which include Italiante and Queen Anne elements and a well crafted Baronial styled interior.

CHARACTER-DEFINING ELEMENTS

The key elements that define the heritage character of the Spencer Mansion include:

- it's location on a prominent rock outcropping ridge in the Rockland Neighbourhood.

- The site's natural environment surrounding the Mansion, rock outcroppings to the south and west and the Garry Oak groves that are located on the perimeter of the site around the mansion.

- Italianate style elements
 - elaborate wood eaves details, decorative brackets, and applied decorative wood battens, tall narrow windows, including the Palladian windows on the south and east sides each of which has a central, arched sash flanked by smaller rectangular sashes.
 - rooftop belvedere viewing station

- hipped roof, with surfaces that slope in 4 directions.
- Queen Anne style elements -
 - the projecting bay windows including flared roof elements with diamond shaped wood shingles and cut away trim on the second floor.
 - A variety of dormer elements including barrel vaulted and gable end elements with arched windows
 - numerous tall elaborately detailed corbelled brick chimneys.

- Construction materials including: original wood sash single and double hung windows, original wood dropped siding with corner boards, rock rubble wall and brick foundations.

- Interior elements -
 - Baronial style foyer with a grand staircase and a gallery lining the second floor. Above the grand staircase is the art nouveau window, which was originally a part of the exterior facade. Jacobean-style coffered ceiling.
 - Eastlake style woodwork in the foyer, the newel post, balustrade, and paneled walls are composed of geometric ornament, incised lines, and relief carvings.
 - Ornate fireplaces
 - Original dinner room, drawing room and morning room with inset sliding doors

ART GALLERY OF GREATER VICTORIA

ATTACHMENT

HERITAGE ADVISORY DESIGN PANEL MINUTES

CITY OF VICTORIA HERITAGE ADVISORY PANEL MEETING MINUTES July 14, 2015

Present: Richard Linzey, Chair Kelly Black John Dam Rick Goodacre Ken Johnson Ursula Pfahler Stuart Stark

Absent: Mark Byram, Keith Thomas

Staff: Murray Miller, Senior Heritage Planner Lucina Baryluk, Senior Process Planner Lauren Martin, Heritage Secretary

The Chair called the meeting to order at noon.

1. Approval of the Agenda

Moved

Seconded

Carried

2. Declaration of Conflict or Bias

- Stuart Stark advised that he is a member of the Art Gallery of Greater Victoria (AGGV), however, he has not seen or discussed the plans previously so he does not consider that his participation in the review of the proposal would constitute a conflict of interest or bias. As a long-standing Heritage Advisory Panel member, he is here in the capacity of making recommendations to Council not in the capacity of supporting the AGGV.
- Kelly Black and Ursula Pfahler both advised that they live in the Rockland neighbourhood where the AGGV is located. They do not see this as a conflict or bias.
- Richard Linzey informed the Panel that as the BC Heritage Branch Director, he has advised the AGGV on Canada 150 funding generally. He does not see this as a conflict or bias.

3. Announcements

- The Hallmark Heritage Society will hold BC Day events on Monday, August 3, 2015, at the Craigflower Schoolhouse.
- Copies of Preserve magazine (Spring/Summer 2015) were distributed.

4. Adoption of the Minutes of the June 9, 2015 Meeting

Moved

Seconded

Carried

5. Business Arising from the Minutes

- A follow up from the May 12, 2015, meeting regarding 816 Government Street, Heritage Alteration Permit Application with Variance No. 00192, was provided by the Senior Heritage Planner.
 - Two observations by the Panel were not fully realized by the post-meeting plan revisions, including:
 - A recommendation that an increase in the setback of the upper storeys acknowledge the one-to-five-storey character of Old Town.
 - A recommendation that encouraged the reconsideration of the extent of the proposed exterior alterations and additions to the Heritage-Registered building.
- The setback of the exterior wall of the rooftop addition has been increased where the southeast extension of the floor plan meets the proposed seven-storey addition; the eastern end of the upper floor has been revised to reflect a series of dormers intended to break up the mass; the other revisions involved material selection and colour application, leaving the overall proposed design largely as presented to the Panel.
- The applicant has offered justification for the proposed height by comparing it to that of the Belmont Building.
- Aspects of the revisions, particularly the extent of alteration to the base of the Heritage-Registered Customs House and the carriage tower, deemed necessary for the new use, remain inconsistent with the Standards and Guidelines. This will be noted in the staff report to Council.
- The Advisory Design Panel reviewed the application at its May 27, 2015, meeting and considered the height acceptable but raised concern about the design and articulation of the upper storeys.

6. **1040 Moss Street (Art Gallery of Greater Victoria)** Rezoning Application No. 00476

Attendees: Jon Tupper and Janyce Ronson, Art Gallery of Greater Victoria; Oliver Lang, Lang, Wilson Practice in Architecture Culture Inc.; Tom Moore, Moore Architecture Inc.; John Gauld, CitySpaces Consulting

Senior Process Planner

- The proposal is to remove a Land Use Contract and to rezone the property from the existing PB Zone (Public Building District) to a new zone to allow an increase in density and to permit the expansion and exterior alteration of a cultural facility with ancillary uses through a new three-storey addition to the Heritage-Registered Spencer Mansion.
- The proposal was reviewed by Council on June 25, 2015, and referred to the Heritage Advisory Panel for review and comments.

Senior Heritage Planner

- The proposed development addresses Standard 11 of the Standards and Guidelines by being distinguishable from the historic place. However, with regard to compatibility of scale, massing, materials and setting and with regard to maintaining a subordinate relationship to the Mansion, the recommended approach outlined in the Standards and Guidelines would not be met by the proposed development.
- Staff, therefore, recommend that the Heritage Advisory Panel recommend that Council advance the application subject to the applicant considering design refinements that would "conserve" the concentration of character-defining elements as viewed from Moss Street and giving further consideration to Heritage Designation.
- Staff is working with the applicant to update the Statement of Significance.

Jon Tupper

- An overview of the transition of AGGV from an auto showroom on Fort Street to the current location in Spencer Mansion and its additions was provided.
- There was an attempt to move the gallery Downtown, but in 2009 the decision was made to stay in its current location and make better use of the site.
- Membership, visitation to the gallery and its number of works have increased.
- The gallery is like a community centre. Social space is needed in addition to exhibition and storage space.

Oliver Lang

- The AGGV has functioned as a cultural institution at its current location for 65 years.
- There are Garry Oak trees on the site that will be incorporated into an enhanced Garry Oak meadow.
- An overview of the transition of the surrounding neighbourhood and the gallery property over the years was provided.
- The proposed development will provide a public plaza from Moss Street; a large glazed lobby; more exhibition space; a café; gift shop; bike parking; and a multipurpose room.
- A glass link will connect the proposed addition to the free-standing Mansion.
- The Mansion will be visible from the garden and Wilspencer Place, but will be obstructed from Pentrelew Place.
- The proposal will reduce the number of additions by 50% and return the Mansion to a place of prominence.
- The proposed addition will be framed by a perforated stainless steel terrace (i.e. "art cloud") with a large overhang.
- The Mansion will be showcased from the café in the proposed addition.
- Proposed materials: mostly neutral colours; some brighter colours in the lobby; satin finish stainless steel.
- The staircase will be faceted, not a large piece of concrete. It could be perforated further towards Wilspencer Place.

Tom Moore

- The AGGV has voluntarily agreed to the Heritage Advisory Panel review process and has agreed to enter into a Section 219 Covenant with the City to secure all aspects of the architecture, landscape architecture, urban design and the exterior alterations to the Mansion.
- The aim of the proposal is to respect the heritage integrity of the Mansion.

- The proposed concrete fire staircase is a necessary structural element; the remaining space is clear and floating.
- The 1990s staircase will be removed and the 1950s dormer with glass will be reinstated. A decision had to be made regarding how far back to go with the rehabilitation.
- Regarding the Garry Oak meadow, there will be a short railing to protect it.

Moved

Seconded

That Council advance Rezoning Application No. 00476 for the property located at 1040 Moss Street to a Public Hearing and consider the following comments from the Panel:

- The great hall of the Mansion does not appear to be a significant part of the gallery and its holdings.
- The proposed concrete fire staircase supporting the upper level of the addition will take away from the view of the Spencer Mansion from Moss Street.
- The new building is impressive and has architectural pizzazz.
- The addition blocks half of the façade of the Mansion.
- Consider the setting of the mansion.
- The need for the proposed addition is acknowledged, however, it is a challenge on this particular site.
- If the Spencer Mansion is driving this proposal, the new building is not appropriate.
- The Mansion is the only 'open' 1890s home remaining in the City.
- There is some inconsistency in the details between the applicant's drawings attached to the staff report and the large-scale architectural plans posted.
- There is a lack of detail on the plans. For example, will the Children's Art Studio be restored? Would it have double or single doors?
- The removal of the existing fire escape is beneficial.
- Clarification regarding the retention of the original conservatory as an open porch was sought. Applicant confirmed that the original conservatory will be retained as an open porch.
- Clarification regarding the angle of the glass link between the proposed addition and the Spencer Mansion was sought. Applicant explained that the angle allows for two additional tables in the lobby.
- Will the original dormer be repurposed? Applicant noted that the 1950s dormer will be reinstated.
- Clarification regarding the sense of the historic building in relationship to the proposed addition was sought. Applicant noted that everything they are proposing will give the Mansion its due.
- Showcase the Mansion.
- The sweeping gallery and lobby space in the proposed addition are positive design attributes.
- Can the proposed concrete fire staircase be utilized sculpturally? The staircase element and impermeability was considered a problem.
- Clarification regarding whether heritage interpretation would be incorporated from the street was sought. Applicant noted that this had not been contemplated.
- The Chair disagreed with the Standard and Guidelines regarding the Standard that recommends that new additions be subordinate to the historic place and considered the dialogue between the new and the old on the inside to be excellent.

• The Panel commented that a different location for the development would be ideal, but acknowledged that funding and site constraints prohibited consideration of an alternate location.

Carried (unanimous)

- 7. New Business
- 8. Adjournment 1:15 pm

ART GALLERY OF GREATER VICTORIA

ATTACHMENT

ADVISORY DESIGN PANEL MINUTES

MINUTES OF THE ADVISORY DESIGN PANEL HELD WEDNESDAY, JULY 22, 2015, 12 P.M.

1. THE CHAIR CALLED THE MEETING TO ORDER AT 12:07 P.M.

Panel Members Present:	Rod Windjack (Chair); Brad Forth; Gerald Gongos; Cynthia Hildebrand; Mickey Lam;
Absent:	Barry Cosgrave; Mike Miller; Ann Katherine Murphy; Christopher Rowe
Staff Present:	Charlotte Wain – Senior Planner-Urban Design; Lucina Baryluk – Senior Process Planner; Chris Gower – Senior Planner-Urban Design
Observers:	Councillor Madoff

2. MINUTES

2.1 Minutes from the Meeting held June 24, 2015

Action:

MOVED / SECONDED

It was moved by Mr. Lam, seconded by Ms. Hildebrand, that the Minutes of the Advisory Design Panel held June 24, 2015 be approved.

CARRIED UNANIMOUSLY

3. APPLICATIONS

3.1 Rezoning Application No. 00476 for 1040 Moss Street

The proposal is to expand a cultural facility through the replacement of a one-storey addition with a three-storey addition.

Mr. Oliver Lang, LWPAC	
Mr. Dylan Chernoff, dk Durante Kreuk Ltd.	
Ms. Janyce Ronson, Art Gallery of Greater Victor	ria
Mr. John Gauld, City Spaces	
Mr. Jon Tupper, Art Gallery of Greater Victoria	

Ms. Baryluk provided the Panel with a brief introduction of the Application and advised that the proposal is exempt from Development Permit requirements under the *Local Government Act* as it is an institutional use. A design covenant will be used secure the design as approved by Council. The items for discussion for the Advisory Design Panel can be broad-based and not limited to adherence with specific design guidelines. The

discussion should be relevant to building form and massing, context and fit, and changes to the landscaping.

The proposal was also reviewed by the Heritage Advisory Panel and their recommendation was to advance the Application as presented and provided a series of comments for the applicant's consideration.

Oliver Lang took a moment to introduce the Application attendees to the Panel.

Jon Tupper then provided the Panel with some background information on the Art Gallery of Greater Victoria.

Oliver Lang provided the Panel with a presentation of the proposal.

Dylan Chernoff then provided the Panel with a brief overview of the landscape proposal.

Oliver Lang then continued with a detailed presentation of the proposal.

Tom Moore briefly informed the Panel of some of the proposed arrangements of certain building features.

Oliver Lang concluded the proposal with a brief overview on the experience of manoeuvring through the building.

Gerald Gongos joined the Panel at 12:25 p.m.

On the whole, Panel Members expressed support of the project and identified the following comments:

- The contemporary look, materials and scale of the building was well received.
- The landscape plans lack design details.
- The connection to the Spencer Mansion was an appropriate design response.
- The response to the character defining elements of the Spencer Mansion was acceptable.
- Concerns on how the buildings lighting will affect the neighbours.
- Lack of universal accessibility to the building.
- Bike storage area of the site is a great opportunity for more art.
- Pedestrian and vehicle safety concerns in the parking lot area due to materials, tree roots and lighting.
- Removing the overflow parking from the plaza or redesigning it in a way that it reads as pedestrian space and has limited use by installing bollards.
- Preference for doors to the café to be closer to the covered plaza space for ease of catering.
- Refinement to the detailed design of the stainless steel cladding around the building.
- The stainless steel band around the entire building as a defining element.
- Crime Prevention Through Environmental Design (CPTED) concerns in terms of security and maintenance.
- Hard and soft landscaping within the site:
 - widening the walkway to sacrifice some of the root zone otherwise people will walk on the landscaping and it will deteriorate overtime

- o expanding the Chinese Garden into the landscaping
- o efforts on retaining and rejuvenating the Garry Oak trees
- possibility of blending in smaller species if the 6cm caliper Garry Oak trees are unobtainable
- possibility of having the wood left over from the removal of the Garry Oak trees carved by a professional artist to incorporate some site history into the gallery
- concerns on the concrete finishing proposed for the plaza and lobby entryway, higher quality materials should be considered
- preference for a hard surface material on the main walkway up to building not gravel as proposed
- concerns regarding the corten steel angle wheel stops and pathway edging, from a safety and tripping hazard stand point
- o the covered plaza space in terms of wind, lighting and friendliness.

Action:

MOVED / SECONDED

It was moved by Mr. Lam, seconded by Mr. Forth, that the Advisory Design Panel recommend to Council that Rezoning Application No. 00476 for 1040 Moss Street be approved with consideration of the following:

- · Revisiting the universal accessibility through the entire site.
- Provision of a strategy for the restoration of the Garry Oak meadow that can include other native species.
- Refinement of the quality and finishes of the landscape, in particular the plaza.
- Refinement of the exterior finishes and detail of the cladding of the main building to reduce the bulkiness of the mass.
- Require further details and refinement to pedestrian movement.
- Revisiting the design of the overflow parking area so that it reads as a public space rather than a parking lot and controlling use of this plaza for vehicles.
- Provision of a comprehensive lighting strategy for both the building and landscape areas, with particular attention on the impacts to the surrounding neighbourhood.
- Reconsideration of CPTED issues as it relates to the evening security of the building and the site.
- Provision of details on the bike storage unit and using this building as an opportunity for an art piece.

Panel Members discussed the need for a detailed plan of the plaza space as well as incorporating some hard surface materials other than concrete.

CARRIED UNANIMOUSLY

3. ADJOURNMENT

The Advisory Design Panel meeting of July 22, 2015 adjourned at 1:41 P.M.

Rod Windjack, Chair

ART GALLERY OF GREATER VICTORIA

ATTACHMENT

APPLICANT'S LETTER AND REVISED PLANS

1040 Mosa Street – T Victoria, BC – P Canada V&V 4P1 – ag.

7 250.384 1.71 F 250.36 3995 aggw.ce City of Victoria

NOV 1 0 2015

Planning & Development Department Development Services Division

6 November 2015

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

Re: Art Gallery of Greater Victoria - 1040 Moss Street Rezoning Application No. 00476

Dear Mayor and Council,

The Art Gallery of Greater Victoria is pleased to respond to the Victoria City Council resolution of June 25, 2015 regarding the rezoning of its 1040 Moss Street property to permit the renewal and expansion of the Art Gallery. This application is considered consistent with Victoria's Official Community Plan policy (6.17.1) "to encourage and assist the expansion of exhibition space at the Royal British Columbia Museum and the Art Gallery of Greater Victoria" and the AGGV is pleased to be a on-going partner with the City of Victoria in achieving the cultural goals of the municipality. Our response to Council's 6 items is;

- The AGGV is committed to maintaining the Spencer Mansion and its prominence within the context of the Art Gallery's expansion. The AGGV has given further consideration to the visibility of the upper story of the mansion relative to the functionality of expanded exhibition space and although the massing of the second floor addition cannot be significantly altered without compromising building expansion and functionality the AGGV is pleased to set out in the attached letter from LWPAC+MA Architects, the design elements that will improve the visibility and prominence of the Spencer Mansion. (attachment 1)
- The AGGV has undertaken further revisions to the proposed Statement of Significance for Spencer Mansion. These revisions are satisfactory to City Staff and we understand that the accepted Statement of Significance will be included in your staff's report.
- 3. The AGGV has presented this application to the Advisory Design Panel and the Advisory Heritage Panel. The application was favourably received and both Panels recommend approval of the application. We have also considered and responded to the supplementary questions and comments by the Panels. The LWPAC+MA Architect's response letters are attached to this letter. (attachments 2 and 3)
- The AGGV is in agreement to remove to the existing Land Use Contract from its property title. Our staff and solicitors are coordinating with the City's Legal Department to complete this task.
- 5. The AGGV is pleased to secure the details for alterations to the Spencer Mansion building and for the design of the renovations and additions to the Art Gallery building through the issuance of a Development Permit. We understand that the proposed Development Permit will be included in your staff's report.



6. The AGGV has a history of liaison with neighbouring institutions to coordinate event schedules and share parking facilities. The AGGV has renewed its liaison with Langham Court Theatre to avoid event conflicts and has recently formalized its arrangements with Langham Court Theatre in accordance with the attached Event Coordination Agreement (attachment 4). In addition, the Gallery has pre-existing arrangements with its 2 closest institutional neighbours; the Truth Centre (1201 Fort Street) and Central Middle School (1280 Fort Street) to provide overflow parking spaces when large events are taking place.

Our additional response to parking and traffic needs includes (1) a Traffic Impact Assessment Study, (2) a Parking Study and (3) a Transportation Demand Management Strategy, all prepared by Boulevard Transportation Engineers. Transportation demand management strategies recommended by Boulevards include long and short term bicycle parking, cycling end of trip facilities (employee lockers and showers), passenger drop-off facilities, parking management during special events, event transit passes and employee transit passes.

The AGGV is also pleased to provide a summary of public consultation and responses as attachment 5 to this letter. We trust this summary provides the requested response to Council's resolution of June 25, 2015 and we ask for Council's support and approval of our rezoning application.

Cordially

Jøn Tupper Director, Art Gallery of Greater Victoria ((



L W P A C + MW

Lang Wilson Practice in Architecture Culture + Moore Wilson Architects Oliver Lang Architect AIBC

Attachment 1: (AGGV Letter to Mayor and Council, November 6, 2015)

Visibility and Prominence of the Spencer Mansion

The proposed AGGV building expansion includes the following improvements that celebrate the Spencer Mansion and significantly improve its visibility and prominence for both passerby and visitors.

- 1. The new plan retains unobstructed views to the Spencer Mansion from Wilspencer Place, Pentrelew and the Asian Gardens and provides new views to the Mansion from Moss Street and the art plaza through the glass walls of the new AGGV lobby.
- 2. The east facade of the Mansion will be in full view from the new lobby allowing the Mansion to be viewed and celebrated as a piece of art and heritage. Currently only the uppermost parts of the mansion are visible from Moss Street.
- 3. In contrast to the current opaque connection between the galleries and Mansion, the new lobby liberates the Mansion visually, providing a clear separation between the Mansion and the new lobby to give the mansion back its distinct definition and presence. The proposed separation of building mass is 4.5 metres (15') wide and will be fully glazed. It continues a theme from the more successful connection to the mansion from 1958.
- 4. The mansion will be able to be viewed from new vantage points from the upper levels of the new building including the sculpture terrace and the upper exhibitions spaces.
- 5. The dormer and Cupola details will be visually framed and visible at close distance, from within the main exhibition space.
- 6. The north elevation of the Mansion will be softened with a new landscape area instead of the asphalt that currently abuts the building facade.
- 7. With the demolition of the existing lobby and relocation of the existing Gift Shop, the northeast corner of the mansion will be restored to heritage standards.
- 8. The later garage addition to the Mansion, now used a children's education amenity will be removed to return the mansion back to its original volumetric and architectural presence.
- 9. The concrete stair tower in the new gallery building will serve as a critical structural element and means of egress and it allows for the possibility of the future removal of the more recent and incompatible exit stair addition to the Mansion's north facade allowing the stain glass feature to be visible both from within and outside of the mansion.

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Attachment 2: AGGV Letter to Mayor and Council, November 6, 2015

Response to Advisory Design Panel Comments

On July 22, 2015 the Advisory Design Panel unanimously recommended approval of the application with consideration to be given to 9 comments.

- 1. Universal Accessibility
 - Universal Accessibility is proposed for all areas of the building and grounds.
 - Access from Moss Street and Wilspencer Place to the new lobby and into to the Spencer mansion is all at one level and all barrier free.
 - All existing and new galleries, public areas and work areas are connected by a new double-sided elevator.
 - The upper level of the Mansion's administrative work areas are, for the first time, made accessible through the new link to the mezzanine and its connection to the elevator.
 - The upper level of the Asian garden is on the same level as the lobby and ground floor mansion.
 - The lower Asian garden can be reached via elevator and the multi-purpose room. Access to the shrine will be by proposed ramps.
- 2. Garry Oak Meadow
 - In response to comments by the ADP, a comprehensive planting plan and planting list is provided.
 - The design proposes a Garry Oak meadow with the replanting of 11 new trees, comprised of Garry Oak and other complementary native species to achieve appropriate tree installation sizes.
- 3. Landscape Finishes in the Plaza drawing attached
 - A detailed plan for the plaza is provided, including additional detail of the quality and finish of materials, definition of pavement and installation of electrical and lighting services to support various formal and informal public programs.
 - The plaza surface materials and finishes will be an extension of the lobby providing continuity between the indoor and outdoor spaces.
 - The proposal provides 12' wide folding/sliding doors from the lobby to create continuity between the lobby area and the plaza.
- 4. Cladding Materials and Building Mass
 - The design of the third floor exterior finishes and cladding has been refined to provide additional detail and confirm the intent to reduce the bulk of the upper storey. This volume has been carefully studied to follow the concept of an 'art cloud' that appear as light, floating and organic.
 - Satin stainless steel material will diffuse and inflect environmental effects showing light changes due to passing clouds and tinting effects of the adjacent tree foliage. The reflectivity of the material will be carefully controlled to provide a moderate level of reflec-

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tivity while ensuring that any glare is controlled so as not to impact neighbouring properties.

- The facade will be continuous with the soffit to create the effect of a uninterrupted floating upper volume. The entire volume is faceted to make it appearance spatially animated and visually reduce its scale.
- The third floor windows will be reduced in height and will not be covered by perforated stainless steel but alternatively will have the pattern of the stainless steel carried across the window surface using a permanent "frit" material. The window fritting will diffuse the natural light entering the gallery and also provide an intended level of privacy to the adjoining neighbours
- 5. Pedestrian and Vehicular Movement
 - Pathways have been widened and upgraded to facilitate optimized pedestrian movement across the site.
 - The material for pathways is a hard surface material (not gravel). Clear vehicular flow and drop off locations have been established.
 - Pathway edging will be a galvanized steel channel with integrated lighting mounted on posts at 12" high to protect planting and give definition to the pathways and parking areas.
- 6. Overflow Parking Design
 - The surface of the 5 parking stalls closest to the building entry area will be a continuation of the plaza pavement so that it reads as public space. For improved building accessibility and to maximize available on-site parking, these 5 parking spaces will remain as available parking spaces. When not in use these parking spaces will extend the perceived spaciousness of the plaza.
- 7. Lighting Strategy
 - To prevent lighting overspill into the neighbourhood, the lobby lighting will be dimmed down to basic security levels after gallery hours.
 - The plaza and pathways will have low ground cover ambient lighting. Night lighting will include cut-off controls or shades to control lighting within the AGGV property.
- 8. CPTED Design Principles
 - Building and site security is a priory to the AGGV and has been successfully managed over the years within the context of the residential neighbourhood.
 - CCTV technology and state the art security systems will be employed to maintain the security of the building, grounds and art collection.
 - CPTED principles respecting natural surveillance, high visibility from the street, access control and defensible space are incorporated into the design to complement the CCTV surveillance system.
- 9. Bicycle Storage (drawing attached)
 - The bike storage is proposed as a simple unobtrusive wall and roof designed to complement the building design. The Advisory Design Panel suggestion to incorporate the potential for art within the structure has been included in the design.







West Coast Vegetation



Garry Oak Meadow



Existing Courtyard



Existing Site Perimeter



SCULPTURE TERRACE - LANDSCAPE PLAN



Simple paving / Flexible space



Stepping Garden Terraces



Schematic Section of Back Courtyard



ART GALLERY OF GREATER VICTORIA

SECTION & IMAGES L03

SCALE N/A

ISSUED FOR DEVELOPMENT PERMIT

DATE 28 OCTOBER 2015



EXPANDED WIRE MESH AND GALVANIZED FRAME TOP TO FLOAT OVER SCREEN VIEW ANGLE FROM ROAD WILL HIDE BIKES AND PROVIDE A WELCOMING CORNER ELEMENT CONCEPTUAL DESIGN FOR COVERED SECURE BIKE STORAGE FOR STAFF



GALVANIZED METAL ANGLE PARKING LOT WHEEL STOPS



GALVANIZED METAL CHANNEL (MAX 12" HIGH) METAL EDGE DESIGN



of hase every

WOOD TOP W/ GALVANIZED METAL & CONCRETE CUSTOM BENCH DESIGN



SAWCUT CONCRETE W/ WELL DRAINED SUPPORTS FOR WOOD CUTAWAY OF PAVING DETAILS

DETAILED DESIGN



BIKE ENCLOSURE ILLUMINATED FROM ABOVE



WHEEL STOP LIGHTING WASHING PAVING



EDGE LIGHTING WASHING PLAZA



LIGHTING UNDER BENCH WASHING PLAZA



ART GALLERY OF GREATER VICTORIA

SCALE N/A

ISSUED FOR REZONING INFORMATION

DATE 28 OCTOBER 2015

L04

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Lang Wilson Practice in Architecture Culture + Moore Wilson Architects Oliver Lang Architect AIBC

Attachment 3: AGGV Letter to Mayor and Council, November 6, 2015

Response to the Heritage Advisory Panel Comments

On July 14, 2015 the Heritage Advisory Panel unanimously recommended the application be advanced with consideration to be given to the Panel's comments.

- 1. Great Hall of the Spencer Mansion
 - The new proposed lobby and the great hall of the Spencer Mansion have been designed to operate both as one public space or separate spaces depending on the gallery needs.
 - The connection between the new gallery building and Mansion is fully glazed and provides total transparency while creating operational functionality to connect the two buildings at the first and second levels.
 - The Mansions ground floor will remain open and accessible to the public.
- 2. Views of Spencer Mansion
 - A response to the visibility and prominence of the Spencer Mansion is provided in Attachment 1.
 - With regard to the visual impact of the staircase in the new building, the AGGV will give consideration to add window openings on the north and east side of the staircase subject to the feasibility of building code and structural engineering constraints.

3. Drawing Inconsistency

- The drawings clarify that the Children's Arts studio will be located in the current area of the gift shop. It will be rebuilt within the building envelope of the former library and include 4 folding glass door panels to provide access to the new courtyard space to the east.
- 4. Heritage Interpretation from the Street
 - The AGGV is pleased to continue to provide public access to the Spencer Mansion and historic interpretive information for its visitors. The new building increases the public's visibility and ease of access to the Mansion.
 - The AGGV is pleased to consider the HAP recommendation to provide additional heritage information about the Mansion in new locations including the lobby, plaza and along the Moss Street frontage.

Attachment 4: AGGV Letter to Mayor and Council, November 6, 2015

EVENT COORDINATION AGREEMENT

This agreement made in duplicate on:

11,2015

Date

Between:

 a) Art Gallery of Greater Victoria, 1040 Moss Street, British Columbia, Canada V8V 4P1; (hereinafter called "the Gallery")

And:

 b) Langham Court Theatre, 805 Langham Crt, Victoria, British Columbia, Canada V8V 4J3; (hereinafter called "Langham Court Theatre")

Whereas:

The Gallery and Langham Court Theatre wish to lessen the traffic burden in our neighbourhood by coordinating events whenever possible.

Therefore the Gallery and Langham Court Theatre agree to the following:

The Gallery will -

- 1. Provide Langham Court Theatre with an annual list of events.
- 2. Meet twice a year with Langham Court Theatre to discuss parking.
- 3. Allow Langham Court Patrons access to the Gallery's parking lot.

Langham Court Theatre will -

- 1. Provide the Gallery with an annual list of events.
- 2. Meet twice a year with the Gallery to discuss parking.
- 3. Inform Langham Court Theatre Patrons of the use of the Gallery's parking lot.
- 4. Where appropriate acknowledge the support of the Gallery.

Tupper, Director Gallery of Greater Victoria

Iom McCarthy, Theatre Manager Langham Court Theatre

AUGUST 11, 2015

Attachment 5: AGGV Letter to Mayor and Council, November 6, 2015

Summary of Public Consultation

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October 15, 2014	Public Open House at AGGV; notice distribution to all properties within 100 metres and Community Associations; 49 signed-in participants
November 19, 2014	Public Open House at AGGV, notice distribution to all properties within 100 metres and Community Associations; 34 signed-in participants
December 17, 2014	Rockland Neighbourhood Association Meeting, project presentation by AGGV Director and Architects
January 19, 2015	CALUC Public Open House at AGGV, hosted by the Rockland Neighbourhood Association, notice distribution to all properties within 100 metres
June 4, 2015	Rockland Neighbourhood Association Meeting, project presentation by Architect and Landscape Architect
Note:	Prior to the AGGV rezoning application the AGGV liaised on several occasions with the Rockland Neighbourhood Association and the Fairfield Neighbourhood Association. Separate meeting were also held between the Langham Court Theatre and the AGGV.

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Response Summary

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Rock Blasting	 AGGV will comply with City of Victoria Blasting Bylaw Contractor will consider alternative methods (small blasts; expanding grout)
Gary Oak Preservation	 Detailed arborist report prepared by Talbot MacKenzie Ltd 32 Garry Oak trees to be preserved 6 Garry Oaks conflict with development 1 Garry Oak is structurally unsound
Parking	 Traffic Impact Assessment, Transportation Demand Management and Parking Assessment Studies completed by Boulevard Transportation Engineers Availability of residential parking is impacted during large special events and when aligned with Langham Court Theatre performances Event coordination agreement completed between AGGV and Langham Court Theatre Pre-existing overflow parking arrangements with Victoria Truth Centre and Central Middle School Proposed implementation of recommended transportation demand management strategies

Special Event Noise Levels	 New front entry, lobby and plaza relocate activity away from residential rear yards Continued and new operational controls to limit use of Asian Garden in the evenings
Buffer to Neighbouring Back Yards	 New planting in Asian Garden to increase privacy Relocate existing shrine to separate use areas from residentia rear yard
Overlook and Privacy	 Reduce size of sculpture terrace and locate away from residential rear yards Recess guardrail to restrict direct overlook Permanent pattern applied to all third floor windows to provide continuous pattern, filter natural light and reduce visibility into neighbouring properties

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