REPORTS OF THE COMMITTEES

8. Planning and Land Use Committee - April 30, 2015

8. <u>Heritage Alteration Permit Application with Variance No. 00192 for 816 Government Street (Customs House)</u>

It was moved by Councillor Thornton-Joe, seconded by Councillor Coleman,

- 1. That Council consider referring Heritage Alteration Permit Application No. 00192 for 816 Government Street to the Heritage Advisory Panel and Advisory Design Panel for the meetings of May 12, 2015 and May 27, 2015, respectively, for feedback on the following:
 - a. The appropriateness of the proposed height of the new addition in relation to the Heritage-Registered Customs House and Old Town.
 - b. The appropriateness of the set back of the proposed rooftop addition.
 - c. The historic masonry Condition Assessment.
 - d. The proposed exterior alterations and additions to the 1914 Customs House, having special regard to the scope of work anticipated by rehabilitation in the *Standards and Guidelines for the Conservation of Historic Places in Canada*".
 - e. The design of the seven-storey building addition in relation to the existing Heritage-Registered building and to its wider context, including Old Town and the Inner Harbour.
 - f. The contribution that the proposed building makes as an appropriately scaled building enclosure around the Inner Harbour.
 - g. The appropriateness of the proposed height and massing in relation to Public External View Guidelines: Views 1 and 2 and Urban Amphitheatre Concept as described in the *Downtown Core Area Plan*.
 - h. The appropriateness of the proposed finishing materials.
 - i. The size of the mechanical penthouse.
 - i. The proposed recessed building entrance to the office uses on Government Street.
 - k. The proposed design of the building entrance to the residential uses on Courtney Street."
- 2. That Council consider instructing staff to work with the property owner to negotiate a Heritage Revitalization Agreement that protects the exterior façades of the 1914 Customs House and that the approved plans and specifications form part of the Heritage Revitalization Agreement to the satisfaction of the City Solicitor and the Assistant Director, Community Planning Division, prior to consideration at a Public Hearing.
- 3. That Council consider giving first and second reading to the *Heritage Revitalization Agreement Bylaw (the "HRA Bylaw")*.
- 4. That Council consider referring the HRA Bylaw for consideration at a Public Hearing.
- Following consideration of the Zoning Amendment Bylaw and the HRA Bylaw pertaining to Rezoning Application No. 00461 for 816 Government Street that Council consider the following motion:

"That Council authorize the issuance of the Heritage Alteration Permit Application No. 00192 for 816 Government Street, subject to the completion of the following prior to the Public Hearing and in accordance with:

- 1. Plans titled "Revised Drawings", date stamped March 13, 2015.
- 2. Additional set back of the upper two storeys to the satisfaction of the Assistant Director, Community Planning.
- 3. Heritage Building Proposed Interventions, date stamped April 7, 2015.
- Reinstatement of all existing stone ball finials following a condition assessment.
- 5. Provision of a temporary protection plan to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department.
- 6. The provision of as-found elevation details and sections of all existing openings and surrounding stonework to be altered in accordance with guidance contained in *Recording, Documentation, and Information Management for the Conservation of Heritage Places*, to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department
- 7. Development meeting all Zoning Regulation Bylaw requirements, except for a variance to the

- height permitted in the proposed new zone as recommended in Rezoning Application No. 00461 for 816 Government Street from 17.7m to 30.3m.
- 8. Final plans to be generally in accordance with plans identified above as amended to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department."

 Carried Unanimously

5.7 Heritage Alteration Permit Application No. 00192 with Variance for 816 Government Street

Committee received a report regarding a heritage alteration permit for 816 Government Street. The proposal is to demolish the existing four-storey 1957 addition, alter the existing 1914 Customs House to allow for the construction of a multi-level underground parking structure, and adapt the 1914 Customs House for a mixed-use development that links into the construction of a seven-storey building on the same footprint as the existing 1957 addition. The application proposes variances to the height, setback and massing.

Action: It was moved by Councillor Thornton-Joe, seconded by Councillor Lucas,

- 1. That Council consider referring Heritage Alteration Permit Application No. 00192 for 816 Government Street to the Heritage Advisory Panel and Advisory Design Panel for the meetings of May 12, 2015 and May 27, 2015, respectively, for feedback on the following:
 - a. The appropriateness of the proposed height of the new addition in relation to the Heritage-Registered Customs House and Old Town.
 - b. The appropriateness of the set back of the proposed rooftop addition.
 - c. The historic masonry Condition Assessment.
 - d. The proposed exterior alterations and additions to the 1914 Customs House, having special regard to the scope of work anticipated by rehabilitation in the Standards and Guidelines for the Conservation of Historic Places in Canada".
 - e. The design of the seven-storey building addition in relation to the existing Heritage-Registered building and to its wider context, including Old Town and the Inner Harbour.
 - f. The contribution that the proposed building makes as an appropriately scaled building enclosure around the Inner Harbour.
 - g. The appropriateness of the proposed height and massing in relation to Public External View Guidelines: Views 1 and 2 and Urban Amphitheatre Concept as described in the *Downtown Core Area Plan*.
 - h. The appropriateness of the proposed finishing materials.
 - i. The size of the mechanical penthouse.
 - j. The proposed recessed building entrance to the office uses on Government Street.
 - k. The proposed design of the building entrance to the residential uses on Courtney Street."
- 2. That Council consider instructing staff to work with the property owner to negotiate a Heritage Revitalization Agreement that protects the exterior façades of the 1914 Customs House and that the approved plans and specifications form part of the Heritage Revitalization Agreement to the satisfaction of the City Solicitor and the Assistant Director, Community Planning Division, prior to consideration at a Public Hearing.
- 3. That Council consider giving first and second reading to the *Heritage Revitalization Agreement Bylaw (the "HRA Bylaw")*.
- 4. That Council consider referring the *HRA Bylaw* for consideration at a Public Hearing.
- 5. Following consideration of the Zoning Amendment Bylaw and the HRA

Bylaw pertaining to Rezoning Application No. 00461 for 816 Government Street that Council consider the following motion:

"That Council authorize the issuance of the Heritage Alteration Permit Application No. 00192 for 816 Government Street, subject to the completion of the following prior to the Public Hearing and in accordance with:

- 1. Plans titled "Revised Drawings", date stamped March 13, 2015.
- 2. Additional set back of the upper two storeys to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department.
- 3. Heritage Building Proposed Interventions, date stamped April 7, 2015.
- 4. Reinstatement of all existing stone ball finials following a condition assessment.
- 5. Provision of a temporary protection plan to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department.
- 6. The provision of as-found elevation details and sections of all existing openings and surrounding stonework to be altered in accordance with guidance contained in Recording, Documentation, and Information Management for the Conservation of Heritage Places, to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department
- 7. Development meeting all *Zoning Regulation Bylaw* requirements, except for a variance to the height permitted in the proposed new zone as recommended in Rezoning Application No. 00461 for 816 Government Street from 17.7m to 30.3m.
- 8. Final plans to be generally in accordance with plans identified above as amended to the satisfaction of the Assistant Director, Community Planning Division, Sustainable Planning and Community Development Department."

Committee discussed:

- Concerns that the height of the new building appears to be higher compared to the existing building across the street.
 - The top floor of new building is lower but includes mechanical equipment on the roof which will make it higher. The applicant has been asked to reduce the scale of mechanical penthouse.
- If the number of storeys is appropriate in Old Town.
 - The average height in Old Town is typically 1-5 storeys and this building would be higher, however, by setting back the upper levels it will make it feel more like a 5 storey building.
- If there is a way to ensure the heritage work in exchange for the bonus density is completed in a timely manner.
 - The applicant has provided a report including a breakdown with all proposed work.
- The importance of maintaining the character-defining elements of Old Town such as the height of the buildings and the need to have upper stories inconspicuous to pedestrians.

CARRIED UNANIMOUSLY 15/PLUC119



Planning and Land Use Committee Report For the Meeting April 30, 2015

To:

Planning and Land Use Committee

Date:

April 16, 2015

From:

Murray G. Miller, Senior Heritage Planner, Community Planning

Subject:

Heritage Alteration Permit Application with Variance No. 00192 for

816 Government Street (Victoria Customs House)

RECOMMENDATIONS

Staff recommend that the Committee forward this report to Council and that Council consider the following motions:

- "That Council consider referring Heritage Alteration Permit Application No. 00192 for 816 Government Street to the Heritage Advisory Panel and Advisory Design Panel for the meetings of May 12, 2015 and May 27, 2015, respectively, for feedback on the following:
 - a. the appropriateness of the proposed height of the new addition in relation to the Heritage-Registered Customs House and Old Town
 - b. the appropriateness of the set back of the proposed rooftop addition
 - c. the historic masonry Condition Assessment
 - d. the proposed exterior alterations and additions to the 1914 Customs House, having special regard to the scope of work anticipated by rehabilitation in the *Standards and Guidelines for the Conservation of Historic Places in Canada*"
 - e. the design of the seven-storey building addition in relation to the existing Heritage-Registered building and to its wider context, including Old Town and the Inner Harbour
 - f. the contribution that the proposed building makes as an appropriately scaled building enclosure around the Inner Harbour
 - g. the appropriateness of the proposed height and massing in relation to Public External View Guidelines: Views 1 and 2 and Urban Amphitheatre Concept as described in the Downtown Core Area Plan
 - h. the appropriateness of the proposed finishing materials
 - i. the size of the mechanical penthouse
 - j. the proposed recessed building entrance to the office uses on Government Street
 - k. the proposed design of the building entrance to the residential uses on Courtney Street."
- 2. "That Council consider instructing staff to work with the property owner to negotiate a Heritage Revitalization Agreement that protects the exterior façades of the 1914 Customs House and that the approved plans and specifications form part of the Heritage Revitalization Agreement to the satisfaction of the City Solicitor and the Assistant Director, Community Planning Division, prior to consideration at a Public Hearing."

- 3. "That Council consider giving first and second reading to the Heritage Revitalization Agreement Bylaw (the "HRA Bylaw")."
- 4. "That Council consider referring the HRA Bylaw for consideration at a Public Hearing."

Following consideration of the Zoning Amendment Bylaw and the HRA Bylaw pertaining to Rezoning Application No. 00461 for 816 Government Street:

"That Council authorize the issuance of the Heritage Alteration Permit Application No. 00192 for 816 Government Street, subject to the completion of the following prior to the Public Hearing and in accordance with:

- Plans titled "Revised Drawings", date stamped March 13, 2015.
- 2. Additional set back of the upper two storeys to the satisfaction of the Assistant Director, Community Planning.
- 3. Heritage Building Proposed Interventions, date stamped April 7, 2015.
- Reinstatement of all existing stone ball finials following a condition assessment.
- Provision of a temporary protection plan to the satisfaction of the Assistant Director, Community Planning.
- 6. The provision of as-found elevation details and sections of all existing openings and surrounding stonework to be altered in accordance with guidance contained in Recording, Documentation, and Information Management for the Conservation of Heritage Places, to the satisfaction of the Assistant Director, Community Planning.
- 7. Development meeting all *Zoning Regulation Bylaw* requirements, except for a variance to the height permitted in the proposed new zone as recommended Rezoning application No. 00461 for 816 Government Street from 17.70m to 30.30m.
- 8. Final plans to be generally in accordance with plans identified above as amended to the satisfaction of the Assistant Director, Community Planning."

LEGISLATIVE AUTHORITY

For HAP with Variances

In accordance with sections 972 and 973 of the *Local Government Act*, Council may issue a Heritage Alteration Permit which may be subject to terms consistent with the purpose of the heritage protection of the property, including: (i) conditions respecting the sequencing and timing of construction, (ii) conditions respecting the character of the alteration or action to be authorized, including landscaping and the siting, form, exterior design and finish of buildings and structures and (iii) security. Council may refuse to issue a Heritage Alteration Permit for an action that, in the opinion of Council, would not be consistent with the purpose of the heritage protection of the property.

For Heritage Revitalization Agreement

In accordance with section 966 of the *Local Government Act*, Council may, by bylaw, enter into a heritage revitalization agreement with the owner of the heritage property for the purpose of (i) including provisions regarding the phasing and timing of the commencement and completion of actions required by the agreement, (ii) vary or supplement provisions of a bylaw under Division 7, 10, or 11 of Part 26; vary a permit under Division 9 of Part 26; or vary a bylaw or heritage alteration permit under Part 27, and (iii) include other terms and conditions that may be agreed upon by the local government and the owner.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Heritage Alteration Permit Application for the property located at 816 Government Street (former Post Office and Customs House; hereafter referred to as the "1914 Customs House"). The proposal is to demolish the existing four-storey 1957 addition; alter the existing 1914 Customs House to allow for the construction of a multi-level underground parking structure; and adapt the 1914 Customs House for a mixed-use development that links into the construction of a seven-storey building on the same footprint as the existing 1957 addition.

The following points were considered in assessing this Application:

- consistency with the Official Community Plan (OCP)
- · consistency with the Advisory Design Guidelines for Buildings, Signs and Awnings
- consistency with the Downtown Core Area Plan (DCAP)
- consistency with the Zoning Regulation Bylaw
- consistency with the Standards and Guidelines for the Conservation of Historic Places in Canada.

Staff recommend that this Application be referred to the Heritage Advisory Panel and Advisory Design Panel for feedback on the matters identified in this report and that Council support this Application subject to the recommendations outlined in this report.

BACKGROUND

Description of Proposal

The subject property abuts three separate frontages on Government Street, Wharf Street and Courtney Street. The existing interconnected buildings on the site occupy an area of 84.27% of the site and are currently vacant. The proposal is to demolish the four-storey 1957 addition, which is not on the City's Register of Heritage Properties; alter the 1914 Heritage-Registered Customs House to allow for the construction of a single-level underground parking structure; and adapt the 1914 Customs House for a mixed-use development that links into the construction of a seven-storey building on the same footprint as the existing 1957 addition.

Sustainability Features

The applicant has identified a number of sustainability features in the proposed development for this property:

- the applicant is targeting a LEED Gold standard (certification is not proposed)
- conservation of an existing building
- water efficient landscaping and interior fixtures
- energy efficient building systems
- energy efficient glazing
- construction waste management.

Active Transportation Impacts

- the applicant proposes 55 Class 1 bicycle parking stalls and 24 Class 2 bicycle parking spaces
- new curb, gutter and sidewalks will be provided for Government Street, Wharf Street and Courtney Street.

ANALYSIS

The following sections provide a summary of the Application's consistency with the relevant City policies, regulations and guidelines.

Official Community Plan (OCP)

The proposed seven-storey addition is consistent with OCP policies that encourage buildings to maximize shop windows and entrances at ground level and are responsive to human scale building design objectives where the form, proportion, pattern, detailing, particularly along the Government Street level, is expressed.

Development Permit Area 1 (HC): Core Historic

The proposed development is consistent with the objectives of the Heritage Conservation Area where it aims to revitalize an area of commercial use through infill and building additions. The guidelines to be considered in assessing the proposal are the Downtown Core Area Plan, 2011, the *Advisory Design Guidelines for Buildings, Signs and Awnings* and the *Standards and Guidelines for the Conservation of Historic Places in Canada* (the "Standards and Guidelines"). A summary of the Application's consistency with those guidelines is provided below.

Advisory Design Guidelines for Buildings, Signs and Awnings

The proposed development addresses the Advisory Design Guidelines where it emphasizes consideration of a comprehensive design, street relationship, fenestration, textures and colour. In relation to context and massing, the proposed addition to the 1914 Customs House in this particular location of Old Town is considered prominent. An important consideration in this regard is the effect of the additional height on the setting of Old Town. The Advisory Design Guidelines identify the impression of mass as a key matter to be considered when evaluating development proposals. Staff have identified potential effects and mitigating measures that would reduce the visual impact of the additional height on the predominant character of Old Town.

Downtown Core Area Plan (DCAP)

The subject property is within the "Historic Commercial District" of the DCAP. The DCAP provides more specific direction regarding built form and design of the public realm. At a high level, some key policies that relate to this site are:

- developing an "urban amphitheatre" with lower scale buildings located nearer the waterfront
- protecting key public views
- respecting the historic integrity of the harbour and surrounding buildings
- appropriately scaled building enclosure around the Inner Harbour basin
- rooflines should not detract or diminish the visual prominence of the Parliament Building or Empress Hotel rooflines
- enhancing Government Street and Humboldt Street as key pedestrian streets through the provision of ample sidewalks and active commercial street fronts.

To this end, staff have worked with the applicant on several significant design revisions pertaining to the building addition. The applicant made the following revisions:

- reduced the height of the building addition in order to respect the historic prominence of the Belmont Building and indicate a transition in building height toward the water
- revised the proposed roof form from a pavilion roof form to a flat roof in order to respect
 the historic significance and character of the Empress Hotel and to provide a better
 contextual fit with the existing Heritage-Registered building.

The DCAP describes the "urban amphitheatre concept" which provides direction for building heights to gradually rise away from the Harbour. The applicant proposes a 3½-storey increase in height from the Heritage-Registered building to the proposed new addition. The proposal's top storey (eighth storey) is lower than the Belmont Building to the east; however, the mechanical penthouse is approximately 1.5 m taller than the Belmont Building. Staff recommend that Council seek input from the Advisory Design Panel on the appropriateness of the proposed height and massing of the building addition in relation to Public External View Guidelines: Views 1 and 2 and Urban Amphitheatre Concept as described in the *Downtown Core Area Plan*.

The proposed building addition must also be considered in the context of the Inner Harbour. The DCAP identifies the Inner Harbour as Special Urban Design Area. New buildings within this area should not detract from prominent buildings such as the Parliament Building, Empress Hotel and CPR Steamship Building. Staff recommend that Council seek feedback from the ADP with regard to the proposed new addition's contribution to the ensemble of buildings around the Inner Harbour.

The applicant has provided view analysis of the proposed development as experienced from External Views 1 and 2 as described in the DCAP. As noted the mechanical penthouse is taller than the Belmont Building to the east. As a result, a portion of the Belmont Building will be obscured by the proposed development. Staff recommend that Council direct the applicant to minimize, to the greatest extent practical, the size of the mechanical penthouse.

Zoning Regulation Bylaw

In accordance with Rezoning Application No. 00461, staff recommend that Council consider a site specific zone to accommodate the proposed development. The applicant proposes a building height of 30.23m. Given the prominence of this site on the Inner Harbour, staff are recommending that Council consider a lower height limit of 17.7m to be included in the new zone. This would bring the existing building into compliance with the *Zoning Regulation Bylaw*. Staff recommend that Council consider issuing a variance for building height in accordance with this Application in order to increase the permitted height to 30.23m. In the event that the proposed development is not constructed, this would provide Council with the ability to reevaluate additional building height on this site through a future Heritage Alteration Permit with Variance Application.

Standards and Guidelines for the Conservation of Historic Places in Canada

One of the most important objectives in heritage conservation is that heritage buildings be used. The Customs House has been vacant for over four years; character-defining elements have been previously removed from the building; and technical issues involving the deterioration of the exterior masonry has presented and continues to present significant conservation challenges to the physical integrity of the building. While a compatible use that requires minimal or no change to its character-defining elements is a key Standard, a viable use that includes

important conservation work offers the best prospect of slowing down its deterioration and in assuring that the Customs House will continue to make a significant contribution to Old Town and the Inner Harbour Districts for future generations.

Slowing the deterioration of the exterior, along with seismically strengthening the retained façades and attracting a viable long-term use for the building are matters of high importance. Nevertheless, there are aspects of the proposed development that are approached differently than that which is recommended in the Standards and Guidelines. Given the fortress-like design characteristics of the 1914 Customs House, including its massive granite foundations, the interventions required to achieve a significant degree of transparency at ground level in order to support the new use results in the most challenges for achieving compliance with the Standards and Guidelines.

Removal of 1957 Addition

The 1957 addition does not have heritage value, therefore; its removal is not expected to adversely affect the heritage values of the 1914 Customs House. It is, however, recommended that construction activity, which is located proximate to a heritage building, be planned and executed with particular attention to the historic building that is to be retained and conserved. In relation to construction activity that is proximate to existing heritage buildings, the Standards and Guidelines recommend that character-defining elements be protected from accidental damage. Staff therefore recommend that a temporary protection plan be undertaken.

Seven-storey Addition

The three-story plus basement height of the 1914 Customs House is a character-defining element identified in the Statement of Significance. The proposed seven-storey addition that would replace the existing 1957 structure requires the consideration of those Standards that recommend that new work be physically and visually compatible with, subordinate to and distinguishable from the historic place.

The proposed addition is physically compatible with the 1914 Customs House in terms of the selection of materials and the relationship between the five-storey section of the new addition and the 1914 Customs House. The difference in height between the proposed seven-storey structure and the three-storey plus basement 1914 Customs House (west elevation - Wharf Street) is considerable. In this regard, the proposal differs from the approach outlined in the Standards and Guidelines where it recommends that a new addition be subordinate to the heritage property.

In terms of compatibility, a common guideline for new development is that the height of new buildings should be compatible with the massing and setting of the historic building. Staff acknowledge that there are examples where the variance in height between adjacent buildings within Old Town is multiple storeys. Nevertheless, the predominant character of Old Town is the built form that ranges in height from one to five storeys and in order for the proposed seven-storey building to feel more like a five-storey building, the 6th and 7th storeys would need to be set back in accordance with the same principle that is recommended for the rooftop addition above the 1914 Customs House (described below).

The proposed development is visually compatible with the 1914 Customs House in terms of the rhythm of doors and windows of the five-storey portion of the Courtney Street elevation and the articulation of the base, mid-section and top of the new addition. The proposal is distinguishable from the 1914 Customs House in the treatment of the storefront design,

selection of materials, rooftop addition and the modulation and treatment of the 6th and 7th storeys.

In addition, the Standards and Guidelines recommend designing an addition that is compatible in terms of materials and massing with the exterior form of the historic building and its setting. In relation to this Guideline, staff consider that the proposed materials are compatible with the 1914 Customs House owing largely to its use of granite split face at the base and limestone cladding for the mid-section of the building.

On balance, staff are supportive of the additional height being requested, but recommend that the applicant consider setting back the 6th and 7th storeys to mitigate the perception of the height on Old Town.

Rooftop Addition

It is proposed that a single-storey addition be constructed on top of the existing 1914 Customs House. In terms of the placement of rooftop additions above heritage buildings, the Standards and Guidelines recommend that additions to roofs be inconspicuous from the public right-of-way. The proposed roof top addition should be set back further from the roof edge along the Courtney and Wharf Street elevations.

Windows, Doors and Storefronts

Reinstating Heritage Value - Openings

The proposed development includes alterations that significantly improve existing conditions by removing previous work and reinstating heritage values.

Reinstating Heritage Value - Stone Ball Finials

On July 8, 1999, City Council authorized the issuance of Heritage Alteration Permit #54 to allow the temporary removal of stone ball finials. One of the conditions of approval was the requirement for a letter of commitment from the Government of Canada to indicate their willingness to repair and restore the original stone elements.

On September 23, 1999, Council removed the condition from the Heritage Alteration Permit, but reiterated their desire to see the stone elements preserved. Public Works and Government Services Canada assured the City that the removed elements would be put into proper storage until a final solution was determined.

The reinstatement of the stone ball finials would be consistent with the Standards, which recommends maintaining character-defining elements on an ongoing basis; repairing character-defining elements by reinforcing their materials using recognized conservation methods; and replacing in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving examples.

Alteration of Existing Openings

Staff have worked with the applicant, particularly in relation to the extent of alterations proposed to the exterior of the Customs House. Considerable design revisions have evolved in relation to both the approach to altering an existing opening as well as the number of alterations deemed necessary by the applicant.

In relation to the proposed alterations to the original granite and sandstone foundations, the Standards and Guidelines recommend adopting an approach involving minimal intervention. Staff consider that while the proposed interventions to openings differ from the recommended approach in the Standards and Guidelines, the proposal to maintain the existing opening width, stone jambs, centre mullion, sills and moulded window heads within the original foundation is considered an important and beneficial measure.

HERITAGE REVITALIZATION AGREEMENT (HRA)

Given the complexities associated with this development proposal, staff consider that it will be important for the City to enter into an HRA with the owner for the purpose of ensuring agreement regarding any change to the exterior of the 1914 Customs House; provisions for temporary and long-term protection of the retained façades; and the particulars regarding any height variances that may be considered by Council. The owner has advised that they are agreeable to entering such negotiations.

CONCLUSIONS

The proposed seven-storey addition exceeds the predominant height of buildings within Old Town and while not subordinate to the 1914 Customs House as recommended in the Standards and Guidelines, staff support the additional height provided that the effects (perception and experience) of the additional height is mitigated by setting back the 6th and 7th storeys so that they are inconspicuous when viewed from the public right-of-way across adjacent streets.

Staff consider that if the size of the rooftop addition were reduced in two key areas, it could satisfy the Standard that recommends that rooftop additions be inconspicuous when viewed from the public right-of-way across adjacent streets.

The impact on the exterior façades of the 1914 Customs House that would result from the proposed changes is considerable. Staff consider that while the proposal would not sufficiently satisfy the Standards and Guidelines in relation to the extent of proposed alterations to the exterior façades of the Customs House, that the proposal does meet other OCP objectives and policies.

Staff are supportive of the proposed seismic strengthening of the façades; stone conservation; and the reinstatement of heritage values that would result from the replacement of the existing aluminium windows with wood windows on the upper floors.

Staff therefore recommend that Council consider referring the HAP to the Heritage Advisory and Advisory Design Panels; instruct staff to work with the property owner to negotiate a Heritage Revitalization Agreement; give first and second reading to the HRA Bylaw; refer the HRA Bylaw for consideration at a Public Hearing; and authorize the issuance of HAP Application No. 00192 for 816 Government Street, subject to approval of the Zoning Amendment Bylaw and the recommendations outlined in this report.

ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00192 for the property located at 816 Government Street

Respectfully submitted,

Murray G. Miller Senior Heritage Planner Community Planning Division Andr Hade

Andrea Hudson Assistant Director, Community Planning Sustainable Planning and Community

Development Department

Report accepted and recommended by the City Manager:

Jason Johnson

Date:

April 29, 2015

MGM/ljm

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List of Attachments

- Subject map
- Aerial map
- Revised drawings, date stamped March 13, 2015
- Heritage Building Proposed Interventions, date stamped April 7, 2015.







816 Government Street Heritage Alteration Permit #00192





816 GOVERNMENT STREET, VICTORIA, B.C.

ISSUED FOR DP REVISION 2

MARCH 09, 2015

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URBAN ANALYSIS





URBAN ROOM



PEDESTRIAN INTENSITY

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LOCATION PLAN

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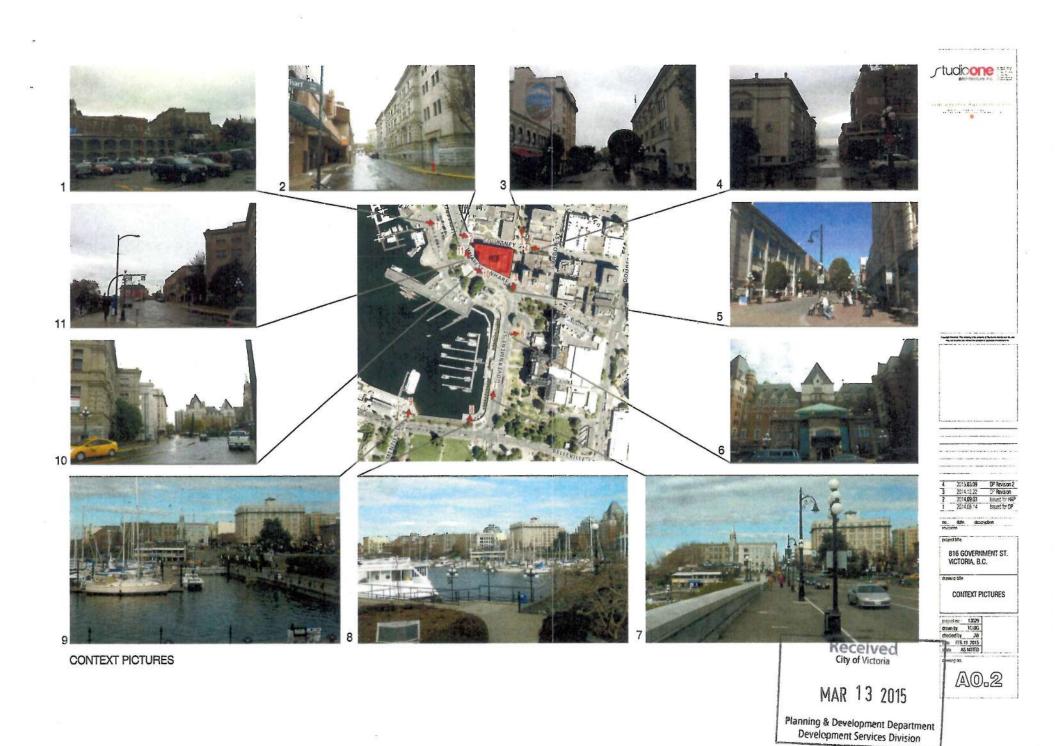
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PROJECT STATISTICS EX.SITE PLAN

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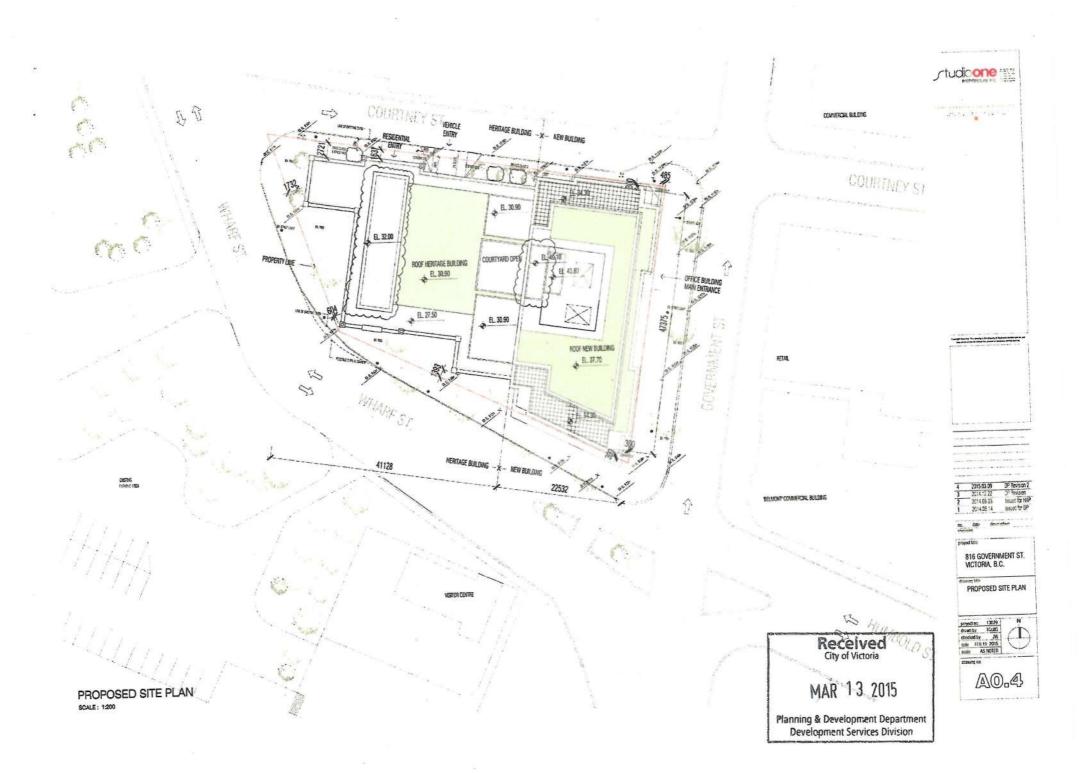
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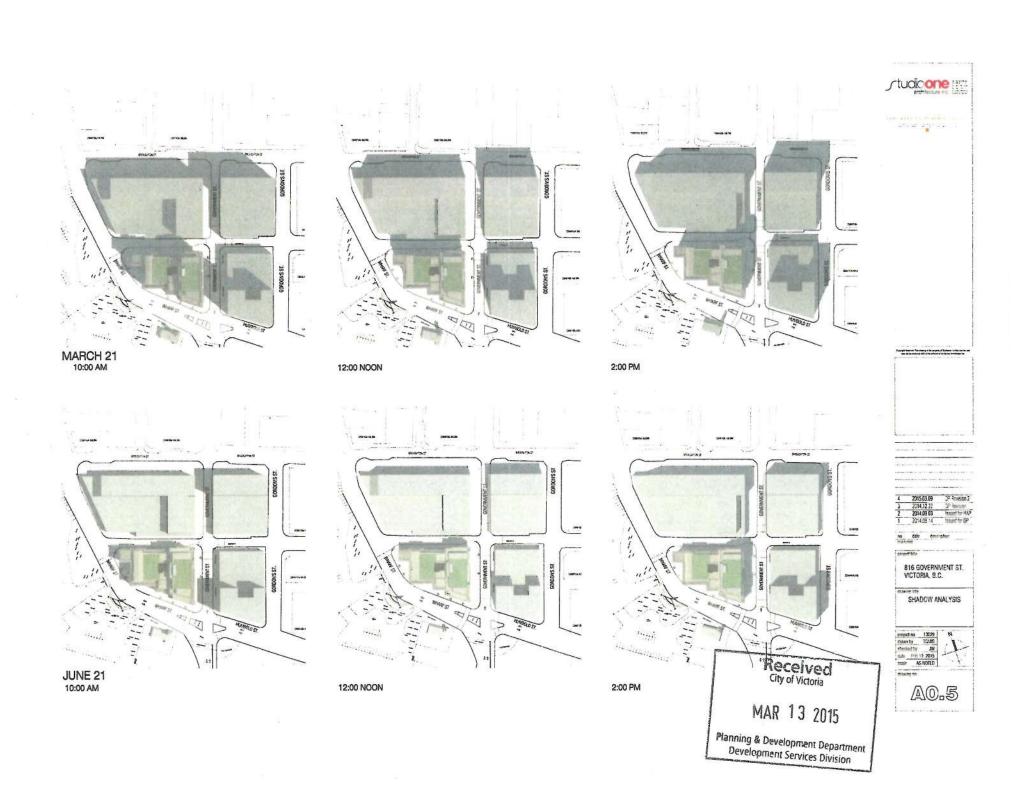
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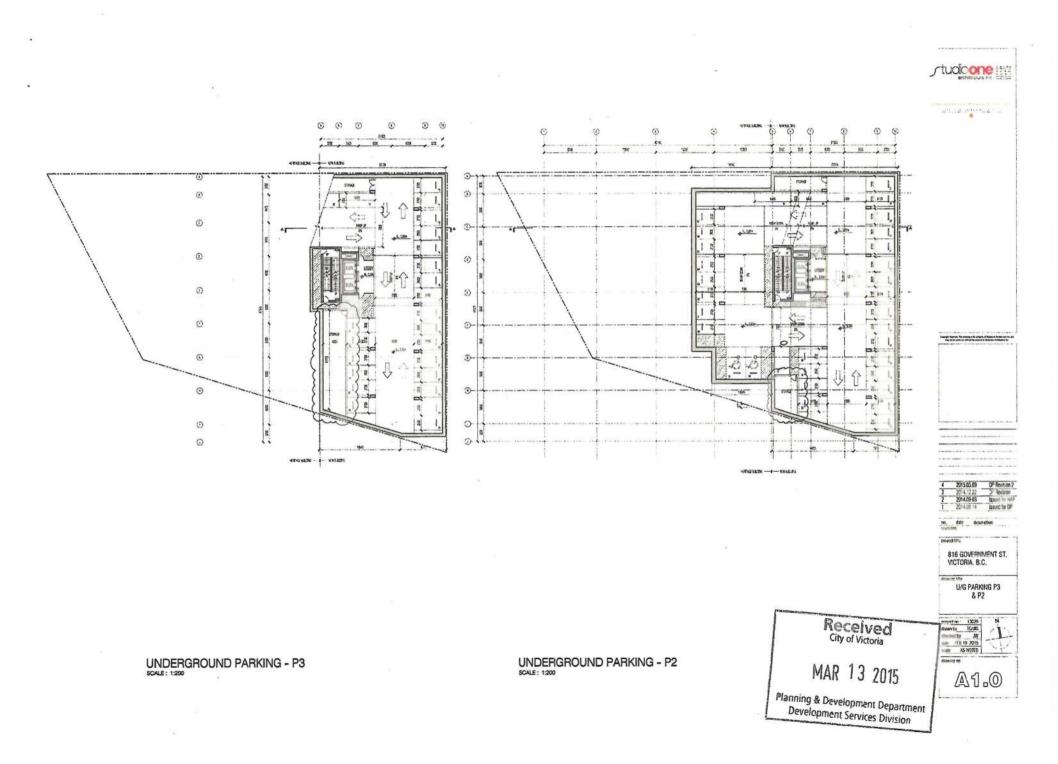
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City of Victoria

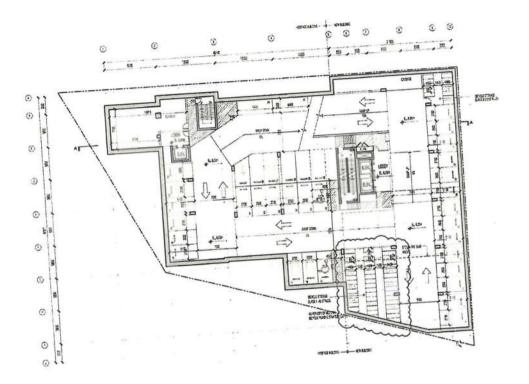
Planning & Development Department Development Services Division

EXISTING SITE PLAN SCALE 1200









816 GOVERNMENT ST. VICTORIA, B.C. PARKING P1 A1.1

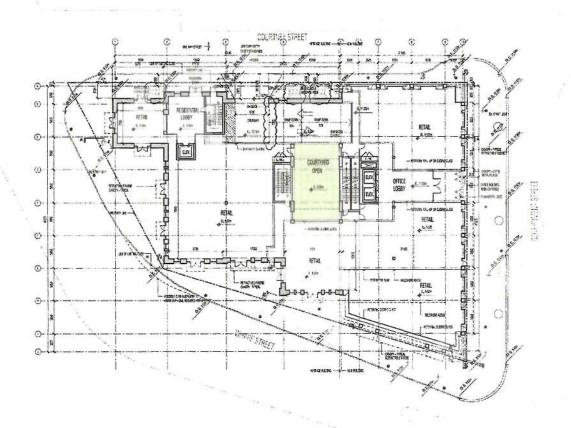
studio one

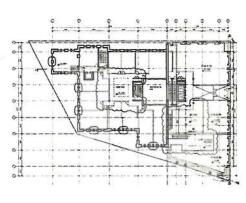
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U/G PARKING P1 SCALE: 1:200





MEZZANINE LEVEL SCALE: 1:400

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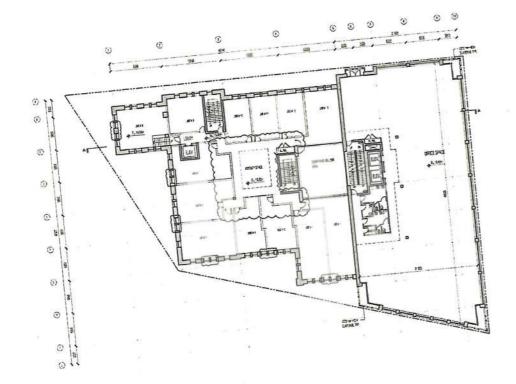
GROUND FLOOR PLAN MEZZANINE LEVEL

project no 13629 N from by ICASC thecked by Aff call FR.19 2015

A1.2

GROUND FLOOR PLAN SCALE: 1:200

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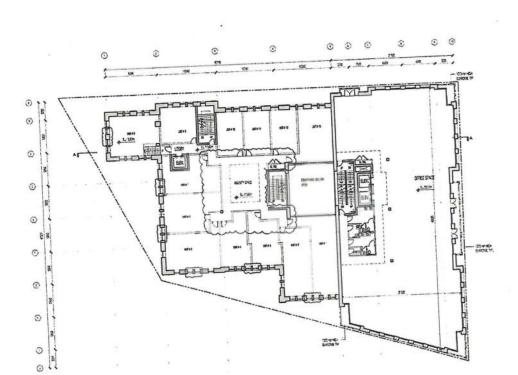


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816 GOVERNMENT ST. VICTORIA, B.C. 2ND FLOOR PLAN



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816 GOVERNMENT ST. VICTORIA, B.C.

3RD FLOOR PLAN

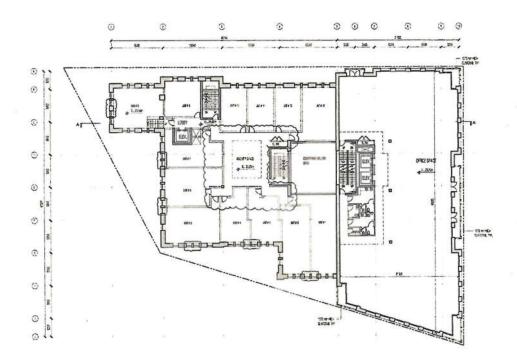
A1.4

3RD FLOOR PLAN

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City of Victoria

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4TH FLOOR PLAN SCALE: 1200

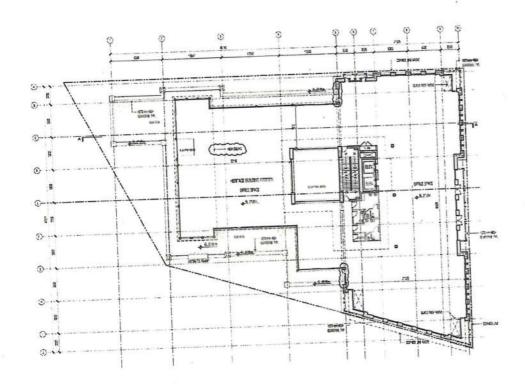
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Planning & Development Department Development Services Division "Walled I . Il. 2015.03.09 DF Reison 2 2014.12.22 DF Reison 2014.05.03 Issued by HAP 816 GOVERNMENT ST. VICTORIA, B.C. 4TH FLOOR PLAN A1.5







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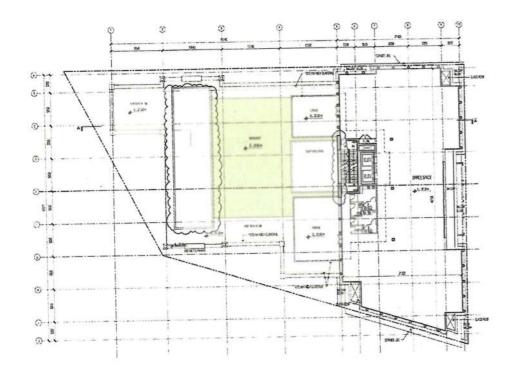
Planning & Development Department Development Services Division

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816 GOVERNMENT ST. VICTORIA, B.C.

5TH FLOOR PLAN

5TH FLOOR PLAN SCALE: 1:200

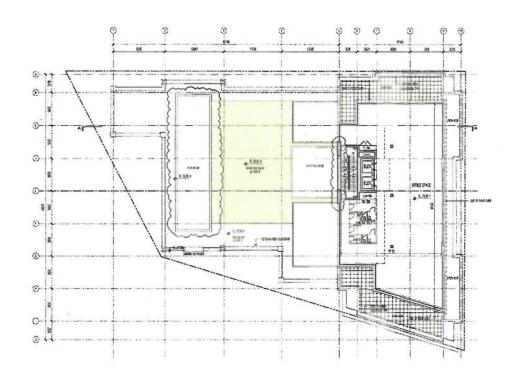


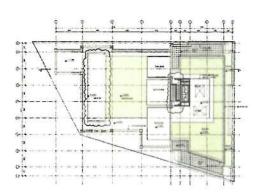
6TH FLOOR PLAN SCALE: 1:200

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Planning & Development Department Development Services Division studio one 816 GOVERNMENT ST. VICTORIA, B.C. 6TH FLOOR PLAN project on 13529 prainty (CUS) precised by ZW one, 118 19 2015 scale AS NOTED





8TH FLOOR PLAN (STAIR ONLY)

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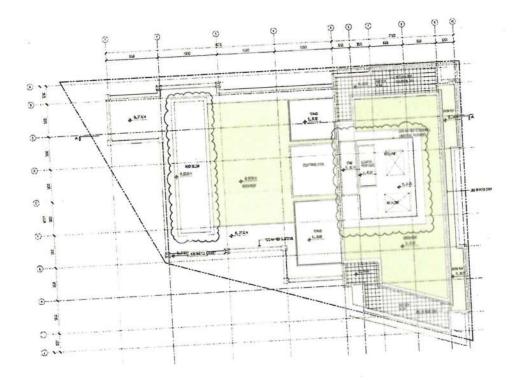
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Planning & Development Department Development Services Division



7TH FLOOR PLAN SCALE: 1:200





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> 816 GOVERNMENT ST. VICTORIA, B.C.

ROOF PLAN

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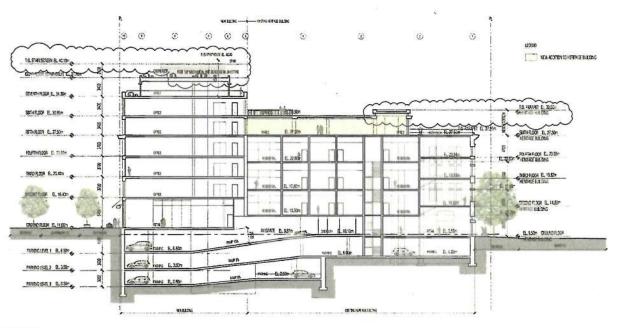
A1.9

Received City of Victoria

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Planning & Development Department Development Services Division

ROOF PLAN SCALE: 1:200



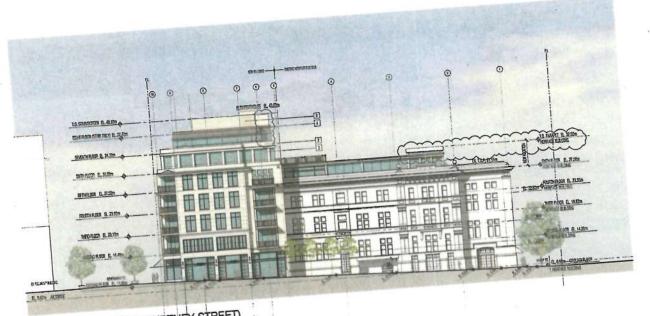
SECTION A SCALE: 1:200

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City of Victoria

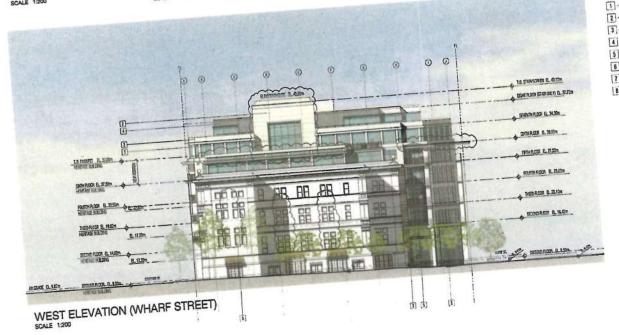
MAR 13 2015

Planning & Development Department Development Services Division





NORTH ELEVATION (COURTNEY STREET)



LEGENO MATERIALS:

1 -cewan

2 -LEE STONE 3 - ALLEGE HER RECOVERY-DISE

4 - MITH CANODIS

[5] - LEIL DING THE DESIGNATION

6 - RETRICTION FROM CONCEN

7

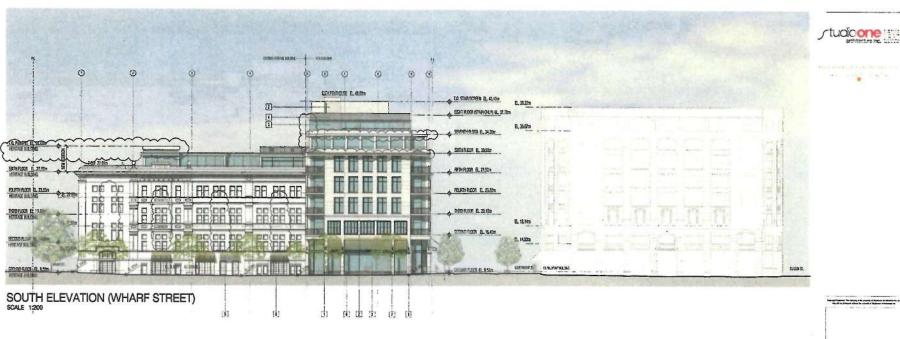
B - LIGHT ROLLES

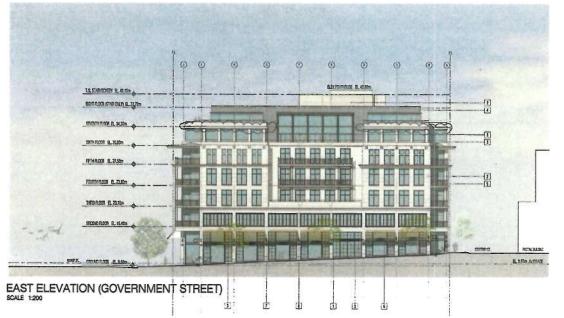
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Planning & Development Department **Development Services Division**

rtudicone 2015.33.09 2014.12.22 2014.09.01 2014 18.14 816 GOVERNMENT ST. VICTORIA, B.C. NORTH AND WEST ELEVATIONS A3.0





LEGEND MATERIALS:

- 1 -GWATE
- 2 -: 85 5704
- 3 ALLED WY TREES, AND GUIDE
- 4 VETAL OLCOORS
- 5 SETAL RANGE CRISETYL GLASS RANGE
- 6 RETRACTABLE PARTIC CANCEY
- 7 -8000 90%
- 8 -UDITRICIES

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Planning & Development Department Development Services Division

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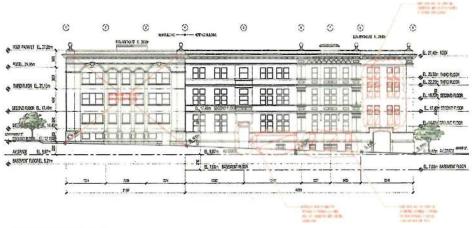
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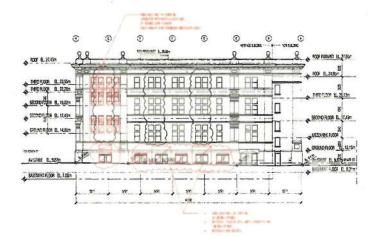
SOUTH AND EAST ELEVATIONS

project no 13029 drawn by 10285 checked by 3N date ITB 19, 2015 scare. AS NOTED

A3.1



NORTH ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OFENINGS SCALE: 1:200



WEST ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OPENINGS

NOTE:

FOR DETAIL DRAWINGS REFER TO HERITAGE BUILDING PROPOSED INTERVENTIONS BOOKLET

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City of Victoria

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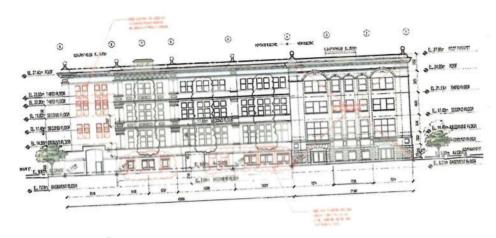
Planning & Development Department Development Services Division

816 GOVERNMENT ST. VICTORIA, B.C. ELEVATIONS NORTH AND WEST EXISTING HERITAGE BUILDING project no. 12079 channelly hubbs checked by JW cate FEB 19 2015 scale AS NOTED A3.2

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SOUTH ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OPENING.



EAST ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OPENINGS SCALE: 1:200

NOTE: FOR DETAIL DRAWINGS REFER TO HERITAGE BUILDING PROPOSED INTERVENTIONS BOOKLET

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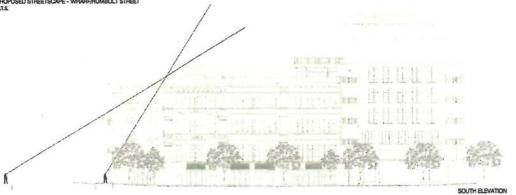
STREETSCAPE CONTEXT PICTURES

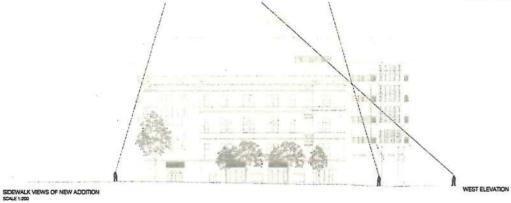
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		THE REPORT OF	
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PROPOSED STREETSCAPE - WHARF/HUMBOL	CODECT		
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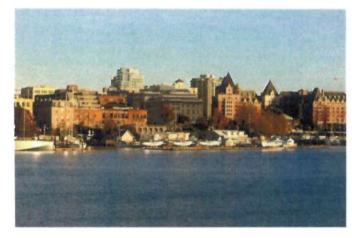


CONTEXT PICTURES

MAR 13 2015

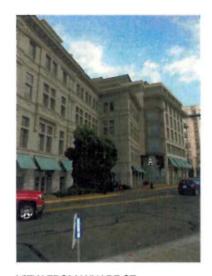
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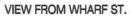




SONGHEE VANTAGE

LAUREL POINT VANTAGE











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816 GOVERNMENT ST. VICTORIA, B.C.

3D VIEWS

project no : 13029 drawn by TC/IRO closted by .W date: 118/03/2015 hade: AS NOTED

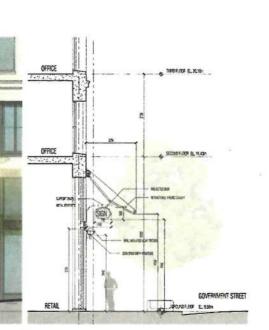
A3.5





EXAMPLES FOR SIGNAGE AND LIGHTING





SOUTH DETAIL ELEVATION - GOVERNMENT STREET SCALE 1:50

DETAIL SECTION - TYP. BAY SCALE 1:50

NOTE:

NEW SIGNS, AWNINGS AND LIGHTING DESIGN BASED ON BASIC PRINCIPLES
OF THE CITY OF VICTORIA HERITAGE PROGRAM SIGN AND AVAMING GUIDELINES





3D IMAGES

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Planning & Development Department Development Services Division

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816 GOVERNMENT ST. VICTORIA, B.C.

DETAIL ELEVATION & SECTION - SIGNAGE & LIGHTING

project on 13029 durin by TCUG decided by JN data 118 19 2015 scale. AS MOTED

A3.6









EXAMPLES FOR GLASS-METAL CANOPIES

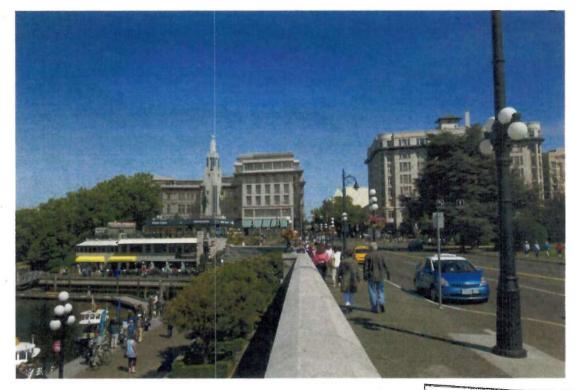


SOUTH DETAIL ELEVATION - GOVERNMENT STREET SCALE 1:50

DETAIL SECTION - OFFICE MAIN ENTRY

816 GOVERNMENT ST. VICTORIA, B.C. DETAIL ELEVATION & SECTION - ENTRY CANOPY creation 13029
creation to 102/86
checked by 3W
cycle F18.19 2015
scale AS NOTED Received
City of Victoria A3.7





816 GOVERNMENT ST. VICTORIA, B.C.

3D VIEWS

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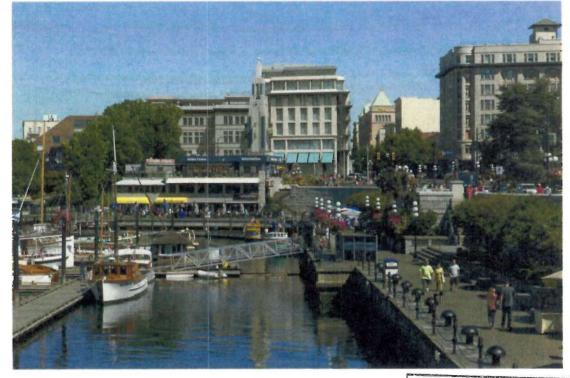
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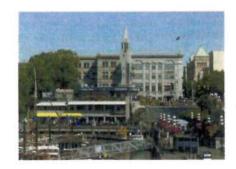
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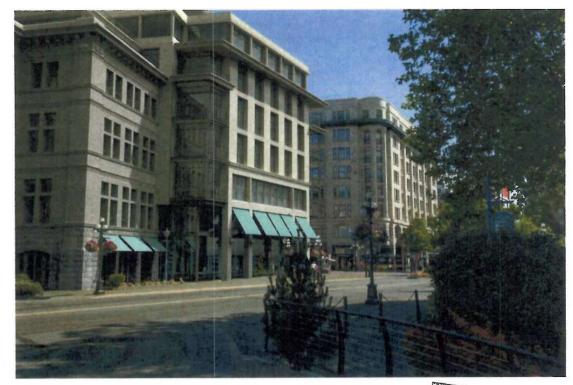
Planning & Development Department Development Services Division

816 GOVERNMENT ST. VICTORIA, B.C.

3D VIEWS

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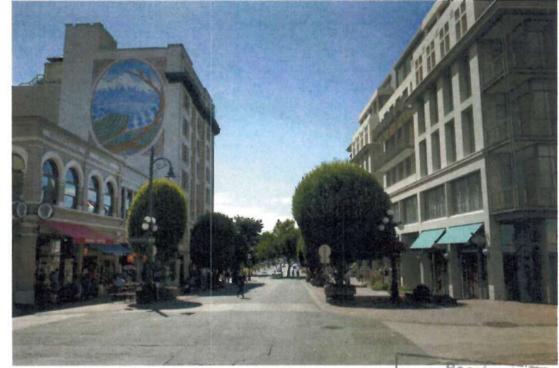
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project on 13025 drawn by TCUG checked by JW date FEB 03 7015 scale AS MOTED







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3D VIEWS

project no: 13029 drawn by 10205 checked by JW dobr FER 03, 2015 scale AS WOTED

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816 GOVERNMENT ST. VICTORIA, B.C.

3D VIEWS

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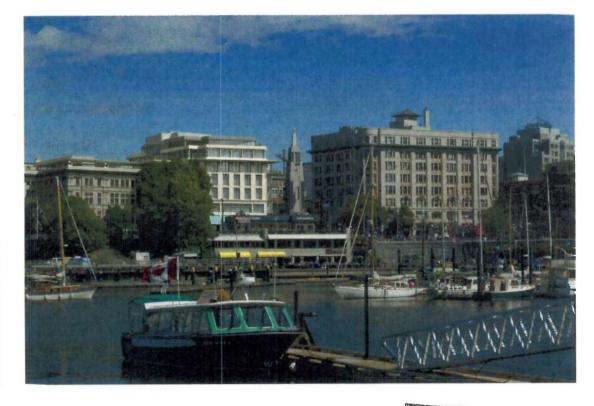
Planning & Development Department Development Services Division

816 GOVERNMENT ST. VICTORIA, B.C.

3D VIEWS

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816 GOVERNMENT ST. VICTORIA, B.C.

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Planning & Development Department Development Services Division

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816 GOVERNMENT ST. VICTORIA, B.C.

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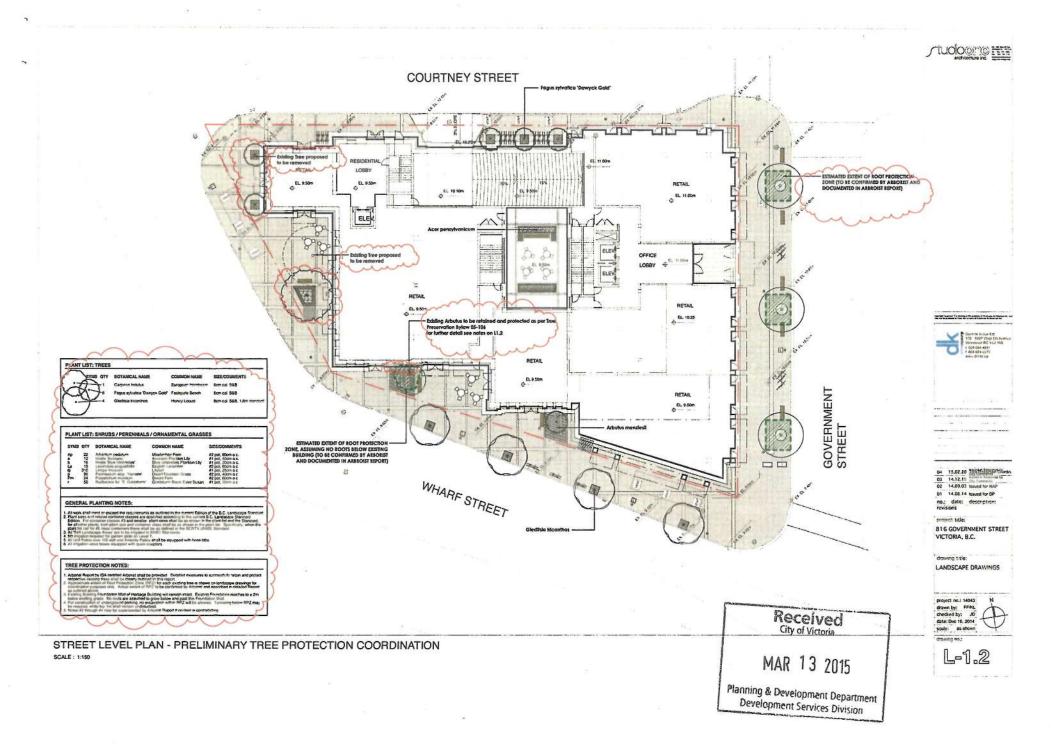
816 GOVERNMENT ST. VICTORIA, B.C.

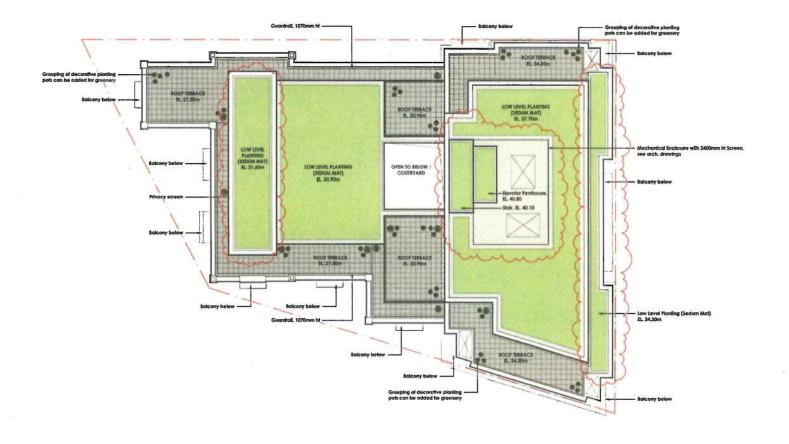
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01 14.05.14 issued for DP no.: date: description:

project title: 816 GOVERNMENT STREET VICTORIA, B.C.

drawing tale:

LANDSCAPE DRAWINGS

project no.: 14943 N drawn by: FFAQ. checked by: JO date: Dec 19, 2014 scale: as shown

L-1.3

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City of Victoria

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ROOF LEVEL PLAN

SCALE : 1:150



816 GOVERNMENT STREET, VICTORIA, B.C.

HERITAGE BUILDING PROPOSED INTERVENTIONS

HERITAGE INTERVENTIONS

APRIL 02, 2015

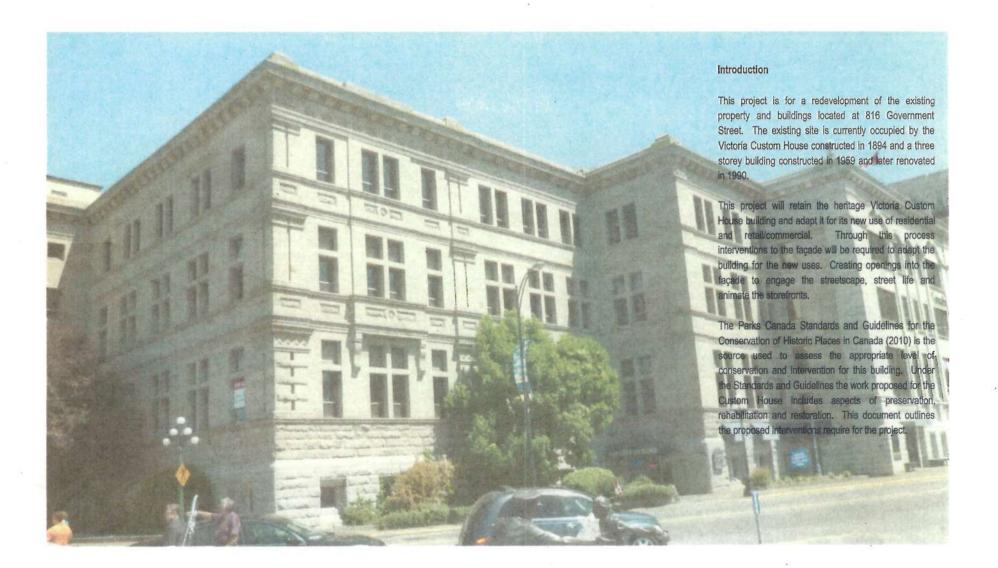






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APR 07 2015



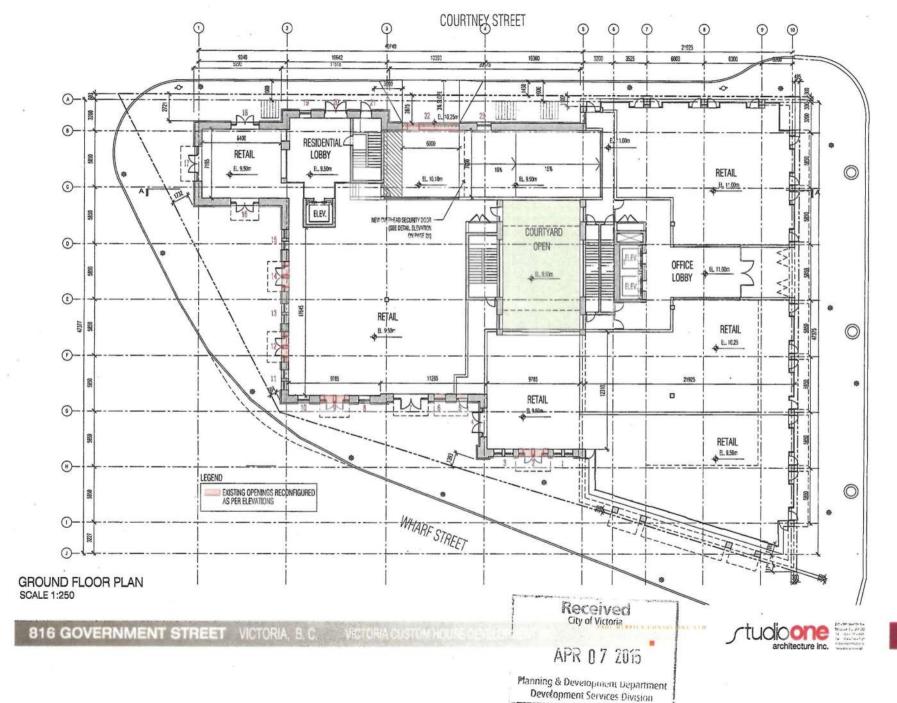
816 GOVERNMENT STREET VICTORIA B.C.

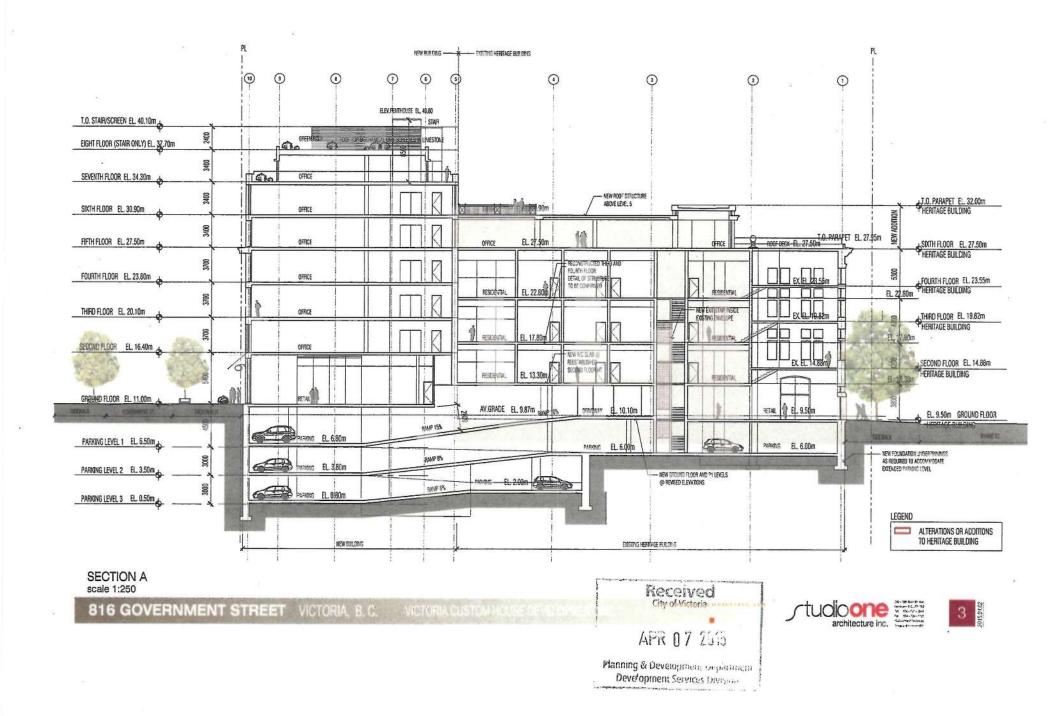
Received City of Victoria

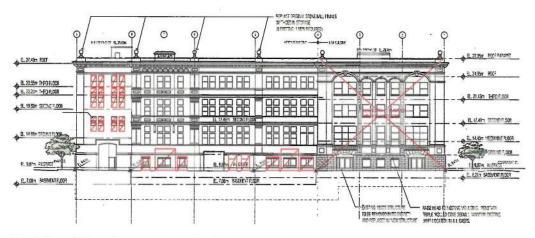
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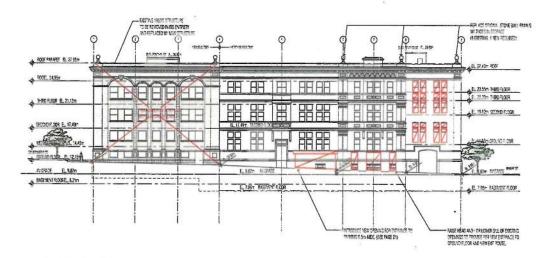








SOUTH ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OPENINGS SCALE 1:400



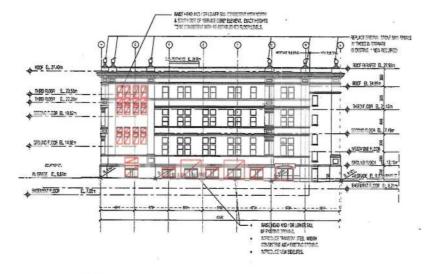
NORTH ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OPENINGS SCALE 1:400

816 GOVERNMENT STREET VICTORIA, B. C.

APR 0.7 2015







WEST ELEVATION CONTEMPLATED ALTERATIONS TO WINDOW OPENINGS SCALE 1:400

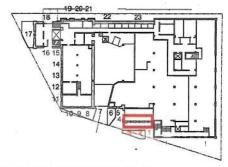
Received City of Victoria

APR 07 2015

Manning & Development Department Development Socrete Devision



EXISTING OPENINGS N.	1,2&3
LOCATION	SOUTH ELEVATION - WHARF STREET
EXISTING CONDITION OR FUNCTION	WINDOW
PROPOSED ALTERATION	RAISE HEAD TO EXISTING MOULDING AND MAINTAIN EXISTING JAMB LOCATION TO WIDEN WINDOW AND MAKE DOOR WHERE REQUIRED
	* REFER TO DETAIL DRAWINGS PAGE 2



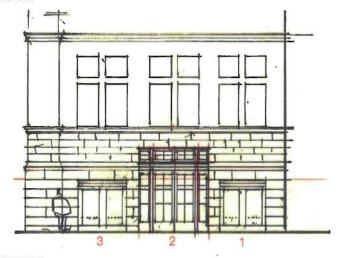
EXISTING BASEMENT FLOOR PLAN N.T.S.



EXISTING SOUTH ELEVATION (WHARF STREET) N.T.S.



EXISTING



PROPOSED



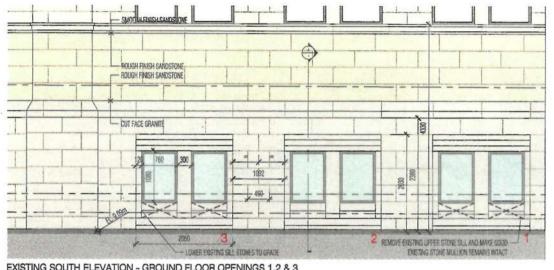
OPENINGS 1,2 & 3





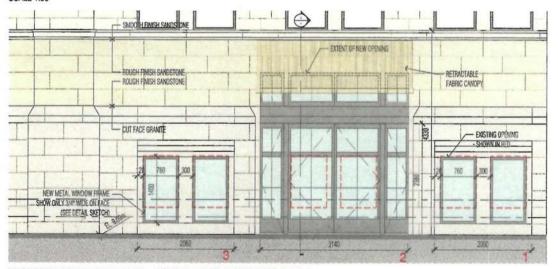
816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA CUSTOMA

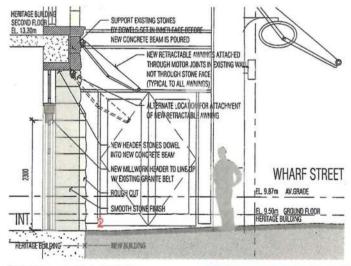
Planning & Development Services Order -





EXISTING SOUTH ELEVATION - GROUND FLOOR OPENINGS 1,2 & 3 SCALE 1:50





PROPOSED SOUTH ELEVATION - GROUND FLOOR OPENINGS 1,2 & 3 SCALE 1:50

816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA CUSTOM HOUSE

OPENINGS 1,2 & 3

SECTION A -TYPICAL SECTION

RECEIVED THROUGH ENLARGED NEW OPENINGS

City of Victoria





APR 07 2015

EXISTING OPENING NUMBER	4
LOCATION	WEST ELEVATION - WHARF STREET
EXISTING CONDITION OR FUNCTION	DOOR
PROPOSED ALTERATION	REMOVE EXISTING CANOPY & STOREFRONT DOOR FRAMES RETAIN OPENING AS IS AND REMOVE GLAZING TO FOLLOW CURVE ARCH



EXISTING BASEMENT FLOOR PLAN



EXISTING WEST ELEVATION

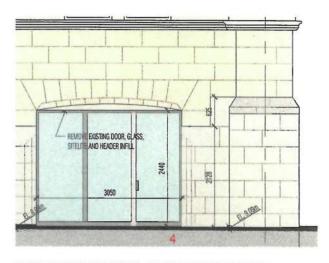




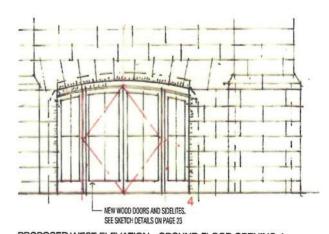


816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA CUSTOM HOUSE DIVE





EXISTING WEST ELEVATION - GROUND FLOOR OPENING 4 SCALE 1:50



PROPOSED WEST ELEVATION - GROUND FLOOR OPENING 4

OPENING 4

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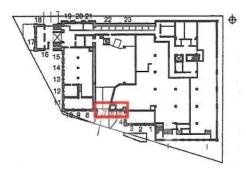




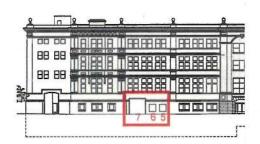
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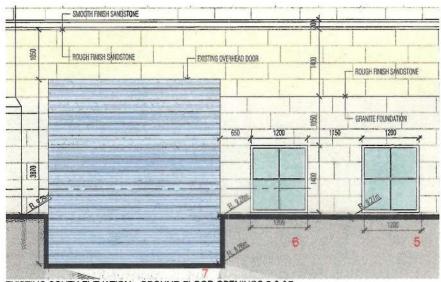
EXISTING OPENINGS NUMBER	5-6-7
LOCATION	SOUTH ELEVATION - WHARF STREET
EXISTING CONDITION OR FUNCTION	WINDOW - DOOR
PROPOSED ALTERATION	RAISE HEAD TO EXISTING MOULDING AND MAINTAIN EXISTING JAMB LOCATION TO WIDEN WINDOW AND MAKE DOOR WHERE REQUIRED



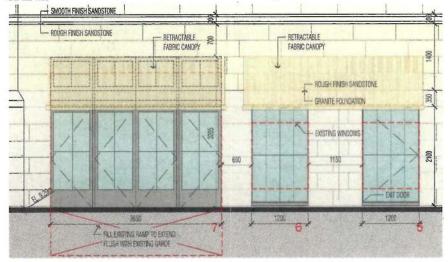
EXISTING BASEMENT FLOOR PLAN



EXISTING SOUTH ELEVATION (WHARF STREET)



EXISTING SOUTH ELEVATION - GROUND FLOOR OPENINGS 5,6 &7 SCALE 1:50



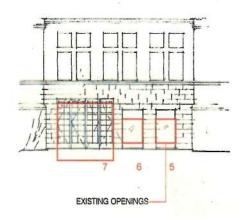
PROPOSED SOUTH ELEVATION - GROUND FLOOR OPENINGS 5,6 & 7 SCALE 1:50

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Planning & Development Department Development Services Division



PROPOSED OPENINGS



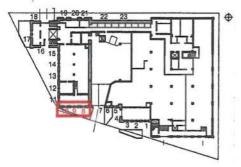
OPENINGS 5,6 & 7



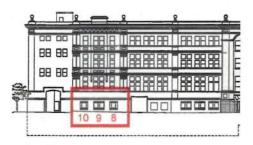


816 GOVERNMENT STREET VICTORIA, B.C.

EXISTING OPENINGS NUMBER	8-9-10
LOCATION	SOUTH ELEVATION - WHARF STREET
EXISTING CONDITION OR FUNCTION	WINDOW - VENT
PROPOSED ALTERATION	NEW OPENING IN CENTRE BAY (NO. 9) AS SHOWN. WOOD DOORS TRANSOM & SIDELITES FOR NO 8 & 10, LOWER SILL TO GRADE & EXTEND JAMBS

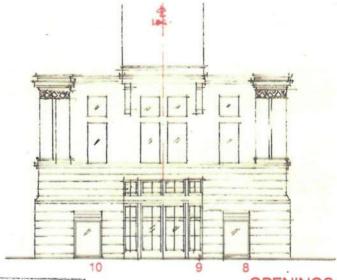


EXISTING BASEMENT FLOOR PLAN



EXISTING SOUTH ELEVATION (WHARF STREET)





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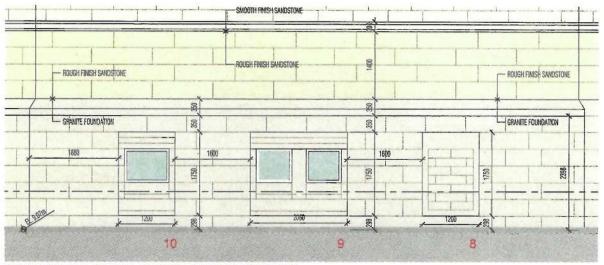
OPENINGS 8,9 & 10



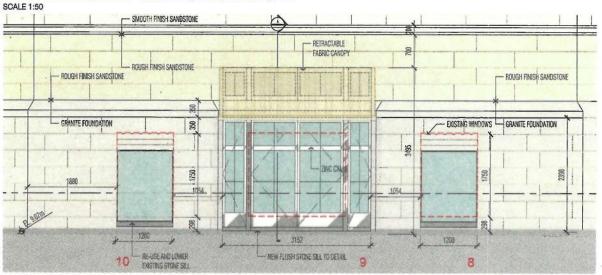


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EXISTING SOUTH ELEVATION - GROUND FLOOR OPENINGS 8,9 &10



PROPOSED SOUTH ELEVATION - GROUND FLOOR OPENINGS 8,9 &10 SCALE 1:50

816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA C

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Gity of Victoria

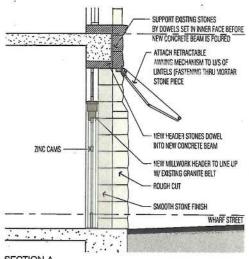
APR 07 2015

Planning & Development Department **Development Services Division**

IDENTIFICATION TABLE

EXISTING OPENINGS NUMBER

8-9-10



SECTION A THROUGH ENLARGED NEW OPENING NO.9 SCALE 1:50

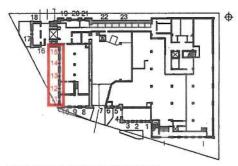
OPENINGS 8 ,9 & 10







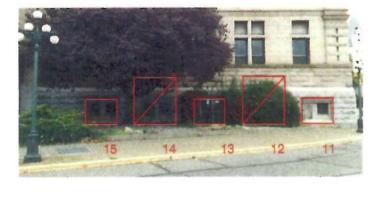
EXISTING OPENINGS NUMBER	11 - 12 - 13 - 14 & 15
LOCATION	WEST ELEVATION - WHARF STREET
EXISTING CONDITION OR FUNCTION	WINDOW
PROPOSED ALTERATION	RAISE HEAD AND / OR LOWER SILL OF EXISTING OPENING.
	INTRODUCE TRANSOM LITES. WIDTH CONSISTENT WITH EXISTING OPENING.
	INTRODUCE NEW SIDELITES.

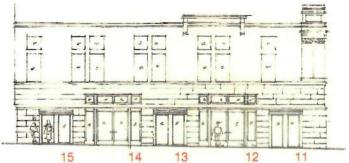


EXISTING BASEMENT FLOOR PLAN



EXISTING WEST ELEVATION (WHARF STREET)















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13

12

11

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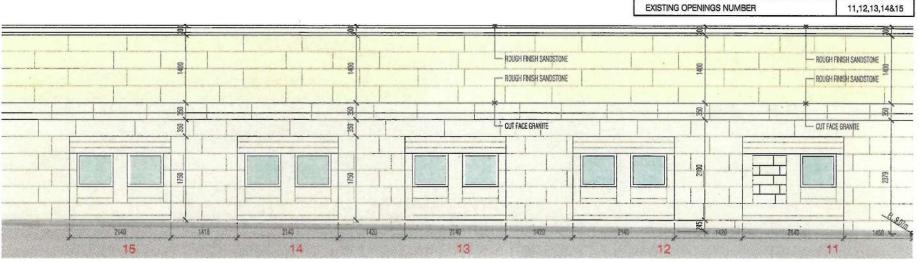
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OPENINGS 11,12,13,14 & 15

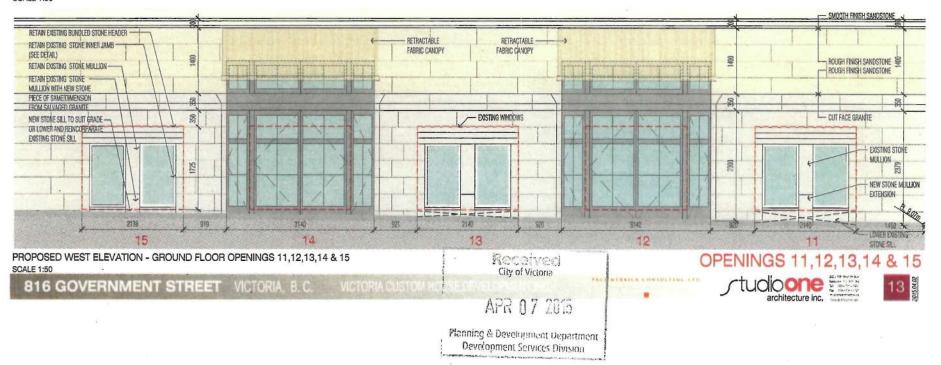




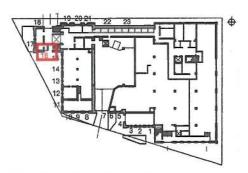
816 GOVERNMENT STREET VICTORIA, B. C.



EXISTING WEST ELEVATION - GROUND FLOOR OPENINGS 11,12,13,14 & 15 SCALE 1:50



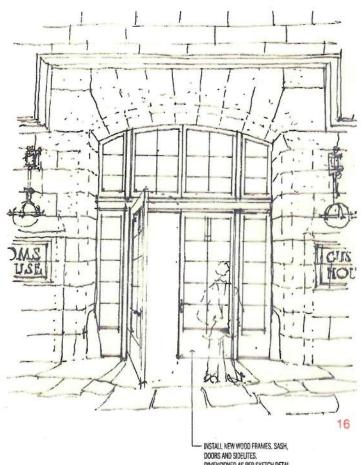
EXISTING OPENINGS NUMBER	16
LOCATION	SOUTH ELEVATION - (WHARF STREET)
EXISTING CONDITION OR FUNCTION	DOOR
PROPOSED ALTERATION	INSERT NEW WOOD SASH, TRANSOM LITES, NEW SIDELITES IN EXISTING STONE OPENING



EXISTING BASEMENT FLOOR PLAN



EXISTING SOUTH ELEVATION (WHARF STREET)





- INSTALL NEW WOOD FRAMES, SASH, DOORS AND SIDELITES. DIVENSIONED AS PER SKETCH DETAIL ON PAGE 23

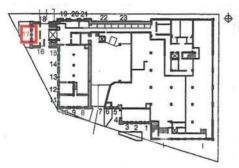
OPENING 16

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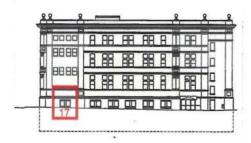


APR 07 205

EXISTING OPENING NUMBER	17
LOCATION	WEST ELEVATION - WHARF STREET
EXISTING CONDITION OR FUNCTION	WINDOW/ VENT
PROPOSED ALTERATION	RAISE HEAD AND / OR LOWER SILL OF EXISTING OPENING.
	INTRODUCE TRANSOM LITES. WIDTH CONSISTENT WITH EXISTING OPENING.
	NEW HARDWOOD SASH



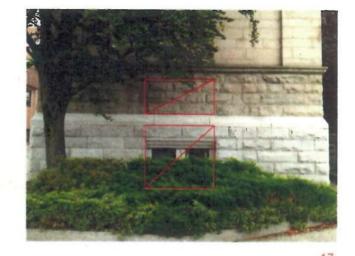
EXISTING BASEMENT FLOOR PLAN



EXISTING WEST ELEVATION (WHARF STREET)

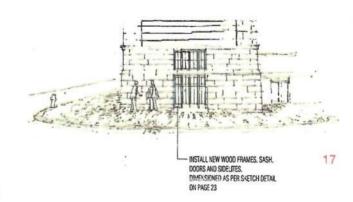






17





OPENING 17

816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA CUSTOM H RECEIVED

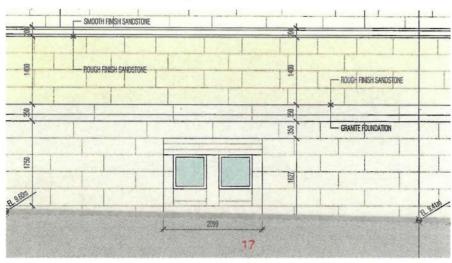
APR 07 2015

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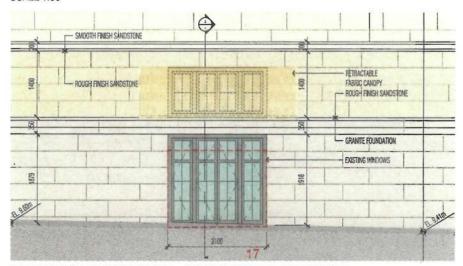








EXISTING WEST ELEVATION - GROUND FLOOR OPENING 17 SCALE 1:50

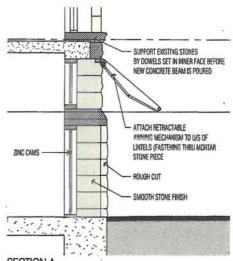


PROPOSED WEST ELEVATION - GROUND FLOOR OPENING 17 **SCALE 1:50**

816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA CLISTOM HO

IDENTIFICATION TABLE

EXISTING OPENING NUMBER	17



SECTION A THROUGH ENLARGED OPENING NO.17 SCALE 1:50

OPENING 17



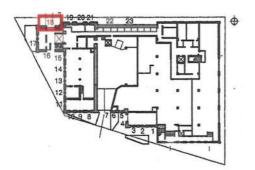




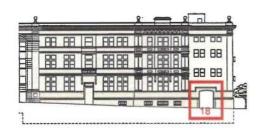


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EXISTING OPENINGS NUMBER	18
LOCATION	NORTH ELEVATION - COURTNEY STREET
EXISTING CONDITION OR FUNCTION	DOOR
PROPOSED ALTERATION	INSERT NEW WOOD SASH, TRANSOM LITES, NEW SIDELITES IN EXISTING STONE OPENING

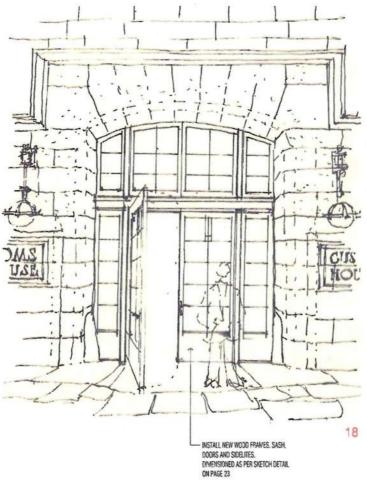


EXISTING BASEMENT FLOOR PLAN



EXISTING NORTH ELEVATION (COURTNEY STREET)

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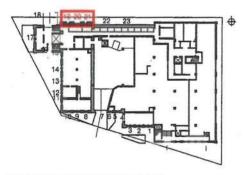




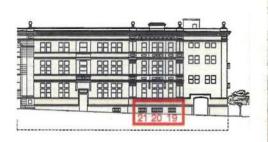




EXISTING OPENINGS NUMBER	19, 20 & 21
LOCATION	NORTH ELEVATION - COURTNEY STREET
EXISTING CONDITION/FUNCTION	VENT- WINDOW
PROPOSED ALTERATION	RAISE HEAD AND / OR LOWER SILL OF EXISTING OPENINGS TO PROVIDE FOR NEW ENTRANCE TO GROUND FLOOR AND NEW EXIT ROUTE NEW WOOD GLAZED DOORS AND TRANSOM LOOK AS INDICATED



EXISTING BASEMENT FLOOR PLAN

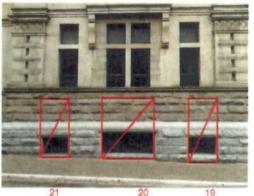


EXISTING NORTH ELEVATION (COURTNEY STREET)









OPENINGS 19 ,20 & 21

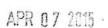
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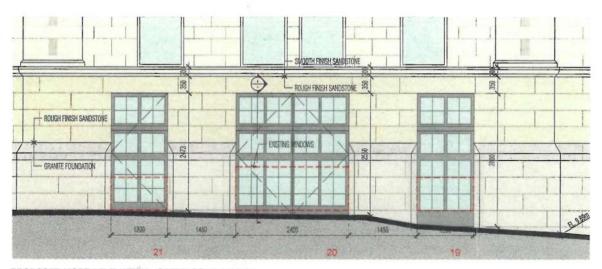
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EXISTING NORTH ELEVATION - OPENINGS 19, 20 & 21 SCALE 1:50

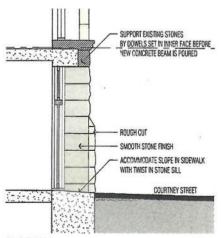


PROPOSED NORTH ELEVATION - OPENINGS 19, 20 & 21 SCALE 1:50



EXISTING OPENINGS NUMBER

19, 20 & 21



SECTION A THROUGH ENLARGED OPENING NO.20 SCALE 1:50

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OPENINGS 19,20 & 21



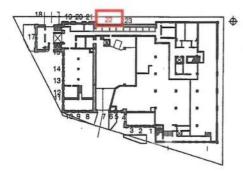


816 GOVERNMENT STREET VICTORIA, B. C. VICTORIA GUSTOM HO

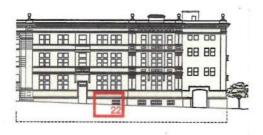
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EXISTING OPENING NUMBER	22
LOCATION	NORTH ELEVATION - COURTNEY STREET
EXISTING CONDITION/FUNCTION	VENT/SOLID STONE WALL
PROPOSED ALTERATION	INTRODUCE NEW OPENING FOR ENTRANCE TO PARKING, MIN. 6,5m WIDE NEW LINTEL AGILIA BEAM (SCC) RETAIN EXISTING SANDSTONE DRIF

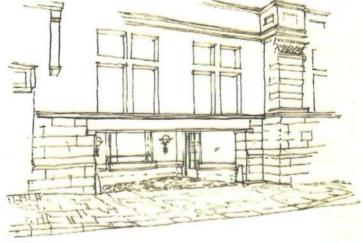


EXISTING BASEMENT FLOOR PLAN



EXISTING NORTH ELEVATION (COURTNEY STREET)

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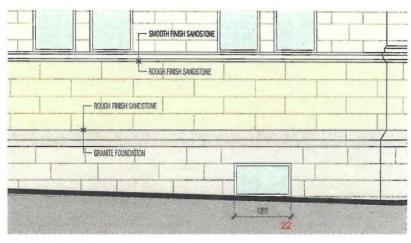




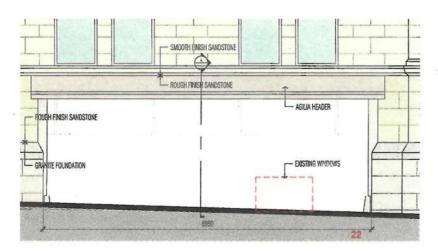


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EXISTING NORTH ELEVATION - OPENING 22 SCALE 1:50



PROPOSED NORTH ELEVATION - OPENING 22 SCALE 1:50

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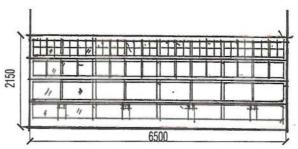


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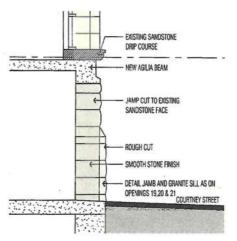
Planning & Development Department Development Services Onvision

IDENTIFICATION TABLE

EXISTING OPENING NUMBER 22



CONCEPT SKETCH OF GLAZING PATTERN FOR GARAGE DOOR



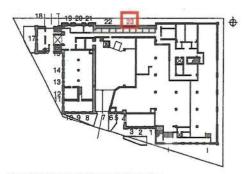
SECTION A THROUGH ENLARGED OPENING NO.22 SCALE 1:50



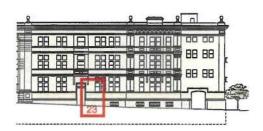




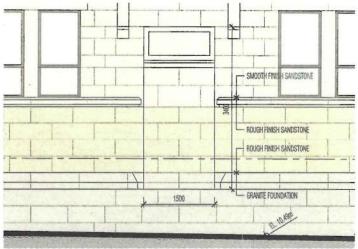
EXISTING OPENINGS NUMBER	23
LOCATION	NORTH ELEVATION - COURTNEY STREET
EXISTING CONDITION/FUNCTION	VENT (CLOSED IN)
PROPOSED ALTERATION	REMOVES THE STONE LOWER EXISTING SILL PIECE, AND INSERT NOW IRON FRAME, ART CLASS WINDOW AS SHOWN. TO REPLACE EXISTING STONE INFILL. RE-OPEN & GLAZE ORIGINAL OPENING AS INDICATED



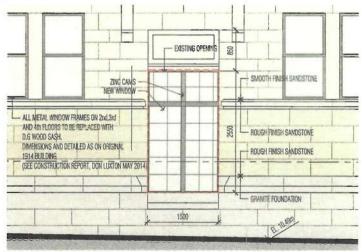
EXISTING BASEMENT FLOOR PLAN



EXISTING NORTH ELEVATION (COURTNEY STREET)



EXISTING NORTH ELEVATION - GROUND FLOOR OPENINGS 23 SCALE 1:50



PROPOSED NORTH ELEVATION - GROUND FLOOR OPENING 23 SCALE 1:50

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OPENING 23

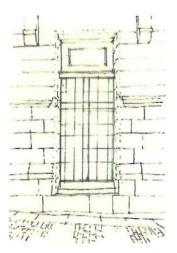
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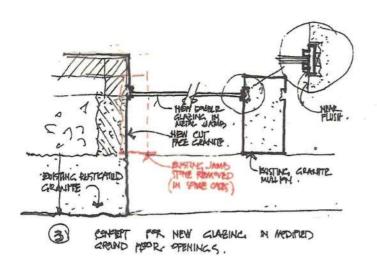
Planning & Development Department Development Services Division

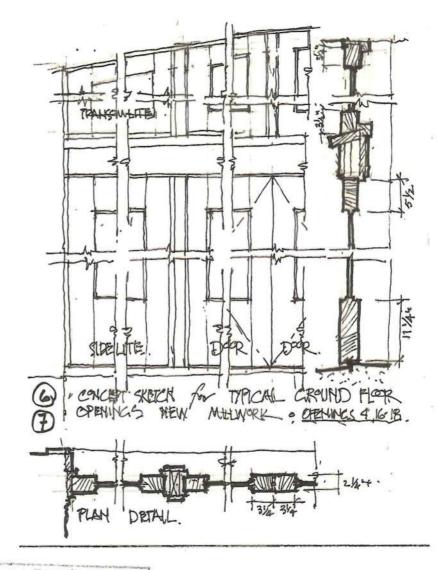


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