

**CITY OF VICTORIA  
HERITAGE ADVISORY PANEL  
MEETING MINUTES  
MARCH 12, 2019**

**Present:** Pamela Madoff, Chair  
Steve Barber  
Julie Br  h  ret  
Doug Campbell  
Hal Kalman  
Shari Khadem  
Lisa MacIntosh  
Connie Quaedvlieg  
Graham Walker

**Absent:** Katie Cummer

**Staff:** Merinda Conley, Senior Heritage Planner  
John O'Reilly, Heritage Planner  
Alison Meyer, Assistant Director, Development Services  
Lauren Martin, Heritage Secretary

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The Chair called the meeting to order at noon.

Merinda Conley welcomed new member, Julie Br  h  ret, and introductions were provided by each Panel and staff member.

**1. Adoption of the Minutes of the January 15, 2019 Meeting**

**Moved**

**Seconded**

**Carried**

**2. Business Arising from the Minutes**

Procedural Update (Pamela Madoff):

- The procedure regarding the review of applications by the Panel is as follows: the planner gives a presentation; the applicant gives their presentation; the Panel asks the applicant questions; the applicant leaves the table; the Panel discusses the application through the chair and does not direct questions to the applicant.
- A reminder that the acoustics of the room require that everyone speak loudly and clearly.

**3. Announcements**

- Merinda Conley: The City does not have a budget to suitably acknowledge Heritage Week. It is proposed that Council consider providing annual funding for events such as walking tours or presentations. The Panel is in favour of this. Pamela Madoff will communicate with the Panel's Council Liaison, Charlayne Thornton-Joe. A Council representative must take the request forward to Council as a motion.

- Merinda Conley: At the January 24<sup>th</sup> Council meeting, Steve Barber and Hal Kalman presented a letter to Mayor and Council regarding the impact of development on Old Town. Steve stated that it resulted in positive interest and media coverage. Merinda Conley is preparing a presentation for Council and will reiterate the importance of Old Town in the heritage program.
- John O'Reilly: The Old Town Design Guidelines were presented to the Committee of the Whole on February 7<sup>th</sup> by Robert Batallas, Senior Planner, and they were unanimously approved in principle with several positive comments on the quality, comprehensiveness and usability. The next step is 1<sup>st</sup> and 2<sup>nd</sup> readings of the OCP Amendment Bylaw at Council on March 14<sup>th</sup> followed by a Public Hearing on March 28<sup>th</sup>.
- John O'Reilly: Pamela Madoff and John attended Heritage BC's Roundtable Session at Craigdarroch Castle in early February. The session's focus was on broadening the definition of heritage; emphasizing intangible heritage and cultural practices; changes to the Local Government Act; and definitions of heritage that are comprehensible to the public. Built heritage was not a major theme of the day. John, along with others, will meet on April 2<sup>nd</sup> to collate the information.
- Merinda Conley: The Heritage BC Conference is May 9<sup>th</sup> to 11<sup>th</sup> in Nanaimo. The theme is "Interpreting Heritage: Identity, Culture, Environment." The conference will focus on the many themes, values and visions the organization heard during their roundtables throughout the province in 2018. It will also explore tangible and intangible heritage, from built environment to cultural landscapes, and an in-depth interpretation of heritage through identity, culture and environment. John O'Reilly and possibly Merinda will attend.
- Merinda Conley: The National Trust for Canada Conference is October 17<sup>th</sup> to 19<sup>th</sup> in Winnipeg. The theme is "Heritage Delivers: Impact, Authenticity, and Catalytic Change" and how historic places are essential to building vibrant and diverse communities and sustainable economies.
- The Hallmark Heritage Society's Preserve Newsletter (Winter 2018) was distributed.
- The consolidated Heritage Property Protection Bylaw was distributed.
- The contact list for the Panel was circulated to members for confirmation of their addresses for the delivery of agenda packages.
- Please respond to Lauren Martin's initial email requesting confirmation of attendance at each meeting. This will reduce the need for additional emails.
- Merinda Conley: No applications were delayed due to the cancellation of February's Panel meeting because of weather.
- Hal Kalman (on behalf of the Hallmark Heritage Society): Craigflower Schoolhouse is being used as a part-time daycare which is transitioning to full time. A fence is required which conforms to the school board and heritage standards. It has been approved by the Provincial Heritage Branch. Pamela Madoff: There is also an application to construct a building on the Craigflower farm property.
- Pamela Madoff: St. Peter and Paul Church in Esquimalt is proposing a rear addition on the heritage building that may impact a stained glass window.
- Lisa MacIntosh: The Vancouver Real Estate Board has been working on a course for about two years to educate realtors about residential heritage properties, the difference between designated and registered, proper rehabilitation of heritage properties, etc. Recently the course was presented for the first time, and it garnered a very positive response. The course is part of the professional development program for realtors. Pamela will touch base with Lisa as a similar course would be useful for realtors in Victoria.

4. **1402-1404 Douglas Street  
Heritage Alteration Permit Application No. 00231**

Attendees: Deane Strongitharm, architect; Allen Spillette and Michael Supowitz, business owners

Merinda Conley provided a brief introduction. Deane Strongitharm presented.

Panel Questions and Comments

- Is the City actively pursuing changes to the regulations? Merinda Conley: The City Solicitor has communicated with the BC Liquor and Cannabis Regulation Branch. There is no amendment regarding window coverage forthcoming, but the discussion will continue. The regulation does not prescribe opaque windows, rather it prohibits transparent windows. In the past, an amendment to the Tobacco Control Regulation was made to allow the retention of the windows of Morris Tobacconist.
- Was the rezoning contingent on the heritage designation of the building? Deane Strongitharm: The building owner wanted to designate the property. Council cannot require that a property be designated in order to be rezoned.
- Can a screen be placed back from the window? Deane Strongitharm and Allen Spillette: This has been explored; however, it would impact the amount of natural light and the shopping experience.
- Is there a film on the windows already? Allen Spillette: There is a bit of tint on the windows.
- Have blinds been considered? Allen Spillette: This would make the store very dark.
- Will the film be on the interior or exterior of the glass? Allen Spillette: It will be on the exterior.
- Is it possible to make the requirement for window coverage temporary with a review by the City in a year or two? Merinda Conley: The Panel does not have the authority to make this condition; however, it could include an exemption of the requirement as a recommendation to Council.
- The window coverage should encourage vitality and interaction with the streetscape. Allen Spillette: Heritage images have been considered; he is open to suggestions.
- The member is sympathetic to the applicant's dilemma; however, all of the options have not been fully explored. The application should be declined due to the impact on the existing glazing. A translucent screen is proposed that allows light, but not a view. There are other design mechanisms that could be used, for example, stained glass or a screen placed behind the window.
- An opaque window covering on a storefront in a commercial district goes against general planning principles. Openness and transparency is paramount, particularly for heritage buildings.

**Moved**

**Seconded**

That the Heritage Advisory Panel recommend to Council that Heritage Alteration Permit Application No. 00231 for 1402-1404 Douglas Street does not sufficiently meet the applicable design guidelines and policies and should be declined and that the applicant be encouraged to explore alternatives that allow light transmission, but do not allow the cannabis products to be visible from outside the building and to consider the impact on:

- the exterior appearance of the heritage-designated building
- active land uses
- the pedestrian environment

- the vitality of the street
- the natural surveillance of the exterior and interior environment
- alternative screening options that could minimize visual impact on the heritage character of the building and the pedestrian environment.

In view of the conflict with heritage objectives and current cannabis regulations, Council and City staff are encouraged to pursue an exemption regarding the current regulation for windows of cannabis retailers.

**Carried** (7 in favour, 2 opposed)

## 5. **1058 Pandora Avenue (Wellburn's Market)**

Attendees: Marie-Claire Bligh and Jordan Van Dijk of MGA/Michael Green Architecture; Chelsea Dunk of Donald Luxton & Associates; Brandon Crema, Michael Nygren, Jessica Gibson and Michael Fujii of District Group

Merinda Conley provided a brief introduction. Marie-Claire Bligh and Chelsea Dunk presented.

### Panel Questions and Comments

- The proposal shows potential for garden terraces on the existing roof. Will these be part of the strata common area or individual? Marie-Claire Bligh: There is residential access on level 3; upper levels could potentially have access.
- Only the façade of the existing building is being retained? Marie-Claire Bligh: Yes. The façade will be heritage designated. The brick will be repaired/repointed.
- How will the resident-only mews be secured? Marie-Claire Bligh: The entrance will be gated at night.
- The north wall of the existing building is red brick. Why are you replacing the red brick with a white finish? Marie-Claire Bligh: We wanted to maintain continuity with the new building.
- Does the addition follow the same plane as the existing building? Marie-Claire Bligh: Yes.
- The principle of “distinguishability” does not mean “contrasting”. The proposed new construction is too different from the old construction. It should respect and fit with the existing heritage building.
- The proposal does not comply with the Standards and Guidelines. Throughout the Official Community Plan, Downtown Core Area Plan, Old Town Design Guidelines and heritage policies, the City goes to great effort to discourage façadism. The building is an iconic landmark and should be conserved in its entirety. The massing and design of the proposed addition overwhelms the character and scale of the two-storey heritage building. It would be preferable to construct a separate 12 storey building and retain the existing building in its entirety.
- The proposal is a subpar approach to understanding and respecting the heritage and residential nature of the neighbourhood. The building is the gateway to Fernwood.
- In the Heritage Conservation Plan of 1975, this building was considered important.
- Harmony is lacking between the old and new construction in terms of composition.
- The setbacks are too close to the street; for example, the entrance to the garage.

- It is preferable to preserve historic buildings; however, the proposal meets current regulations. It is appreciated that the new building is not as high as it could be. The setback of 13.5m from Cook Street is good; however, a setback of more than 1.8m on Pandora Avenue would be better. The continuation of details from the old to new is good. The modern building is in the background because of its uniformity.
- What is the zoning entitlement? Merinda Conley: The existing parking lot is zoned R2 which allows a multi-unit dwelling, commercial and mixed use from 3 to 20 storeys. The Downtown Core Area Plan supports a maximum of 8 to 10 storeys.
- There is a distinction between the zoning entitlement and what the heritage conservation policy and other policies envision.
- There is what you can do and what you should do. Policies should be considered in tandem, not in isolation. Can the proposed development be seen as an architectural composition? No. Does the proposal enhance the heritage asset? No. Does it impact the heritage building? Yes, it completely overwhelms it and only retains the façades.

## 6. Parade of Ships

Attendees: Denton Pendergast, Executive Director, Victoria Harbour History Society (in collaboration with the Thermopylae Club)

John O'Reilly provided a brief introduction. Denton Pendergast presented.

### Panel Questions and Comments

- Is the granite wall heritage designated? John O'Reilly: The property is heritage designated and the wall on which the plaques will be attached is a character-defining element. The initiative will require a heritage alteration permit.
- Alternative technology is available that requires zero intervention on the historic property.
- It is a fantastic initiative, but explore current technology to minimize the impact on the wall rather than adding 60 to 70 small plaques.
- Instead of having a QR code on each plaque, have one at either end of each section. The QR code would link to the website where the user could select the plaques that interest them. This eliminates the need for the user to scan each QR code and therefore the need for so many small plaques.
- The interpretation and telling of the stories is great and Victoria needs more of this.
- Coordination with the Maritime Museum of BC is an important aspect of the project. Denton Pendergast: The museum would be the ultimate curator of the display.
- It is important to provide the information in many languages.

## 7. Robert Street Heritage Conservation Area (HCA)

John O'Reilly provided an update regarding the proposed Robert Street HCA.

### Panel Questions and Comments

- How much support is required for the designation? John O'Reilly: The policy does not specify; however, 75% of the owners who responded to the survey support the designation of the street. Unfortunately, some owners did not respond.

*Shari Khadem left the meeting at 3:18 pm.*

**Moved**

**Seconded**

That the Heritage Advisory Panel recommend to Council that staff be authorized to study Robert Street as a potential Heritage Conservation Area.

**Carried** (unanimous)

*The Secretary left the meeting at 3:30 pm as the last agenda item did not require minutes.*