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Roundhouse at Bayview Rezoning

File No: REZ00729

Final Submission

September 12, 2023

Appendix A: Conservation Strategy

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Front cover photograph:
Roundhouse site plan. CP Rail

A.1 Introduction

ERA Architects Inc. ('ERA') has been retained by Focus Equities (the "Owner") as the heritage consultant for the proposed redevelopment of the property known as the Esquimalt and Nanaimo Railway Roundhouse National Historic Site (the "Site"), along Esquimalt Road in Victoria West. This report presents a Conservation Strategy in the form of a set of guidelines that will shape the response to the on-site historic resources. This report is to be read as part of the Master Plan and Rezoning Application.

The development of a Master Plan for the Site has been, and will continue to be, an iterative process that is shaped by feedback received from the City of Victoria and the community. The current application updates the Master Plan that was approved by the City of Victoria in 2008 (revised in 2015). This report builds on and updates the established conservation approaches put forth in previous studies, and is developed using a framework that includes the Site's municipal Statement of Significance, and the Standards and Guidelines for the Conservation of Historic Places in Canada. The guidelines will have application at the Development Permit stage and have been developed in consultation with the City of Victoria.

The contents of this document are not exclusive nor exhaustive. Additional provisions are intended to help guide the design proposals to ensure compatibility with the existing historic resources, while allowing for creativity and flexibility in the design process.



Roundhouse, Back Shop, and Turntable at Bayview Place Site, 2020 (Focus Equities)

A.2 Site Description and Context

The Site is a approximately 10 acre property, located between Esquimalt Road (north), Sitkum Road (east), Kimta Road (south), and Catherine Street (west). It is situated in the Victoria West neighbourhood of Victoria, BC.

The Site is comprised of three properties:

- 251-259 Esquimalt Rd / 45 Sitkum Rd;
- 210 Kimta Rd; and
- 355 Catherine St.

The Site is currently occupied by a defunct railyard, which is comprised of seven buildings, a turntable, and the remnant Esquimalt & Nanaimo rail line.

The Site's context is characterized by:

- The Victoria West skatepark and lawn bowling club, bordered by low-scale residential development to the north;
- A higher-density contemporary tower neighbourhood to the east;
- Two midrise towers and Lime Bay / Victoria Harbour to the south; and
- House-form buildings and low-scale commercial buildings to the west.

The Site is located less than 1 kilometre from downtown Victoria, to the east across the Johnson Street Bridge.



The Site Today

Photo: Google, annotated by ERA (2021)



Roundhouse, view from east, with Backshop and Boiler House
Photo: City of Victoria (2003)

Building Context

The Site is currently occupied by seven structures, all brick-masonry buildings located on the property at 251-259 Esquimalt Rd unless otherwise noted. The numbered buildings and structures are protected by municipal heritage designation:

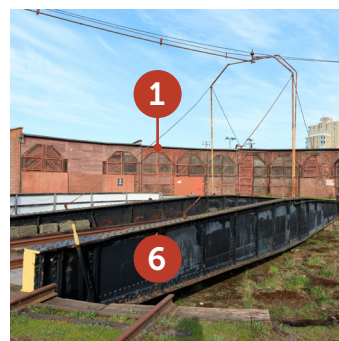
- 1 The Roundhouse;
- 2 3 The Back Shop and Boiler House, attached to the Roundhouse (the Back Shop is identified in some documents as the Machine Shop);
- 4 The Car Shop;
- 5 The Stores Building;
- 6 The Roundhouse Turntable, a steel industrial artefact embedded in the ground just west of the Roundhouse.
 - A long, metal-frame warehouse building at 355 Catherine St (not identified as having heritage value);
 - A metal-frame warehouse building at 210 Kimta Rd (not identified as having heritage value).



Car shop, view from west
(Focus Equities)



Stores building, view from east
(Focus Equities)



Turntable, looking north,
Roundhouse at rear
(Focus Equities)

Heritage Status

The Site was formally recognized as a National Historic Site in 1992, and designated as a heritage resource by the City of Victoria in 2004.

The City of Victoria's Statement of Significance establishes the Site's heritage value and character-defining elements as it is expected to be conserved according to the City of Victoria's heritage designation. It is included in Section 6 (and Appendix 1) of this report.

The National Historic Site Statement of Significance is included in Appendix 2, provided for information purposes only, as the National Historic Site recognition conveys no legal protection.

The Site was subject to a Heritage Revitalization Agreement ("HRA") with the City of Victoria in 2015, pursuant to Section 966 of the Local Government Act. The HRA obligated the owners to conserve the heritage structures and undertake work in accordance with the Heritage Conservation Plan prepared by Jonathan Yardley (2012-2015), with reference to Commonwealth's Heritage Conservation Report (2007). The stabilization works were completed and the 2015 HRA has since lapsed.

Despite the lapse of the agreement, there is an ongoing commitment by the owner to ensure the stabilization of the buildings.

A.3 Project Background

The proposal for this Site comprises the evolution of a development concept and conservation strategy in progress since the late 2000s.

This report builds on a series of earlier heritage reports commissioned by Focus Equities and its predecessor company, Roundhouse Properties Limited Partnership. These include:

- Focus Equities, Roundhouse at Bayview Place: Vision 2020, October 2019; includes Appendix A: Heritage Strategy by Harold Kalman;
- Jonathan Yardley Architect, "E&N National Historic Site, Victoria, BC: Heritage Conservation Plan", April 2012, revised January 2015;
- DIALOG, PFS Studio, Landeca Planning, "Roundhouse Design Guidelines", July 2008, revised 2015;
- AldrichPears Associates, numerous studies identifying opportunities for interpretation, 2008-2018;
- Commonwealth Historic Resource Management Limited, "E&N Roundhouse Site, Victoria: Heritage Conservation Report", 2 vols., February 2007;
- Planning / feasibility studies by TownSquare Planning, ZGF Architects, Coriolis Consulting Corp, and Economic Planning Group; and
- "Roundhouse Celebrating Our Heritage", 2008.

This document updates and replaces ERA's Conservation Strategy documents issued in May 2021, June 2022, and September 2022.



Previous Reports and Submissions

Current submission builds upon the existing studies and guidelines



Aerial Photo of Roundhouse at Bayview Place Site

A.4 Site History

This site history was prepared from a non-Indigenous perspective, based on written and archaeological records. It does not reflect or represent the full rich history of Indigenous peoples in this region.

The site is located within the traditional territory of the Lekwungen People, ancestors of the people who became known as the Songhees and Esquimalt First Nations. The Lekwungen People hunted and gathered here for thousands of years before European exploration, carefully managing the land through controlled burning and food cultivation.

The Site is located in the vicinity of an historic Songhees village, established when the community was encouraged by the Hudson's Bay Company to relocate from the HBC Fort Victoria area circa 1844. The Site and area were established as reserve lands in the 1850s.

The Songhees village was located immediately east of the Site. Archaeological investigations of this area have yielded some 6,000 artefacts associated with both the Songhees community and Haida and Tsimshian traders from the north. The Songhees village did not extend to the Site itself, and no pre-1846 artefacts have been documented west of Sitkum Road, other than from one collection site southwest of the Site in Lime Bay Park.

The Songhees community remained just east of the Site until 1911, when community members were relocated by the Canadian government to the present New Songhees Reserve. The Crown then sold the former reserve lands to the Canadian Pacific Railway ("CPR").

By 1911, the CPR had taken ownership of a rail corridor passing through the Site. It had been established as the Esquimalt & Nanaimo Rail ("E & N") corridor in 1884-86, following the incorporation of the E & N Railway in 1883.

The E & N Railway was established to support burgeoning coal and lumber industries, and the Royal Navy Base at Esquimalt Harbour. Upon completion, the rail line extended 115 kilometres from Esquimalt to Nanaimo. The line was extended in 1888 through the Songhees Reserve to Victoria, crossing the harbour at today's Johnson Street Bridge.



1903 Fire Insurance Plan showing Songhees "Indian Reserve", with the railway running through its south end, and the approximate future location of the railyard Site indicated in blue. (University of Victoria, annotated by ERA)

The rail station in Esquimalt was located on Esquimalt Road between Catherine and Mary Streets, immediately west of the Site. In 1905, the E & N Railway was sold to the CPR, and became a CPR subsidiary. The relocation of the Songhees Reserve and subsequent sale of the Site allowed the CPR to establish a railyard adjacent to the rail corridor.

The roundhouse complex (including the Roundhouse, Back Shop and Boiler House, Turntable, Car Shop and Stores Building) was designed in 1912 by engineer R. A. Bainbridge, and completed in 1913 by builders E. R. Doe & Brothers. The Site historically featured a 50,000 gallon oil tank and sand pit, both since removed.

The railyard and roundhouse complex served as the primary terminal and servicing facility for the steam locomotives and rolling stock for the E & N Railway:

- The Roundhouse was designed with 10 stalls, with drop pits under each to remove wheels and other fittings from locomotives undergoing repair;
- The Back Shop was equipped with heavy machinery for all necessary repair work to the locomotives and rolling stock;
- The Car Shop was used to house and repair the rolling stock;
- The Stores Building was used for storage of materials essential for railway repair work;
- The Turntable was used to distribute locomotives and rolling stock into the Roundhouse stalls and other buildings on Site.

The facility serviced steam locomotives until 1949, followed by diesel trains. In 1979, VIA Rail began to operate passenger service on Vancouver Island, using the CPR-owned rail corridor and roundhouse complex. The facility serviced VIA Rail stock until the discontinuation of service in 2011 (E&N Division CRHA).



Top: 1928 Aerial photo of the Roundhouse and surrounding area (City of Victoria)

Bottom: 1925 north-facing photo of the Roundhouse, Turntable and Car Shop at left (BC Archives).

Roundhouse Conservation Precedents

Trends in Adaptive Reuse

Roundhouses have been adapted for a number of uses that range from cultural and community centres, to museums, offices, retailers, restaurants, and event venues. Many roundhouses have been decommissioned as contemporary railway technology advances.

Trends in the adaptive reuse of roundhouses typically offer some form of public use and community value. Whether this is through education, by providing opportunities to engage with the history of the site, or by remaining open for public programming and events, these sites often end up operating as multi-use spaces.

Office & Community

London Roundhouse, London, ON

Listed, City of London Register of Cultural Heritage Resources



Source: Nicholson Sheffield Architects Inc.

Park, Restaurants & Museum

John Street Roundhouse (Canadian Pacific), Toronto, ON

National Historic Site of Canada



Source: Architectural Conservancy Ontario

Museum

Georgia State Railroad Museum, Central of Georgia Railroad Shops and Terminal, Savannah, GA

National Historic Landmark, USA



Source: Library of Congress, 2017

Cultural Arts & Community

Canadian Pacific Railway Roundhouse, Vancouver, BC

Listed, The Canadian Register of Historic Places



Source: Canada's Historic Places

Restaurant & Events

Aurora Roundhouse, Two Brothers Brewing, Aurora, IL

Listed, National Register of Historic Places, USA



Source: Google Maps, 2021

A.5 Proposed Master Plan

Description of the Proposed Master Plan

The proposed Master Plan, detailed in the Rezoning Resubmission Summary, contemplates the adaptation of the underutilized railyard site as a new, mixed-use neighbourhood.

The proposal involves the construction of 10 new buildings, ranging in height up to 29 storeys. The buildings are proposed to integrate a mix of retail and residential uses, including rental and affordable housing. They are proposed to be connected with publicly-accessible open space, and amenities.

The historic railyard, as a legible collection of built features, is proposed to be conserved at the heart of the Site, and adapted with contemporary, compatible uses to meet new community needs.

The Master Plan segments the development with the following Character Districts:

- **E&N Railway District:** the neighbourhood's centerpiece, designed to embrace the site's history of rail while creating a cultural asset within Victoria West;
- **Roundhouse Green District:** Green spaces, retail, and cultural uses, with a signature building that welcomes visitors and anchors the corner of the overall site;
- **Rail Parkway District:** a district for new mixed-use development and new public spaces at the site's west and south end;
- **Lime Bay District:** a district for cultural and artistic activities and connection to Lime Bay Park; and
- **Roundhouse Mews:** a link between the existing Bayview Phase 1 and Songhees Hillside Park to Turntable Plaza.

To actualize the site animation goals, the existing E&N line is proposed to be moved south of its current location, running between the Rail Parkway and Lime Bay District. It is a key element of the Site's rehabilitation strategy that involves an interpreted historic rail corridor through the Site as a linear park, or rail trail, that accommodates pedestrian and bike paths, and a potential rail-based transit route.

Two other pedestrian corridors are introduced in the proposal: Lime Bay Mews, which connects the Site with the waterfront at Lime Bay, and Roundhouse Mews, which follows the original diversion off the rail corridor into the historic railyard.

The Master Plan is accompanied by an updated set of Roundhouse Design Guidelines, which are complemented and supported by the heritage-specific Conservation Design Guidelines included in Section A.7 of this report.

2023 Master Plan Update

The Master Plan presented in this document was originally prepared and submitted as part of a May 2021 rezoning submission. The Plan was revised and resubmitted in September 2022 in response to comments from the community, the City of Victoria, and the Heritage Advisory Panel. Revisions included removal of additions to the Car Shop, removing elevation of the Back Shop, reducing building heights across the Site, and improving sight lines to the Roundhouse from Esquimalt Road by shifting a revised Building DA-9 to the east. The 2023 Master Plan update presented in this document further refines the proposal, notably by reducing the height of building DA-9 from 23 floors to 10 floors, reducing density across the Site, and increasing the yield of affordable and rental housing.



Proposed Master Plan for the Site (Stantec)

A.6 Conservation Strategy

Conservation Approach

This proposal contemplates the adaptive reuse of a significant historic resource, the collection of built and landscape features that comprises the Esquimalt & Nanaimo Railyard.

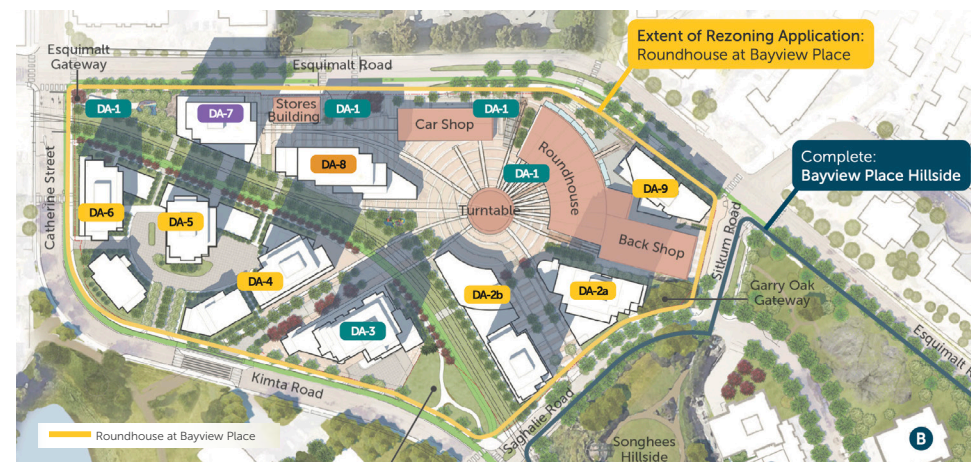
The proposal includes a substantial amount of density that is intended to activate the historic site as a new urban place, and finance the restoration and rehabilitation of the Site's historic buildings. The density is proposed to be strategically located to the east and west edges of the Site, allowing the historic collection of buildings to sit prominently at the Site's heart.

The primary conservation treatment for the proposed master plan is Rehabilitation: in this case, the action or process of making possible a compatible contemporary use of an historic place, while protecting its heritage value.

The 2023 conservation strategy builds on, and updates, the established conservation approaches put forth in previous studies, including the 2008 Roundhouse Design Guidelines, revised 2015 (DIALOG, PFS Studio, Landeca Planning), the 2012 Heritage Conservation Plan, revised 2015 (Jonathan Yardley Architect), and the 2020 Heritage Strategy (Harold Kalman).

Central to the update are a set of Conservation Design Guidelines which are meant to complement the updated Roundhouse Design Guidelines that accompanies this rezoning application. The updated set of Conservation Design Guidelines conceptualizes the Site as a set of areas, each with distinct and specific conservation and urban-design objectives; these are explored in Section A.7 of this report.

This approach is based in a conservation framework that includes the City of Victoria's 2004 Statement of Significance for the Site, and the Standards and Guidelines for the Conservation of Historic Places in Canada. These framework elements are explored in the following pages.



Roundhouse at Bayview Place Master Plan (Stantec)

Conceptual Sketch of the proposed integration of the historic elements and new development

The rehabilitated historic rail yard is positioned as the heart of the site, adapted to contemporary and compatible uses (image: ZGF).



Conservation Framework

The following guiding documents informed the development of the 2021 Conservation Design Guidelines in Section A.7.

Statement of Significance, 2004 (City of Victoria)

The Statement of Significance describes the heritage site, provides a statement of Heritage Value, and identifies a set of Character-Defining Elements that are expected to be conserved.

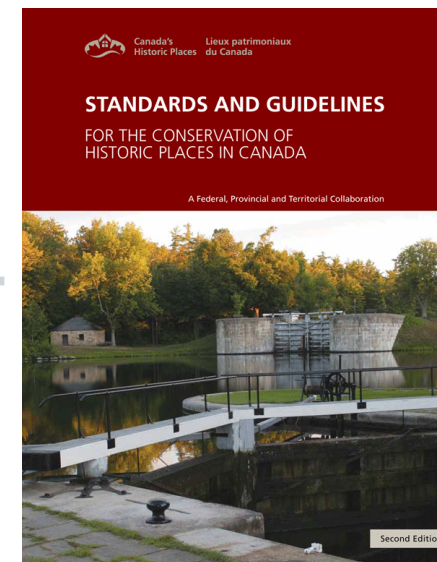
Standards and Guidelines for the Conservation of Historic Places in Canada, 2010 (Parks Canada)

The *Standards and Guidelines for the Conservation of Historic Places in Canada* ("Standards and Guidelines") is Canada's benchmark document on heritage conservation practice. It offers guidance for best-practice decision making when planning for, intervening on, and using historic places.

The *Standards and Guidelines* works in conjunction with the City of Victoria's Statement of Significance: the Statement of Significance establishes what is of value, and the *Standards and Guidelines* describes how to treat elements of value.



Statement of Significance



Standards and Guidelines
for the Conservation of Historic Places in Canada

Statement of Significance, 2004 (City of Victoria)

Description of Historic Place

The Esquimalt and Nanaimo Roundhouse is comprised of a collection of brick and wood industrial buildings, and a locomotive turntable, on Esquimalt Road in Victoria West.

Heritage Value

The Esquimalt and Nanaimo (E&N) railway Roundhouse is valued as one of the finest, and most intact examples of industrial heritage railway architecture in British Columbia. Constructed in 1912, this rare integrated assemblage of buildings and functional features provide valuable insight into the primary roles of industry and the railway in the burgeoning period of economic prosperity before the First World War. The E&N – originally built and operated by the wealthy Dunsmuir family – was a local extension of the transcontinental railway, which had unified Canada's western provinces and promoted confederation of the country. As the maintenance centre for the E&N Railway line – which significantly influenced local industrial and commercial growth – this Roundhouse site played an integral role in the facilitation of twentieth century development and economic prosperity on Vancouver Island.

The physical value of this place resides in the understated detailing and the utilitarian forms of the brick and wood purpose-built architecture, and the relationship between the buildings and mechanical facilities such as the locomotive turntable, and nearby rail lines.

Character-Defining Elements

The character-defining elements of the E&N Roundhouse include:

- The situation of the buildings on the site, and the relationship of buildings such as the roundhouse, the machine shop, the car shops, and the stores building, with the locomotive turntable, and the nearby railway lines;
- The utilitarian industrial, purpose-built forms of the buildings, such as the semi-circular shape of the roundhouse, and the gable roofed shape of the stores building;
- The brick and wood elements of the buildings, such as masonry walls, timber framing, and wooden doors, and the patina of industrial use evident on these elements;
- The simple Romanesque architectural detailing such as rounded windows and doors, exterior pilasters, and understated cornices;
- The fenestration detailing, such as treble-sash twelve-over-twelve windows, arranged in ranks to allow maximum amounts of natural light to permeate internal spaces.

Standards and Guidelines for the Conservation of Historic Places in Canada, 2010 (Parks Canada)

The Standards and Guidelines is intended to provide guidance to those working with historic places in Canada. It outlines a conservation decision-making process, which moves from understanding the historic place, to planning for the historic place, to intervening in the historic place.

The current project sits within the planning phase of the process: the site has already been understood and documented through municipal and federal Statements of Significance, and the project will move into the intervening stage when construction begins.

The Standards and Guidelines notes that the planning stage is the time to:

- Determine the Primary Conservation Treatment;
- Review the Standards; and
- Follow the Guidelines.

The Primary Conservation Treatment is selected from three options:

- **Preservation:** the action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of an historic place, or of an individual component, while protecting its heritage value;
- **Restoration:** the action or process of accurately revealing, recovering or representing the state of an historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value;
- **Rehabilitation:** the action or process of making possible a continuing or compatible contemporary use of an historic place, or an individual component, while protecting its heritage value.

Most projects involve aspects of more than one conservation treatment, but a project will generally fall under one primary treatment. In cases where historic resources are being adapted for reuse within a contemporary development, rehabilitation is generally considered to be the primary conservation treatment.

There are nine Standards provided for general conservation projects, with three additional standards that are specific to rehabilitation projects:

1. *Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character-defining elements. Do not move a part of an historic place if its current location is a character-defining element.*
2. *Conserve changes to an historic place that, over time, have become character-defining elements in their own right.*
3. *Conserve heritage value by adopting an approach calling for minimal intervention.*
4. *Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted.*
5. *Find a use for an historic place that requires minimal or no change to its character-defining elements.*
6. *Protect and, if necessary, stabilize an historic place until any subsequent intervention is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbing archaeological resources, take mitigation measures to limit damage and loss of information.*
7. *Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.*
8. *Maintain character-defining elements on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.*
9. *Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable on close inspection. Document any intervention for future reference.*
10. *Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.*
11. *Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to, and distinguishable from the historic place.*
12. *Create any new additions or related new construction so that the essential form and integrity of the historic place will not be impaired if the new work is removed in the future.*

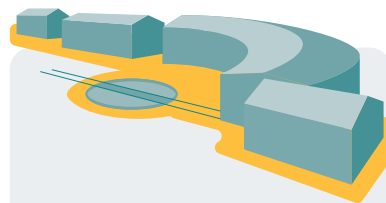
Conservation: All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve “Preservation”, “Rehabilitation”, “Restoration”, or a combination of these actions or processes. (Standards and Guidelines for the Conservation of Historic Places in Canada)

While the Standards provide the broader philosophical basis for conservation, the Guidelines provide more specific guidance for the conservation of different types of features that may be identified as character-defining elements.

The Conservation Design Guidelines in Section A.7 of this report were developed with particular attention to the *Standards and Guidelines* sections on Spatial Organization of Cultural Heritage Landscapes (4.1.4), Circulation on Cultural Heritage Landscapes (4.1.6), Built Features of Cultural Heritage Landscapes (4.1.11), and the Functional Arrangement of Engineering Works (4.4.2).

Site Conservation Goal

Four key site-wide goals have been identified as the baseline of the conservation strategy.



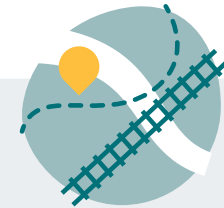
Conserve the historic railyard site as a legible collection of built features.



Create a vibrant urban community by rehabilitating the underutilized site and its buildings.



Respond thoughtfully and sensitively to the historic resources in the design and location of new construction.



Interpret the historic rail network throughout the corridors and public spaces on site.

These goals acknowledge that historic resource conservation is achieved through not only building preservation and restoration, but also through:

Activation, so that they continue to be relevant in today's urban places, and there is reason for the public to engage with them;

Compatible and sensitive new construction that allows the resources to remain prominent; and

Interpretation of lost resources and/or intangible values, so that the updated site can be read and understood as part of a greater story.

The principles are reflected, to varying degrees, in the proposed guidelines for each of the four distinct Areas in the following pages.

Conservation Intent By Area

A

Area A: Turntable Plaza

To leverage the Roundhouse Turntable, an intact industrial artefact, as the character-defining centerpiece for a key public space.

B

Area B: E&N Roundhouse

To conserve the site's built heritage character, rehabilitating and activating the heritage resources, and using new construction primarily to highlight and support the heritage resources.

C

Area C: Back Shop


To support the E&N Roundhouse Area with an appropriate visual backdrop and an urban street edge that showcases the historic fabric to passersby, and welcomes them in.

D

Area D: Rail Parkway & Roundhouse Mews

To activate the site with urban development, while responding to the organizing principle of the rail network and transitioning compatibly toward the E&N Roundhouse Area

Legend

 Roundhouse at Bayview Place Site

Esquimalt Gateway

Esquimalt Road

Victoria West Park

Stores Building

Car Shop

Roundhouse

Boiler House

Back Shop

Turntable

Sitkum Road

Garry Oak Gateway

Kimta Road

Sitkum Park

Sachalie Road

Songhees Hilltop Dog Park

Lime Bay

Lime Bay Park

Copperage Place

Kimta Road

A.7 Conservation Design Guidelines

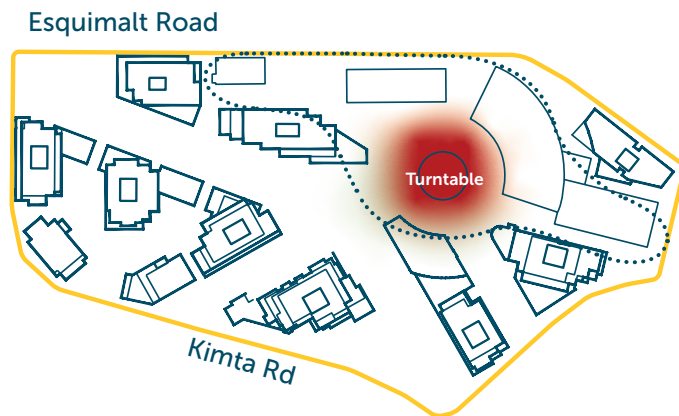
Area A: Turntable Plaza

Intent:

To leverage the Roundhouse Turntable, an intact industrial artefact, as the character-defining centrepiece for a key public space.

Guidelines

- A1 Conserve the Turntable as a functional artefact.
- A2 Adapt the precinct around the Turntable as an open public space to conserve the legibility of its relationship to the surrounding historic buildings.
- A3 Design and select materials for public amenities (e.g. site elements) to complement or reference the historic industrial features of the railyard.
- A4 Consider opportunities to locate new infrastructure or servicing below grade to conserve the views and open spaces within Turntable Plaza.
- A5 Reinstall or interpret tracks leading out from the Turntable to conserve the Turntable's relationship to the historic collection of buildings; distinguish creatively between tracks that have been reinstated vs. interpreted to avoid a false sense of historical development.
- A6 Reinstated or interpreted tracks leading out from the Plaza should evoke the historic spatial flow of the railyard.
- A7 Use new buildings to complete the framing of Turntable Plaza as a central public space.



 E&N Railway District Master Plan Character Area

Area B: E&N Roundhouse

Intent:

To conserve the site's built heritage character, rehabilitating and activating the heritage resources, and using new construction primarily to highlight and support the heritage resources.

Guidelines

- B1 Rehabilitate and adapt the Roundhouse, Car Shop and Stores Building for compatible new uses, restoring their character-defining elements and activating them with contemporary programs.
- B2 Program new buildings with active Plaza-fronting uses at grade.
- B3 Maintain spaces between the historic buildings to ensure that they are visible together and legible as component parts of an historic collection.
- B4 Any additions to historic buildings, including new openings, should be designed to be subordinate and legible as interventions, minimal and reversible where possible, conserving the essential form and integrity of the original building.
- B5 Reinstall or interpret the rail tracks at their interface with the historic buildings to conserve the relationship between the tracks and buildings; distinguish creatively between tracks that have been reinstated vs. interpreted to avoid a false sense of historical development.

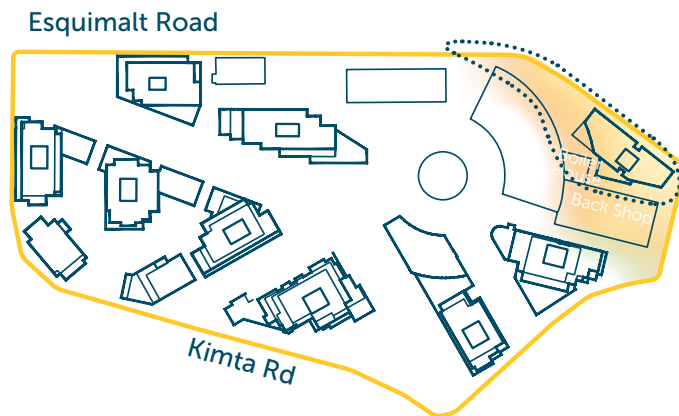



 E&N Railway District Master Plan Character Area

Area C: Back Shop

Intent:

To support the Heritage Roundhouse Complex with an appropriate visual backdrop and an urban street edge that showcases the historic fabric to passersby, and welcomes them in.



 E&N Railway District and Roundhouse Green District
Master Plan Character Area

Guidelines

- C1 Rehabilitate and adapt the Backshop for compatible new uses, restoring its character-defining elements and activating it with contemporary programs.
- C2 Treat the Backshop as a component part of the Heritage Roundhouse Complex; conserve its relationship to the Roundhouse and Turntable, so that visitors can understand its historic function in relation to the complex.
- C3 Ensure that the site's heritage fabric is as visible as possible along Esquimalt.
- C4 Leverage the space outside the heart of the Heritage Roundhouse Complex for higher-density new construction to support the site's conservation.
- C5 Activate the street frontages along Esquimalt and Sitkum with building and site entrances, and active programming at grade.
- C6 Establish pedestrian public access points off Esquimalt or Sitkum into the Heritage Roundhouse Complex.
- C7 Any interface between the Backshop and new construction should conserve the Backshop's essential form and integrity. New building connections should be legible as interventions, and designed to be minimal and reversible where possible.
- C8 New buildings should be designed in the architectural vernacular of their time, but with references to simple industrial building forms, colour palettes or materials to complement, support and distinguish from the Backshop and Heritage Roundhouse Complex.

Area D: Rail Parkway & Roundhouse Mews

Intent:

To activate the site with urban development, while responding to the organizing principle of the rail network and transitioning compatibly toward the Heritage Roundhouse Complex.

Esquimalt Road



 Rail Parkway District and Roundhouse Mews District
Master Plan Character Area

Guidelines

- D1 Use the spaces along Esquimalt and the historic tracks and rail yard for higher-density new construction to support the site's conservation; direct density to the precinct's centre, as a backdrop to the Heritage Roundhouse Complex.
- D2 New buildings should respond to the historic spatial organization of buildings positioned along the historic track routes parallel to Esquimalt Rd; reference the pattern set by the Car Shop and Stores Building.
- D3 New buildings should express a transition in scale down towards the Heritage Roundhouse Complex along Esquimalt Rd.
- D4 Design Turntable Plaza-fronting buildings to have special regard for the low scale of the historic collection of buildings and complete the framing of Turntable Plaza as a central public space.
- D5 Turntable Plaza-fronting buildings, and those approaching the Heritage Roundhouse Complex to a lesser degree, should be designed with references to simple industrial building forms, colour palettes or materials to complement and support the historic collection of buildings, but in the architectural vernacular of their time.
- D6 Create a corridor to interpret the historic spatial organization and flow of the rail corridor through the site: the Urban Greenway.
- D7 Ensure that the relocation of the rail corridor is legible through interpretive media in the new community to integrate and activate the Heritage Roundhouse Complex (e.g. ground inlays, maps, etc).
- D8 Create a corridor to follow the historic route of the spur line from the railyard towards the Stores Building. Orient the route to capitalize on views to the Stores Building and Car Shop at the Historic Roundhouse Complex.
- D9 Reinstall or interpret tracks along the Stores Building spur line to conserve their relationship with the historic collection of buildings; distinguish creatively between tracks that have been reinstated vs. interpreted to avoid a false sense of historical development.
- D10 Identify storytelling opportunities along the spur line and the Urban Greenway regarding rail heritage and intangible values. Use diverse interpretive media ranging from referential materials to public art to more traditional installations.



Applying the Guidelines

The proposed Master Plan applies the Conservation Design Guidelines to bring about a sensitive and integrated approach to existing historic resources (Image: ZGF).

A.8 Conclusion & Next Steps

The Conservation Strategy and Conservation Design Guidelines strive to inform and “guide” the development team, the City of Victoria, and the general public in ensuring a qualitative approach is taken to realize a sensitive redevelopment of the Site. The Master Plan in the Development Vision document is a demonstration of a design approach that applies these guideline in its development.

Recommended Actions:

- An update to the Heritage Conservation Plan produced by Jonathan Yardley Architect in April 2012 (revised January 2015) to reflect the current condition of the historic resources, and the revised master plan proposal.

A.9 Bibliography

Canada's Historic Place. "Standards and Guidelines for the Conservation of Historic Places in Canada." 2010

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A.10 Appendices

Appendix 1: Statement of Significance & Municipal Bylaw

Statement of Significance, 2004 (City of Victoria)

Description of Historic Place

The Esquimalt and Nanaimo Roundhouse is comprised of a collection of brick and wood industrial buildings, and a locomotive turntable, on Esquimalt Road in Victoria West.

Heritage Value

The Esquimalt and Nanaimo (E&N) railway Roundhouse is valued as one of the finest, and most intact examples of industrial heritage railway architecture in British Columbia. Constructed in 1912, this rare integrated assemblage of buildings and functional features provide valuable insight into the primary roles of industry and the railway in the burgeoning period of economic prosperity before the First World War. The E&N – originally built and operated by the wealthy Dunsmuir family – was a local extension of the transcontinental railway, which had unified Canada's western provinces and promoted confederation of the country. As the maintenance centre for the E&N Railway line – which significantly influenced local industrial and commercial growth – this Roundhouse site played an integral role in the facilitation of twentieth century development and economic prosperity on Vancouver Island.

The physical value of this place resides in the understated detailing and the utilitarian forms of the brick and wood purpose-built architecture, and the relationship between the buildings and mechanical facilities such as the locomotive turntable, and nearby rail lines.

Character-Defining Elements

The character-defining elements of the E&N Roundhouse include:

- The situation of the buildings on the site, and the relationship of buildings such as the roundhouse, the machine shop, the car shops, and the stores building, with the locomotive turntable, and the nearby railway lines;
- The utilitarian industrial, purpose-built forms of the buildings, such as the semi-circular shape of the roundhouse, and the gable roofed shape of the stores building;
- The brick and wood elements of the buildings, such as masonry walls, timber framing, and wooden doors, and the patina of industrial use evident on these elements;
- The simple Romanesque architectural detailing such as rounded windows and doors, exterior pilasters, and understated cornices;
- The fenestration detailing, such as treble-sash twelve-over-twelve windows, arranged in ranks to allow maximum amounts of natural light to permeate internal spaces.

Municipal Bylaw No. 04-15, 2004 (City of Victoria)

NO. 04-15

A BYLAW OF THE CITY OF VICTORIA

to designate the railway roundhouse, turntable and two associated buildings (car shed and stores building) at 251-253 Esquimalt Road as a protected heritage property.

Under its statutory powers, including section 967 of the *Local Government Act*, the Municipal Council of The Corporation of the City of Victoria enacts the following provisions:

1. This Bylaw may be cited as the "HERITAGE DESIGNATION (RAILWAY ROUNDHOUSE) BYLAW (NO. 508)".
2. The railway roundhouse, turntable and two buildings (car shed and stores building) located at 251-253 Esquimalt Road, legally described as Lot 1, District Lot 119, Esquimalt District, Plan 3237 except part in Plans 5424, 1461R and 43176 and shown hatched on the attached map, are designated to be protected heritage property.

READ A FIRST TIME the	12 TH	day of	FEBRUARY	2004.
READ A SECOND TIME the	12 TH	day of	FEBRUARY	2004.
Public hearing held on the	11 TH	day of	MARCH	2004.
READ A THIRD TIME the	11 TH	day of	MARCH	2004.
ADOPTED on the	11 TH	day of	MARCH	2004.

"ROBERT G. WOODLAND"
CORPORATE ADMINISTRATOR

"ALAN LOWE"
MAYOR

Appendix 2: Statement of Significance

(from the listing on Canada's Historic Places, the Canadian Register of Historic Places)

- https://www.pc.gc.ca/apps/dfhd/page_nhs_eng.aspx?id=97

Esquimalt and Nanaimo Railway Roundhouse National Historic Site of Canada

Description of Historic Place

Designed in 1912 and completed in October 1913, the Esquimalt and Nanaimo Railway Roundhouse is located in Victoria, British Columbia. The site is comprised of three sections: the locomotive roundhouse and two attached structures that housed various shop facilities for the servicing of steam locomotives. The roundhouse building was built to a segmental- arced plan and features a curved front and rear wall constructed of solid red brick. It contains ten stalls that face onto an operational turntable with an 85-foot diameter. The machine shop is a rectangular brick building that abuts the rear southeast corner of the roundhouse. The roundhouse complex is surrounded by associated site features, notably the turntable, sidings and tracks, and two freestanding brick buildings which are components of the industrial complex and are contemporary to the roundhouse. The official recognition refers to the area enclosing the 10-stall roundhouse building with attached machine shop, both on their footprints, and the detached turntable in its circular pit. This area also includes approach tracks. The space between the main building and the turntable is also part of the designated place.

Heritage Value

- The Esquimalt and Nanaimo Railway roundhouse was designated a national historic site of Canada in 1992 because it survives virtually untouched since its construction in 1912. Surrounded by various well-preserved related shops and railway outbuildings, it is a particularly fine example of an industrial structure associated with the steam

railway era in Canada.

- The Esquimalt and Nanaimo roundhouse is located on the site of the original 1886 railway terminus for Victoria. This industrial complex was built by the Canadian Pacific Railway to serve as the primary servicing facility for the steam locomotives and rolling stock of the Esquimalt and Nanaimo Railway. The facility served this purpose until 1949 when steam locomotives were replaced by diesels on the island. After that date the roundhouse served as a service facility for the E & N's diesels, and currently services the passenger dayliners used by the railway. Remarkably, the roundhouse and contemporary shops have survived with minimal alterations since the time of their construction.
- The roundhouse complex, consisting of the roundhouse itself, the attached machine shed, the roundtable and the approach tracks, conveys a clear sense of its functional purpose in its structure and organizational layout. The roundhouse itself curves around the turntable and features ten large openings creating ten work bays for the repair of the locomotives. The large windows at the rear of the building provided natural light into each of the 10 work bays. The machine shop is attached to the rear of the roundhouse and cars could be moved into the building through the roundhouse or by a separate track leading off the turntable. The machine shop is divided internally into two sections by a brick partition wall. The rear area was built to house a blacksmith shop and boiler shop.
- A distinct sense of place is conveyed by the uniformity of materials, fenestration, building configuration, and by presence of the turntable that links the entire complex of buildings into an efficient industrial plant. The Esquimalt and Nanaimo roundhouse complex is the most intact facility associated with the servicing of steam locomotives in western Canada.
- Source: The Historic Sites and Monuments Board of Canada, Minute, February 1992.

Character-Defining Elements

The key elements relating to the heritage value of this site include:

- The site in the Songhees area of Victoria West, across the Inner Harbour from downtown Victoria;
- The historical relationship between the roundhouse facility and Victoria as embodied in the track corridor linking the site to the downtown terminus via the Johnson Street bridge;
- The site in its defined boundaries and its continuous association with the Esquimalt and Nanaimo Railway from the railway's inception in 1886 to the present day;
- The form, massing and exterior design features of the roundhouse including the segmental floor plan, spatial organization in relation to the turntable, solid brick construction, large windows and door placements and surrounds;
- The large open bays of the roundhouse with their the original wooden doors and associated hardware and surround details;
- Interior structural elements of the roundhouse including the roof truss system, timber supports, and original wall surfaces;
- Roof details and mechanical elements including smoke jacks, ventilators and skylights;
- The form massing and exterior design features of the machine shop including the rectangular plan divided into two areas separated by a brick wall, large segmental windows, round- headed locomotive entrance, engaged brick piers, and gabled roof;
- Railway tracks within the buildings, on the turntable and leading up to the building;
- Vestiges of industrial equipment including the floor pits and aprons, the steel turntable, concrete-walled turntable pit, and associated tracks and machinery.

