

P.O. Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

Item No. 9.1.1
Heritage Advisory Committee
Special Meeting
February 24, 2021

TO: Chair and members of the Heritage Advisory Committee

-Original Signed-

SUBMITTED BY:

Kelly Denty, Executive Director of Planning and Development

-Original Signed-

Jacques Dubé, Chief Administrative Officer

DATE: February 10, 2021

SUBJECT: Case H00482: Substantial Alteration to a municipally registered heritage

property at 2438 Gottingen Street, Halifax

SUPPLEMENTARY REPORT

ORIGIN

On July 21, 2020 Regional Council considered an application to substantially alter 2438 Gottingen Street, Halifax, a registered municipal heritage property, to allow the construction of a 16-storey addition and passed the following motion:

"THAT Halifax Regional Council defer the decision on Case H00482 – Substantial Alteration to 2438 Gottingen Street, Halifax and direct staff to explore design revisions with the applicant that would address the concerns related to Standard 11 of the Standards and Guidelines, and return to Heritage Advisory Committee and Halifax Regional Council with a supplementary report no later than six (6) months."

LEGISLATIVE AUTHORITY

Heritage Property Act, R.S.N.S. 1989, c. 199 - see June 5, 2020 staff report for H00482

By-law H-200, the Heritage Property By-Law – see June 5, 2020 staff report for H00482

RECOMMENDATION

The Heritage Advisory Committee recommends that Regional Council approve the substantial alteration of 2438 Gottingen Street, Halifax, known as Victoria Hall, as proposed in this report and its attachments.

Fathom Studios, on behalf of the property owner Joseph Arab, have applied for a development agreement (HRM Planning Case # 22115) at 2438 Gottingen Street in Halifax (shown on Map 1). The property contains Victoria Hall, a municipally registered heritage property that is proposed to be substantially altered as part of a redevelopment of the property (Attachment A).

- 2 -

The original proposal included the construction of a 16 storey multi-unit residential building, as well as the removal of an addition at the rear of Victoria Hall which dates to 1904. Staff provided a negative recommendation to HAC in a report¹ dated June 5, 2020 due to the scale and design of the new building conflicting with the *Standards and Guidelines*. HAC subsequently agreed with the staff assessment and recommended against the proposal in a Committee meeting held on June 25, 2020.

At their meeting on July 21, 2020 Regional Council deferred a decision on the proposal and directed staff to work with the applicant to revise their design with the objective of achieving conformity with Standard 11, and to return to HAC for its recommendation.

DISCUSSION

Under the *Heritage Property Act*, a "substantial alteration" means any action that affects or alters the character-defining elements of a property. Applications to substantially alter a heritage property are evaluated by staff and the Heritage Advisory Committee under the *Standards and Guidelines*. Applications that propose a substantial alteration, such as a new addition, must specifically comply with Standard 11, which requires new construction to be "physically and visually compatible with, subordinate to and distinguishable from the historic place".

Substantial Alterations

The proposed substantial alterations to Victoria Hall are necessary to permit construction of a proposed residential development (HRM Planning Case # 22115) at the rear of the property. While the original proposal included the construction of a 16-storey residential building directly behind Victoria Hall (Attachment C), the applicant has considered the comments provided by Regional Council, HAC, and staff and have revised their application and design rationale (Attachment B) to include the following substantial alterations:

- Removal of a portion (90%) of the 1904 rear addition of the building as previously proposed; and
- Construction of a 13-storey apartment tower at the rear of Victoria Hall (Attachment D).

Staff advise that the proposed removal of the rear wing is acceptable, as the wing is not visible from the public right-of-way along Gottingen Street, contains few character defining elements relating to the overall structure, and will not diminish the heritage value of the property.

Staff also advise that the revisions made to the design of the multi-unit building are acceptable and bring the design into conformity with Standard 11. This was achieved by:

- Reducing the overall height of the new construction from 16 to 13 storeys;
- Stepping-back the top three storeys of the new building to minimize their appearance from Gottingen Street;
- Introducing a simplified selection of colours and materials meant to accentuate the existing heritage building; and
- Reducing the articulation in the facade of the new building to further reduce its visual impact.

¹ https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/200721rc1131.pdf

In completing an evaluation of the proposal, staff have considered the unique context of the existing heritage building. Victoria Hall is a very large, decorative institutional building set-back from and elevated above the public right-of-way. These factors help to mitigate the visual impact of a large addition at the rear of the property.

Staff have completed an updated evaluation of the proposal using the *Standards and Guidelines* which is summarized in Attachment E.

Non-Substantial Alterations

The proposed non-substantial alterations to the property include repair and rehabilitation of nearly all character defining elements of the existing heritage building, including all trim, siding, windows and masonry landscape features, as well as structural upgrades. This work constitutes conservation of existing character defining elements and is consistent with the original application.

Conclusion

Staff advise that the proposed removal for the rear wing of the property is acceptable as this will not diminish the heritage value of the property. Staff also note that the revised proposal for the new building has incorporated changes that make it physically and visually compatible with, subordinate to, and distinguishable from Victoria Hall, mainly due to its smaller scale and simplified design.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing Case H00482 can be accommodated within the approved 2020/21 operating budget for Cost Centre C340, Social and Heritage Policy. HRM is not responsible for construction and renovation costs.

COMMUNITY ENGAGEMENT

The community engagement process for heritage applications is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was information sharing achieved through public access to the required Heritage Advisory Committee meeting.

ENVIRONMENTAL IMPLICATIONS

No environmental implications are identified.

ALTERNATIVES

- 1. The Heritage Advisory Committee may recommend that Regional Council deny the proposed substantial alterations to 2438 Gottingen Street, Halifax.
- 2. The Heritage Advisory Committee may recommend that Regional Council approve the proposed substantial alteration of 2438 Gottingen Street, Halifax as proposed in this report and its attachments with conditions based on applicable conservation standards.

February 24, 2021

ATTACHMENTS

Map 1 – Location Map

Attachment A - Proposed Alterations

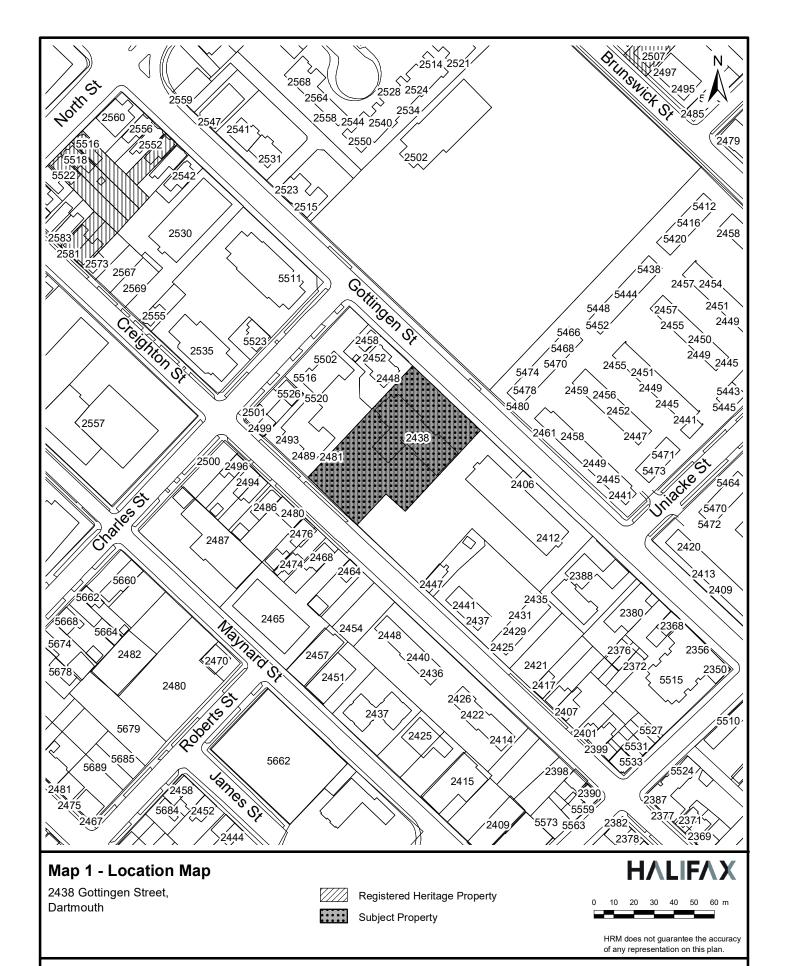
Attachment B – Revised Design Rationale Attachment C – Original Building Drawings

Attachment D – Revised Building Drawings

Attachment E – Updated Standards and Guidelines Evaluation

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Aaron Murnaghan, Principal Planner, Heritage (902) 292.2470



9 June 2020

Case H00482

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Attachment A - Proposed Alterations



*REPLACE OR REPAIR GOTTINGEN ST. WALL; WROUGHT IRON ADDED TO GRANITE AND BRICK WALL TO BE REPARGED

*REPLACE IN-KIND ALL ALUMINUM EAVES TROUGH AND GUTTERS

*REPLACE VINYL INSERTS AND ONE-OVER-ONE WINDOWS WITH SOLID WOOD TWO-OVER-TWO TDL WINDOWS AND RESTORE ALL OTHER TWO-OVER-TWO WINDOWS

*ALL ALUMINUM STORM WINDOWS TO BE RECONDITIONED

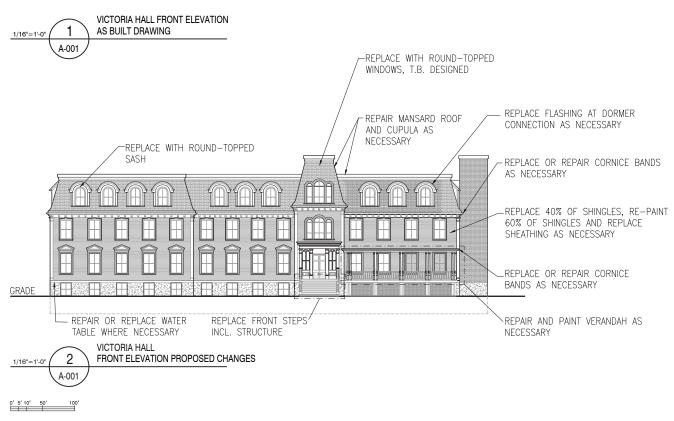
*INSTALL METAL OR COPPER WORK AROUND WINDOWS AS NECESSARY

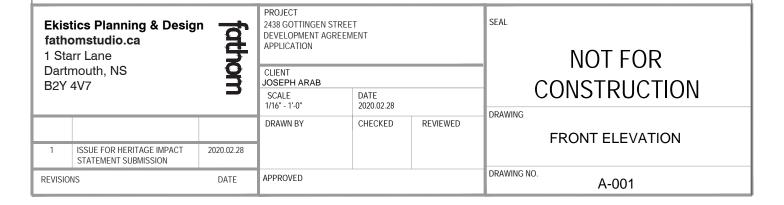
*REPLACE OR REPAIR DORMER WINDOW TRIM AS NECESSARY

*ADD WOOD STORM WINDOWS WHERE STORM WINDOWS NOT PRESENT

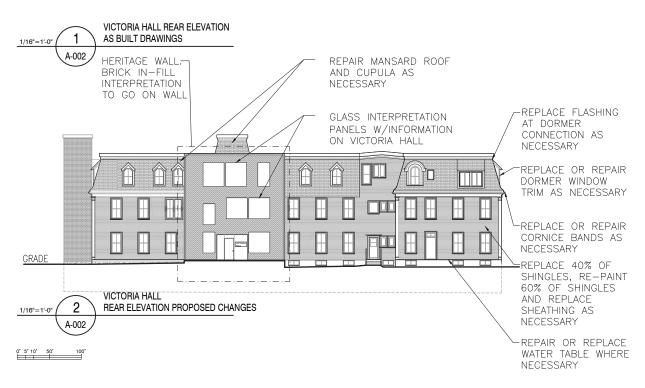
*ADD OPERABLE C/W INSERT INSIDE EACH WINDOW (NOT VISIBLE FROM EXT.)













NOTES

*REPLACE OR REPAIR GOTTINGEN ST. WALL; WROUGHT IRON ADDED TO GRANITE AND BRICK WALL TO BE REPARGED

*REPLACE IN-KIND ALL ALUMINUM EAVES TROUGH AND GUTTERS

*REPLACE VINYL INSERTS AND ONE-OVER-ONE WINDOWS WITH SOLID WOOD TWO-OVER-TWO TDL WINDOWS AND RESTORE ALL OTHER TWO-OVER-TWO WINDOWS

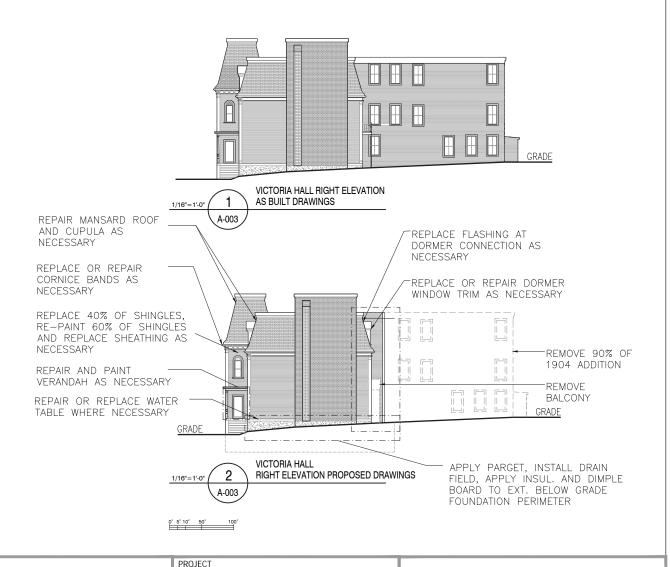
*ALL ALUMINUM STORM WINDOWS TO BE RECONDITIONED

*INSTALL METAL OR COPPER WORK AROUND WINDOWS AS NECESSARY

*REPLACE OR REPAIR DORMER WINDOW TRIM AS NECESSARY

*ADD WOOD STORM WINDOWS WHERE STORM WINDOWS NOT PRESENT

*ADD OPERABLE C/W INSERT INSIDE EACH WINDOW (NOT VISIBLE FROM EXT.)

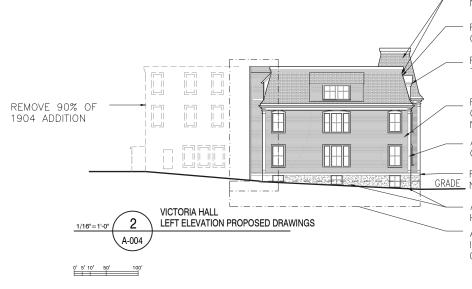


SEAL **Ekistics Planning & Design** 2438 GOTTINGEN STREET DEVELOPMENT AGREEMENT fathomstudio.ca APPLICATION NOT FOR 1 Starr Lane Dartmouth, NS CLIENT JOSEPH ARAB CONSTRUCTION **B2Y 4V7** SCALE DATE 1/16" - 1'-0" 2020.02.28 DRAWING DRAWN BY CHECKED REVIEWED RIGHT ELEVATION ISSUE FOR HERITAGE IMPACT 2020 02 28 STATEMENT SUBMISSION DRAWING NO. **APPROVED** REVISIONS DATE A-003

NOTES

- *REPLACE OR REPAIR GOTTINGEN ST. WALL; WROUGHT IRON ADDED TO GRANITE AND BRICK WALL TO BE REPARGED
- *REPLACE IN-KIND ALL ALUMINUM EAVES TROUGH AND GUTTERS
- *REPLACE VINYL INSERTS AND ONE-OVER-ONE WINDOWS WITH SOLID WOOD TWO-OVER-TWO TDL WINDOWS AND RESTORE ALL OTHER TWO-OVER-TWO WINDOWS
- *ALL ALUMINUM STORM WINDOWS TO BE RECONDITIONED
- *INSTALL METAL OR COPPER WORK AROUND WINDOWS AS NECESSARY
- *REPLACE OR REPAIR DORMER WINDOW TRIM AS NECESSARY
- *ADD WOOD STORM WINDOWS WHERE STORM WINDOWS NOT PRESENT
- *ADD OPERABLE C/W INSERT INSIDE EACH WINDOW (NOT VISIBLE FROM EXT.)





REPAIR MANSARD ROOF AND CUPULA AS NECESSARY

REPLACE FLASHING AT DORMER CONNECTION AS NECESSARY

REPLACE OR REPAIR DORMER WINDOW TRIM AS NECESSARY

REPLACE 40% OF SHINGLES, RE-PAINT 60% OF SHINGLES AND REPLACE SHEATHING AS NECESSARY

ADD WINDOW TO REFLECT 1914 HISTORICAL CONDITION

REPAIR OR REPLACE WATER TABLE WHERE GRADE NECESSARY

ADD BASEMENT WINDOWS TO REFLECT 1914 HISTORICAL CONDITION

APPLY PARGET, INSTALL DRAIN FIELD, APPLY INSUL. AND DIMPLE BOARD TO EXT. BELOW GRADE FOUNDATION PERIMETER

Ekistics Planning & Design fathomstudio.ca

1 Starr Lane Dartmouth, NS B2Y 4V7

REVISIONS

2438 GOTTING
DEVELOPMEN
APPLICATION

CLIENT
JOSEPH ARA

PROJECT
2438 GOTTINGEN STREET
DEVELOPMENT AGREEMENT
APPLICATION

CLIENT JOSEPH ARAB SCALE 1/16" - 1'-0"

1/16" - 1'-0" 2020.02.28

DRAWN BY CHECKED REVIEWED

DATE

SEAL

NOT FOR CONSTRUCTION

DRAWING

LEFT ELEVATION

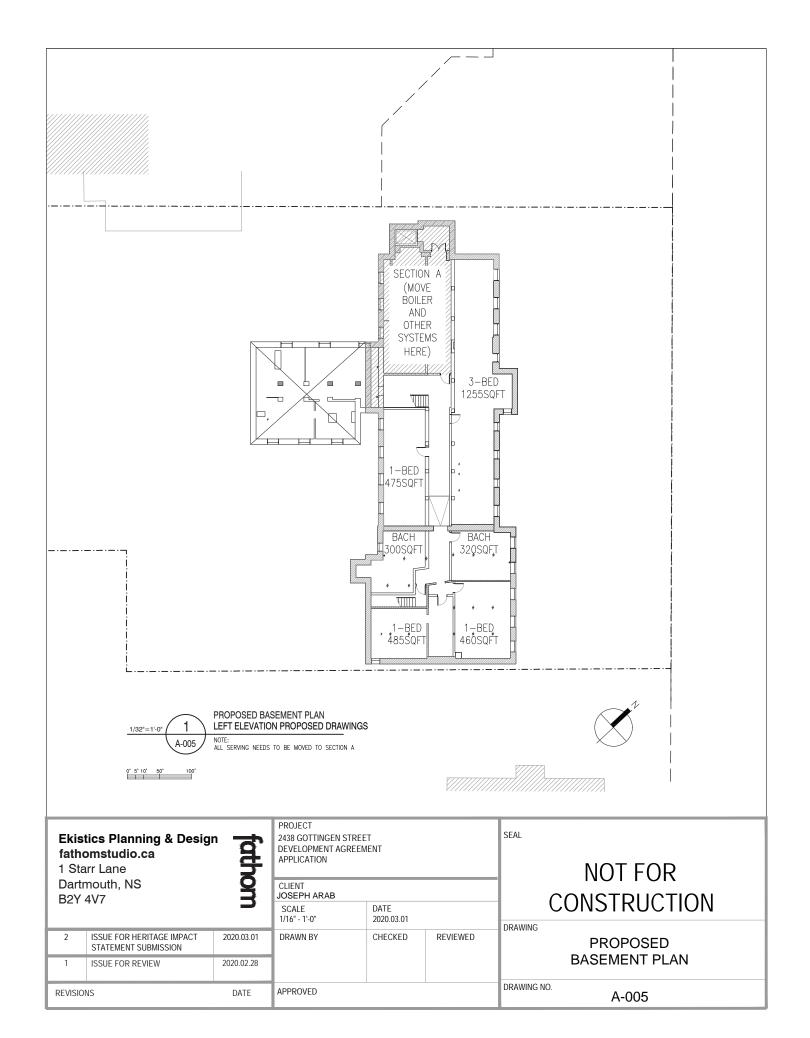
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A-004

1 ISSUE FOR HERITAGE IMPACT 2020.02.28 STATEMENT SUBMISSION

DATE

APPROVED



Attachment B - Revised Design Rationale

6.3 Compliance with Standard 11

Standard 11 of the Standards and Guidelines for the Conservation of Historic Places in Canada requires that one

(a) Conserve the heritage value and character-defining elements when creating any new additions to a historic place or any related new construction

(b) Make the new work physically and visually compatible with, subordinate to, and distinguishable from the historic place." (Page 34)

6.4 Conservation of Heritage Value

The majority of Victoria Hall's CDEs are located on its Gottingen St Facade and on Dumaresq's 1914 addition. The proposed mid-rise building is located behind Victoria Hall from Gottingen St, and does not attach to the building at any point to ensure that the above mentioned CDEs retain the same visibility as in their current state. The remainder CDE's located on Finlay's back addition will be remembered on the proposed heritage wall.

The building's history shows consistency in the way it has kept up with changing needs. The mid-rise, the latest iteration of this cycle, is appropriate for 2-reasons:

- A need to increase the site density. The lot is currently located in an HR-1 zone under the new center plan and was located in an R-3, schedule A zone under the former by-law (the by-law that this Development Agreement is being processed under). These 2 zonings highlight the potential of this site to contribute to increased density on the HRM peninsular.
- The proposed yield is necessary to make the proposed conservation work financially viable.





Victoria Hall CDE's on the Gottingen St Facade and the 1914 addition

6.5 Compatible, Subordinate and Distinguishable

Compatible:

All additions to heritage buildings are required to be compatible in terms of construction, materials and assembly. Part of this criteria does not directly apply to this project as the new build is a separate, non-combustible building. However given the proximity of Victoria Hall to the building, it will be key to create a safe and robust demolition and construction plan to ensure the structural integrity of Victoria Hall (especially the ironstone foundation).

Subordinate and Distinguishable:

The Standards and Guidelines for the Conservation of Historic Places in Canada defines subordination as not causing a distraction from the historic place or an impairment of heritage value. It goes on to state that "Subordination is not a question of size; a small, ill-conceived addition could adversely affect an historic place more than a large, well-designed addition." (page 34) The proposed design has been carefully designed to fulfill these requirements in the following ways:

Simplified Facade on the Gottingen Facing Elevation:

The proposed design subtly picks up design cues from Victoria Hall while simultaneously acting as a quiet backdrop that allows the colorful, ornate heritage building to stand out. The Gottingen facade is driven by the regular fenestration pattern on Victoria Hall as well as the proportions of the windows on Victoria Hall. A strategically located glazing strip is used to both break up the scale of the facade as well as to frame and thus celebrate the beautiful front entrance and frontispiece of Victoria Hall.

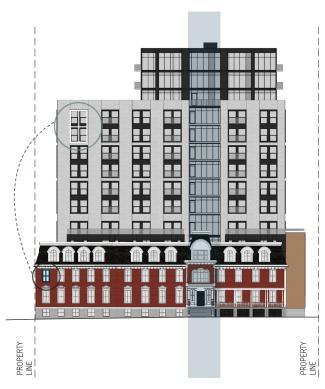


Fig. 26 Fenestration and glazing on the East facade of the new building intentionally draws the eye to Victoria Hall's frontispiece

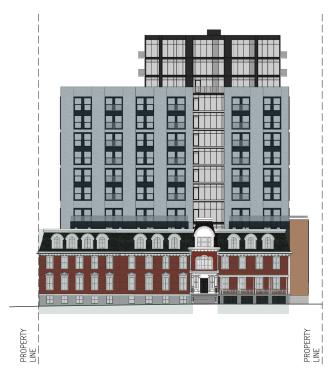


Fig. 27 Rhythm of bays along Victoria Hall and the new building

Material and Color Palette:

The materials selected for the new design have been carefully chosen to help the building remain distinct from and subordinate to Victoria Hall while also fitting into the scale of the surrounding context, especially on Creighton St. It was important to create a building that was of its time yet also physically and visually compatible with the heritage building. The 3-storey podium on Creighton St is clad with red-clay brick and a dark standing seam metal mansard roof which picks up on the red shingles of Victoria Hall, the black mansard roof and the human scale of materials at grade. This brick-clad podium and Victoria hall are separated by the main part of the mid-rise tower thus preventing the podium from detracting from Victoria Hall's presence on Gottingen St. The mid-rise tower is clad in dark high-density fiber cement and light grey cut-stone masonry with dark windows. The location of materials is carefully thought out to minimize the presence of the new building on Gottingen St as well as to break up the scale of the mid-rise building so that it relates well within its context. The interplay of color on the Gottingen St facade is a quiet inversion derived from Victoria Hall which has a dark mansard roof with white windows. The new design picks up on this but inverts the colors so as to silence the facade. The interaction between the dark windows and the light grey cut-stone further helps to break up the facade thus giving the building a befitting scale to its surroundings.





Black fiber cement panels or similar



Grey cut-stone or similar



Red clay brick



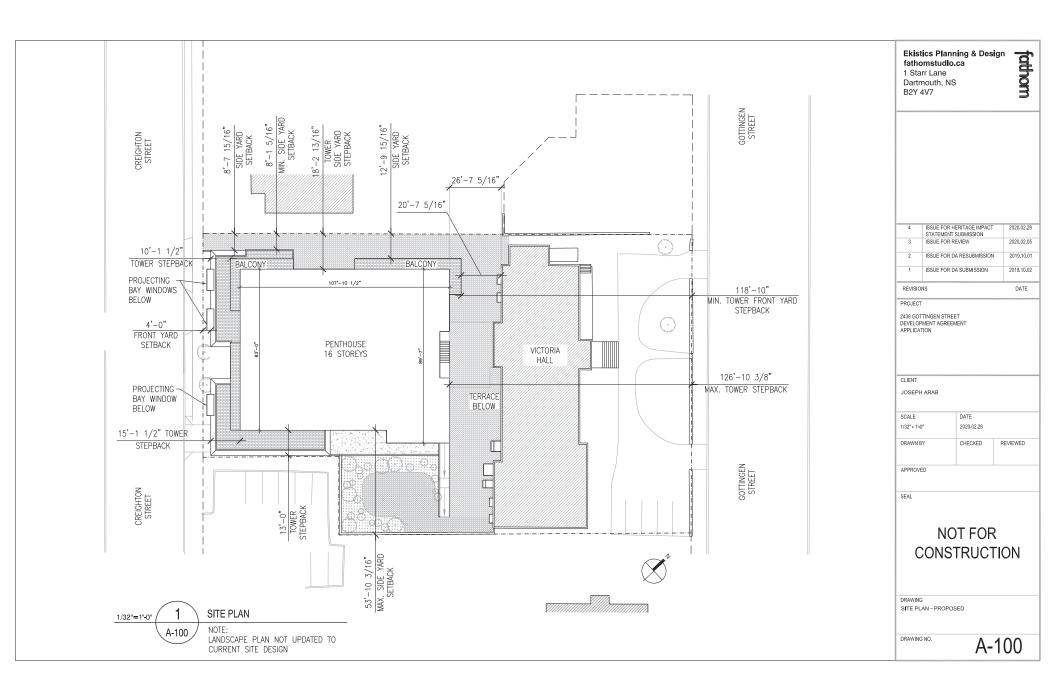
Grey standing seam metal

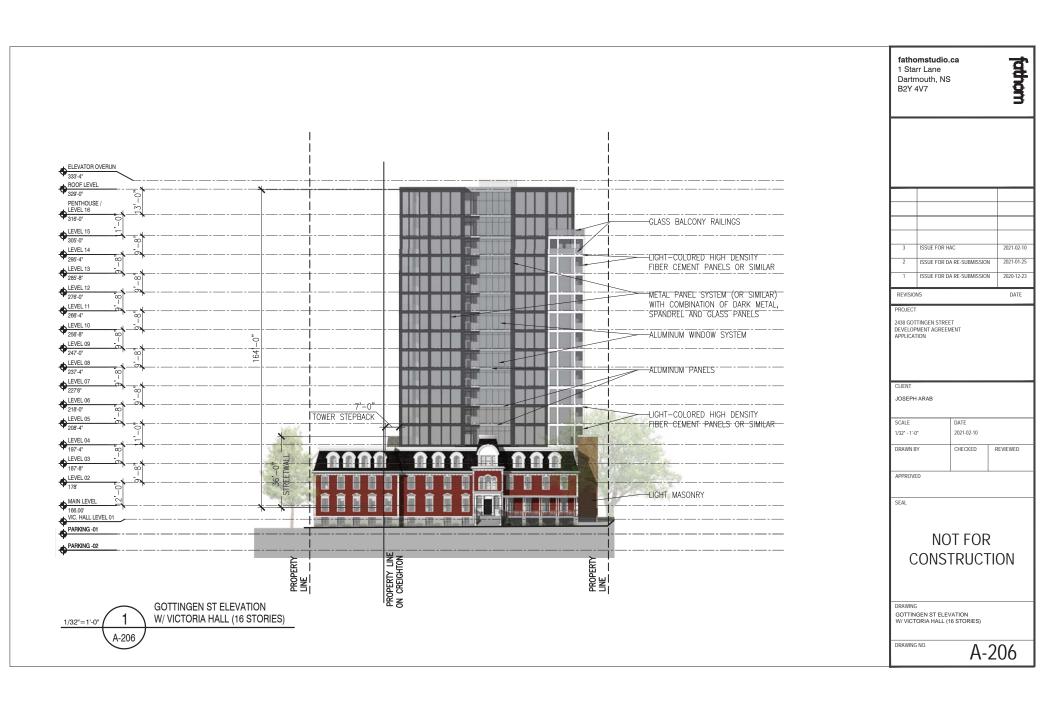
Fig. 29 Color palette is derived from Victoria Hall

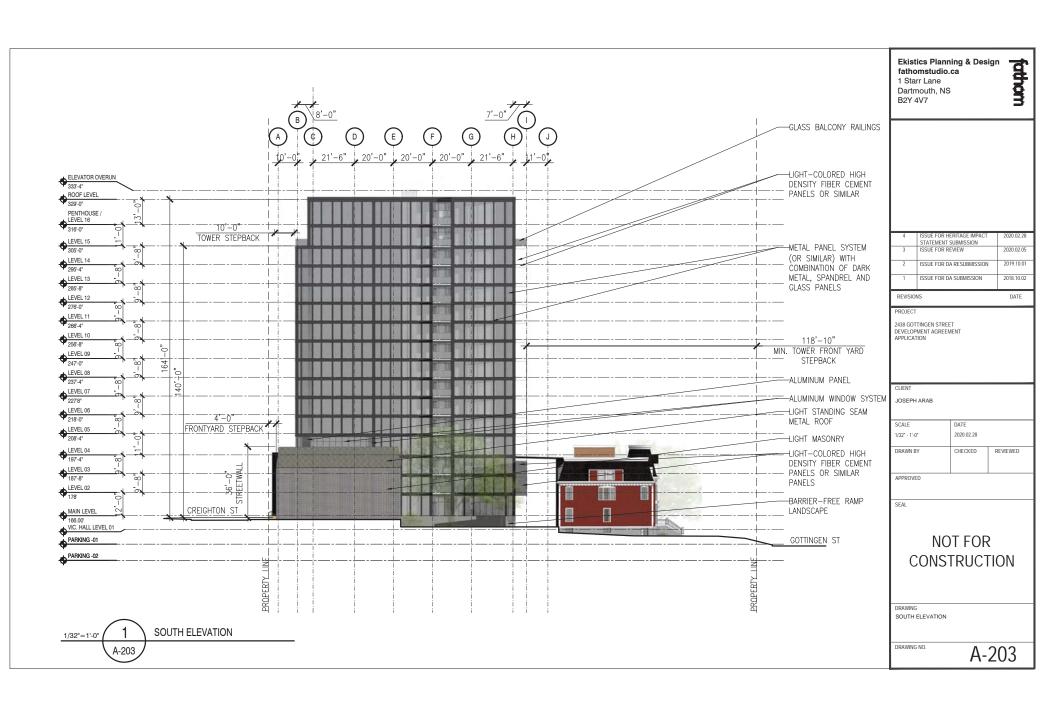
Location on Site and Massing:

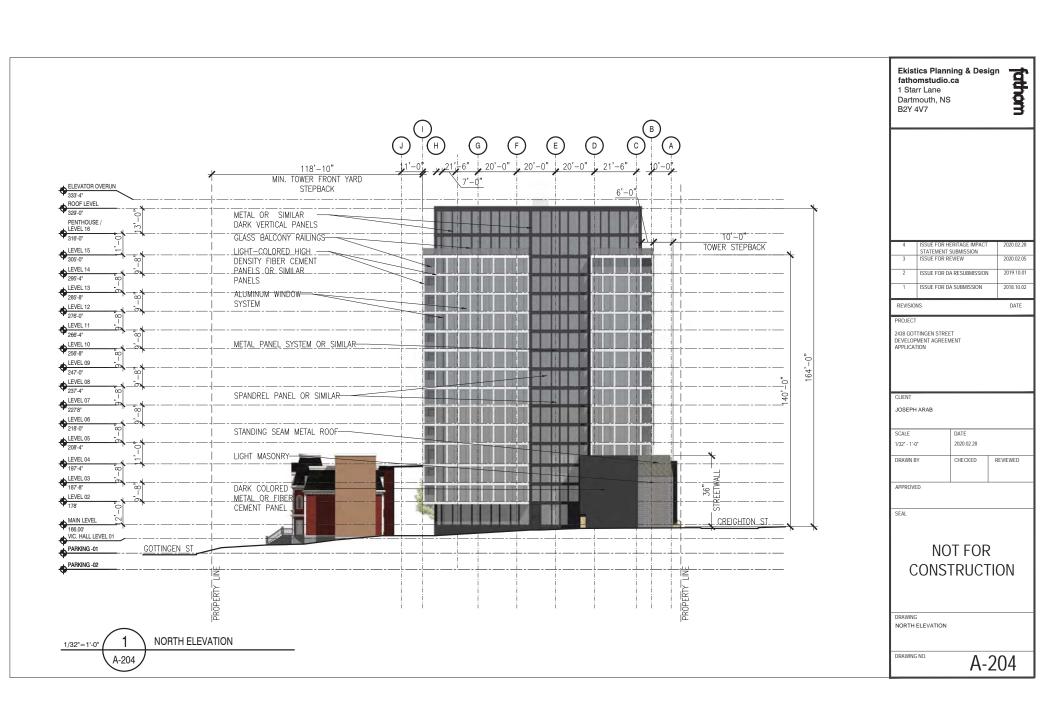
The mid-rise is subordinate to Victoria Hall in its location to the west of the building. This allows Victoria Hall to maintain its current street presence on Gottingen St. The mid-rise portion of the building is set back $125'-10\frac{1}{2}''$ from Gottingen St, with the three storey penthouse stepped back an additional 25'-0'' to reduce the perceived presence of the building from the street.

Attachment C - Original Building Drawings















4	ISSUE FOR HERITAGE IMPACT	2020.02.28
	STATEMENT SUBMISSION	
3	ISSUE FOR REVIEW	2020.02.05
2	ISSUE FOR DA RESUBMISSION	2019.10.01
1	ISSUE FOR DA SUBMISSION	2018.10.02

2438 GOTTINGEN STREET DEVELOPMENT AGREEMENT APPLICATION

JOSEPH ARAB

SCALE	DATE			
1/32" - 1'-0"	2020.02.28			
DRAWN BY	CHECKED	REVIEWED		

APPROVED

NOT FOR CONSTRUCTION

DRAWING RENDER: VIEW FROM PARK

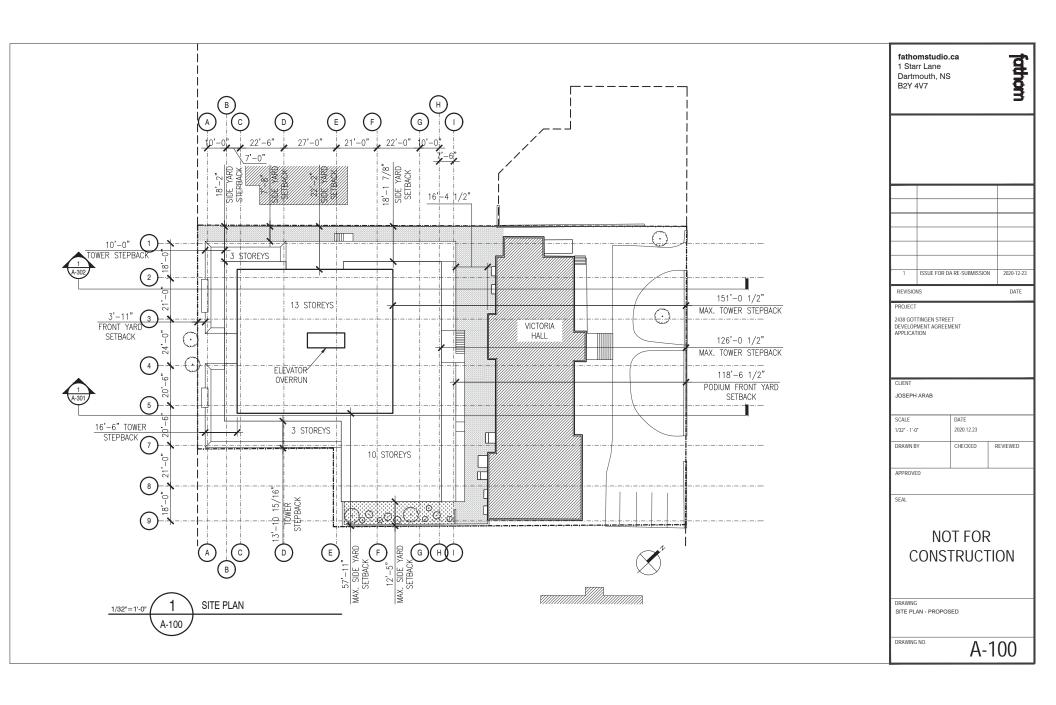
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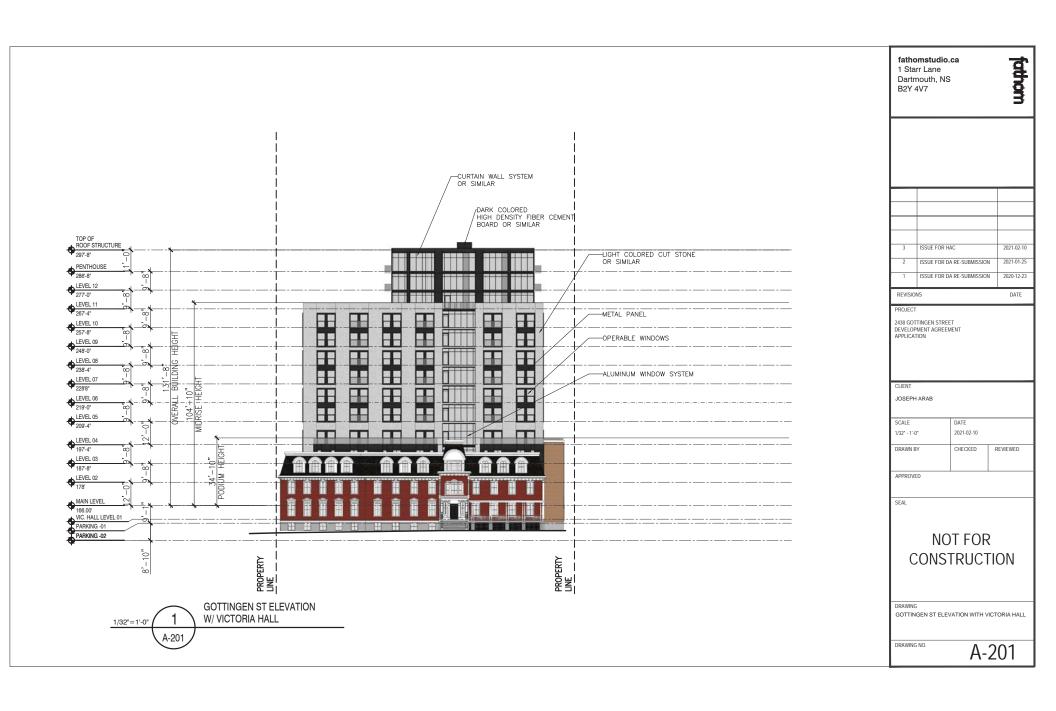
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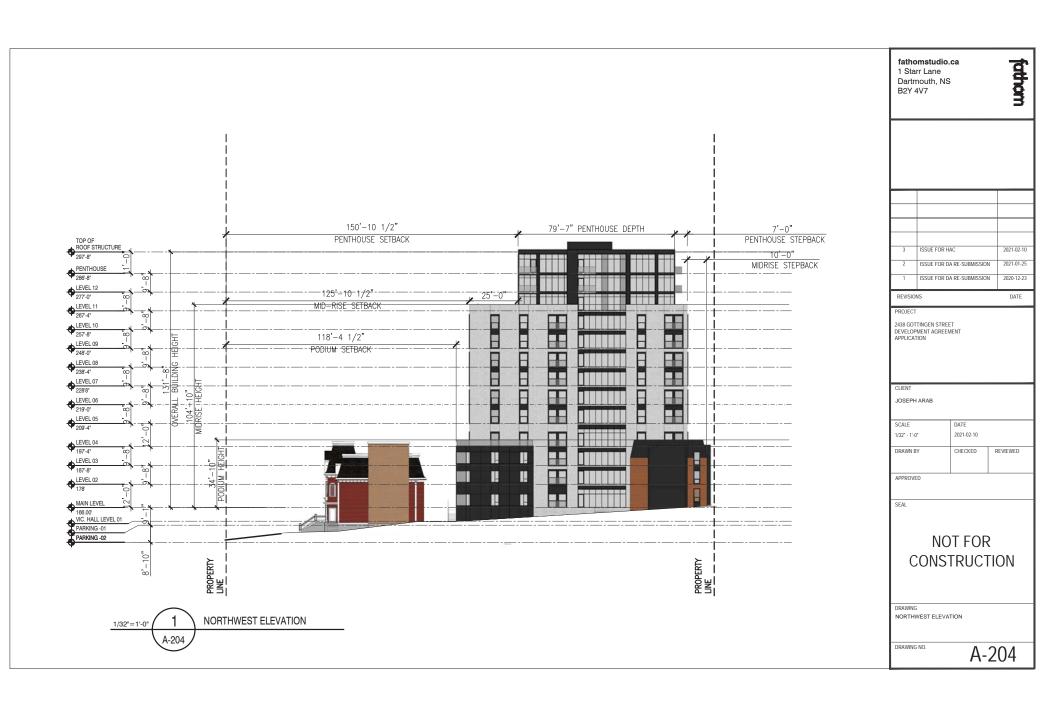


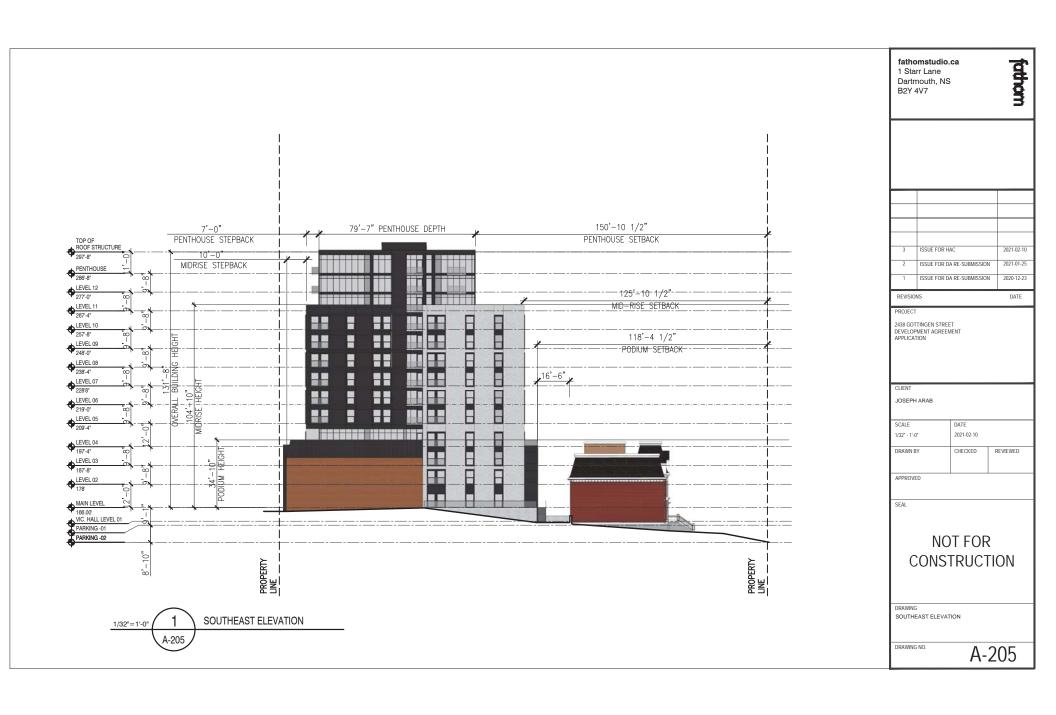


Attachment D - Revised Building Drawings









Option 1 Design theme:

- Punched openings
- Fenestration Pattern
 - Window Ratios
 - Quadrants
- Inversion of light versus grey elements

fathom







ATTACHMENT E

Updated Standards & Guidelines Evaluation – 2438 Gottingen Street, Halifax

Conservation is the primary aim of the Standards and Guidelines, and is defined as 'all actions or processes that are aimed at safeguarding the character-defining elements of an historic place 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.'

Note: The Standards are structured to inform the type of project or approach being taken.

- Preservation project apply Standards 1 through 9;
- Rehabilitation projects apply Standards 1 through 9, and Standards 10 through 12;
- Restoration projects apply Standards 1 through 9, Standards 10 through 12, and Standards 13 and 14.

Similar to the Standards, the base Guidelines apply to the approach being taken, and additional Guidelines may apply if the project includes rehabilitation and restoration. The Guidelines should be consulted only when the element to be intervened upon has been identified as a character defining element. The Guidelines should not be used in isolation. There may be heritage value in the relationships between cultural landscapes, archaeological sites, buildings, or engineering works. These values should not be compromised when undertaking a project on individual character defining elements of an historic place.

TREATMENT: PRESERVATION				
Preservation is 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 the heritage value.			
STANDARDS 1-10	Complies	N/A	Discussion	
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.	Yes		All character-defining elements will be conserved and repaired if possible. All deteriorated character defining elements will be replaced with like and kind materials and forms as necessary.	
2. Conserve changes to historic places that, over time, have become <i>character-defining elements</i> in their own right.	Yes		The 1914 addition by Sydney Dumaresq will be rehabilitated along with the rest of the structure.	
3. Conserve <i>heritage value</i> by adopting an approach calling for <i>minimal intervention</i> .	Yes		The façade of this structure will be retained and rehabilitated, including all identified character defining elements.	
4. Recognize each <i>historic place</i> 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 property that never coexisted.	Yes		The building will be rehabilitated using physical and documentary evidence.	
5. Find a use for an <i>historic place</i> that requires minimal or no change to its <i>character-defining elements</i> .	Yes		The building is proposed to continue as a residential building.	

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.	Yes	There will be no period of extended vacancy. Archaeological resources will be addressed at the point of site intervention with permit applications. The provincial government will be notified of the site intervention and process any necessary applications in accordance with the Special Places Protection Act.
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.	Yes	Original building materials will be conserved to the highest quality. Replacement will only be undertaken when necessary.
8. Maintain <i>character-defining elements</i> 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 <i>prototypes</i> .	Yes	The building will be maintained on a regular basis under the proposed development agreement.
9. Make any <i>intervention</i> needed to preserve <i>character-defining elements</i> physically and visually compatible with the <i>historic place</i> and identifiable on close inspection. Document interventions for future reference.	Yes	All character defining elements will be preserved if possible and restored. Interventions are being documented through this application and through submissions for permitting.

TREATMENT: REHABILITATION			
Rehabilitation is the action or process of making	ng possible a	contin	uing or compatible contemporary use of an
historic place, or an individual component, while	le protecting	its heri	itage value.
STANDARDS 10-12 Complies			Discussion
10. Repair rather than replace <i>character-defining elements</i> . 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 <i>historic place</i> .	Yes		A combination of repair and replacement, where necessary will be used for all character defining elements.
11. Conserve heritage values and character-defining elements when creating new additions to an historic place or any related new construction. Make new work physically and visually compatible with, subordinate to and distinguishable from the historic place.	Yes		Existing Character Defining Elements will be conserved and rehabilitated. The new structure will be set-back from the historic building, and its mass has been designed to limit the visual impact on

		the heritage building through the use of step-backs. A simplified façade on the new building, along with its colour scheme and materials minimize its visual impact, and its articulation complements the existing heritage building. While the new building is larger than the heritage building, the design minimizes its appearance from Gottingen Street and provides visual prominence to Victoria Hall.
12. Create any new additions or related new construction so that the essential form and integrity of an <i>historic place</i> will not be impaired if the new work is removed in the future.	Yes	The new building is being set-back behind the existing building as a completely separate structure.

TREATMENT: RESTORATION

Restoration is the action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

heritage value.			
STANDARDS 13-14	Complies	N/A	Discussion
13. Repair rather than replace character-defining elements from the restoration period. 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.	Yes		All character defining elements will be preserved or rehabilitated with the exception of the granite retaining wall which is proposed to be restored by reinstating a cast-iron fence based on photographic and physical evidence.
14. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.	Yes		The cast-iron fencing along the retaining wall will be restored based on physical and photographic evidence.