



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

Item No. 9.2

Heritage Advisory Committee
July 26, 2017

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY: *Original signed*

Bob Bjerke, Chief Planner & Director, Planning and Development

DATE: June 30, 2017

SUBJECT: **Case H00453: Substantial Alteration to the Cornwallis Street Baptist Church, 5457 Cornwallis Street, Halifax, a municipally registered heritage property**

ORIGIN

An application by Case Design/Remodeling, on behalf of the property owner, to substantially alter a municipally registered heritage property located at 5457 Cornwallis Street, Halifax, the Cornwallis Street Baptist Church.

LEGISLATIVE AUTHORITY

Heritage Property Act, R.S.N.S. 1989, c. 199

17 (1) Municipal heritage property shall not be substantially altered in exterior or public-building interior appearance or demolished without the approval of the municipality.

(2) An application for permission to substantially alter the exterior or public-building interior appearance of or demolish municipal heritage property shall be made in writing to the municipality.

(3) Upon receipt of the application, the municipality shall refer the application to the heritage advisory committee for its recommendation.

(4) Within thirty days after the application is referred by the municipality, the heritage advisory committee shall submit a written report and recommendation to the municipality respecting the municipal heritage property.

(5) The municipality may grant the application either with or without conditions or may refuse it.

(6) The municipality shall advise the applicant of its determination.

By-law H-200, the *Heritage Property By-Law*

4 The Committee shall, within the time limits prescribed by Council or the Act, advise the Region respecting:

...

(c) applications to substantially alter the external appearance of or demolish a municipal heritage property;

...

12 Applications for alteration of a registered heritage property shall be evaluated in accordance with the Standards for the Conservation of Historic Places in Canada, 2nd Edition as set forth in Schedule 'B-1'. The Guidelines for the Conservation of Historic Places in Canada, 2nd Edition shall be used to interpret and apply the Standards.

RECOMMENDATION

It is recommended that the Heritage Advisory Committee recommend that Halifax Regional Council approve the substantial alteration to the Cornwallis Street Baptist Church, 5457 Cornwallis Street, Halifax, as outlined in this report.

BACKGROUND

The Cornwallis Street Baptist Church is included in the Registry of Heritage Property for the Halifax Regional Municipality. The property is located at 5457 Cornwallis Street, between Gottingen Street and Maitland Street, as shown on Map 1. An image of the existing development on the property is included as Attachment A.

The Cornwallis Street Baptist Church was originally constructed in 1832 and underwent substantial renovations in 1914 that contribute significantly to its current heritage character. The building was originally known as the African Baptist Church and was the first of its kind to be established in Nova Scotia. The Reverend Richard Preston, an influential figure in Nova Scotia's Black community in the first half of the 19th Century, was the first pastor of this congregation. He went on to found several churches throughout Nova Scotia as well as forming the African Abolition Society in 1846 and the African Baptist Association in 1854.

The church was incorporated as the Cornwallis Street Baptist Church in 1892. The structure notably survived the Halifax Explosion in 1917 and served as a temporary shelter for many who lost their homes.

A request has been submitted by Case Design/Remodeling, on behalf of the property owners, to substantially alter 5457 Cornwallis Street, Halifax.

Existing Site Context

The subject property is approximately 350 square metres in size and fronts on Cornwallis Street. The original heritage structure is wholly located on the subject property. However, the Cornwallis Street Baptist Church also owns four abutting properties to the northeast, and a recent addition to the rear of the building extends on to two of these lots. This addition was constructed in 1957 and currently houses the church's great hall, classrooms and office spaces. Two other detached buildings operated by the Church are also located on the abutting properties. A site plan of the properties is included as Attachment B.

The property is zoned C-2 (General Business) Zone. It is a municipal heritage property and is located within the Peninsula North Secondary Plan of the Halifax Peninsula Land Use By-law.

Proposed Development

The proposed substantial alteration involves the construction of an addition to the current church building. This addition would be attached to the northeastern side of the original Cornwallis Street Baptist Church building and the front of the existing rear addition. The project would see the retention and preservation of the front portion of the original heritage structure.

Requested Alterations

The applicant has applied to permit the construction of an addition to the Cornwallis Street Baptist Church. The proposed addition would connect to the front of the existing addition at the rear of the property and the northeastern sidewall of the heritage building, as shown on Attachment C. The new structure would extend forward toward Cornwallis Street and to the northeast over two of the Church's abutting properties.

The addition would include a new library, kitchen and administrative offices for the Cornwallis Street Baptist Church. It would significantly enhance the accessibility of the facility and increase the amount of community space available. The exterior of the addition would feature large rectangular windows and cellular pvc board siding in a dark grey finish that would provide a contrast between the new structure and the heritage building. This addition would be connected to the northeastern side of the heritage building and the front of the existing addition by an enclosed vestibule that will provide a new accessible entranceway to the church. The proposed addition would also provide a direct interior connection between the sanctuary and the great hall, allowing for a more functional use of the building. The exterior of this portion of the addition is proposed to be mainly glass doors and windows with rosetta ledge stone veneer extending to the roof. Renderings of the proposed addition are included as Attachment D.

Substantial Alteration Legislation

In accordance with Section 17 of the *Heritage Property Act* (HPA), a substantial alteration to a municipal heritage property requires Regional Council approval.

The HPA defines a substantial alteration as *"any action that affects or alters the character-defining elements of a property"*.

The character-defining elements of a property are defined as *"the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to heritage value and that must be sustained in order to preserve heritage value."*

Heritage value is defined as *"the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations and embodied in character-defining materials, forms, locations, spatial configurations, uses and cultural associations or meanings."*

Therefore, a determination on the appropriateness of a substantial alteration lies in its effect on the property's unique heritage value and character defining elements.

Heritage Value & Character-Defining Elements

In order to determine the appropriateness of a substantial alteration, a full understanding of the building's heritage values and character defining elements is needed. As a point of reference, staff have prepared a heritage building summary which outlines the heritage values and character defining elements for the Cornwallis Street Baptist Church (included as Attachment E). This summary was created using the historic information contained in the HRM's heritage property file.

The Standards and Guidelines for Historic Places in Canada (Standards and Guidelines) are used to perform an analysis of the appropriateness of a substantial alteration's impact on a property's heritage value and character defining elements. The Standards and Guidelines help to ensure that careful consideration is given to how the proposed alteration may affect the heritage values and character defining elements of the building.

Regulatory Context and Approval Process

The proposal is also subject to the Halifax Peninsula Land Use By-law. Development proposals must conform to the land use and building envelope requirements of the Land Use By-law in order to receive a development permit.

If Council refuses the requested substantial alteration to the heritage property, the owners may choose to make the alteration to the heritage property three years from the date of the application, but not more than four years after the date of the application, in accordance with Section 18 of the *Heritage Property Act*. Should the plans for the alteration require revision, a new substantial alteration application will be required, which will start a new three year waiting period.

DISCUSSION

The overarching term for protecting historic places in Canada is conservation, which is described by the *Standards and Guidelines for the Conservation of Historic Places in Canada* as “all actions or processes aimed at safeguarding the character-defining elements of an historic place to retain its heritage value and extend its physical life”. Conservation may specifically involve preservation, rehabilitation, restoration, or a combination of these actions. Applying the Standards and Guidelines to the development proposal requires an understanding of the approach to the project, and the character defining elements and heritage values for the property. The primary approaches for this proposal are rehabilitation and preservation.

Rehabilitation involves the sensitive adaptation of an historic place providing a continuing or compatible contemporary use, while protecting heritage value. Rehabilitation can include the replacement of elements or components of the building with an accurate replica or a new design compatible with the style, era and character of the historic place. Rehabilitation projects can revitalize historical relationships and settings. Rehabilitation projects are evaluated using general Standards 1 through 9, and three additional Standards 10 through 12 which relate specifically to rehabilitation. Staff have completed an evaluation of the proposal using the *Standards and Guidelines*, which is summarized in Attachment F.

The proposed new structure would connect to the northeastern side of the Cornwallis Street Baptist Church building. As a result, this sidewall of the church, from the front of the rear addition to the back of the steeple, would be enclosed as part of the proposed project. As outlined in the Heritage Building Summary, the character defining elements of the heritage building are generally located on the front portion of the church. The sidewall does not feature any character defining elements and has been updated to include modern windows that are not consistent with the heritage character of the building. Thus, staff believe the portion of the building that would be enclosed and renovated to provide interior entranceways to the existing sanctuary, has limited heritage value.

The proposed addition would also connect to the front of the 1957 brick addition at the rear of the property. The brick addition does not contain any character defining elements and would be integrated into the renovation.

The construction of the proposed addition would involve the demolition of an existing detached building on one of the abutting properties owned by the Cornwallis Street Baptist Church. The building is a two-storey wood-framed structure with wooden shingles. It was originally a dwelling, constructed sometime between 1889 and 1918, but currently serves as administrative offices for church staff. While the building does have some heritage value, it is very low integrity and is not a registered heritage property.

As described above, the proposed addition has been designed in a more contemporary architectural style. Staff believe the proposed design would be compatible with the historic Cornwallis Street Baptist Church building, while being distinct from the original structure. The addition will also be setback further from Cornwallis Street than the original building. This design would be consistent with the intent of Standard 11 of the Standards and Guidelines, which states that new work should be “physically and visually compatible with, subordinate to and distinguishable from the historic place”.

The proposed addition would provide a new accessible entrance, library, kitchen and administrative offices for the church. The project will greatly improve the functionality and capacity of the facility to maintain and grow the services offered. This will ensure that the building remains viable, supporting the continued maintenance of its heritage value in the future.

Staff believe the demolition and renovation work necessary to accommodate the proposed addition would not result in the removal of any of the character defining elements of the property or negatively impact its heritage value.

Conclusion

Case Design/Remodeling, on behalf of the Cornwallis Street Baptist Church, have submitted an application to substantially alter a municipally registered heritage property at 5457 Cornwallis Street through the construction of a new addition. The proposal would maintain and restore the front portion of the Cornwallis Street Baptist Church, which would ensure that the character defining elements of the building would remain intact. Staff believe the changes proposed for the property will not detract from the heritage value of the property, nor affect the character defining elements. The addition would be designed in a more contemporary style that is distinguishable from the original structure while being compatible with the heritage character of the property.

For reasons outlined in this report, it is the opinion of staff that this proposal meets the Standards and Guidelines and recommend approval of the substantial alteration.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing Case H00453 can be accommodated within the approved 2016/17 operating budget for Cost Centre C002, Urban Design. HRM is not responsible for construction and renovation costs.

COMMUNITY ENGAGEMENT

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

ALTERNATIVE

1. The Heritage Advisory Committee may recommend that Regional Council refuse the proposed substantial alteration to the Cornwallis Street Baptist Church. The Heritage Property Act does not include appeal provisions for decisions of Council regarding substantial alterations, however, if the substantial alteration application is refused, section 18(3) of the *Heritage Property Act* provides that the owners would be permitted to proceed with their proposal three years from the date of the application. This is not recommended as staff advise that the proposed substantial alteration be approved for reasons outlined in this report.
2. The Heritage Advisory Committee may recommend that Council approve the proposed substantial alteration with conditions and in so doing should provide reasons for the conditions based on applicable conservation standards



Map 1 - Location Map

5457 Cornwallis Street
Halifax

-  Registered Heritage Property
-  Subject Property

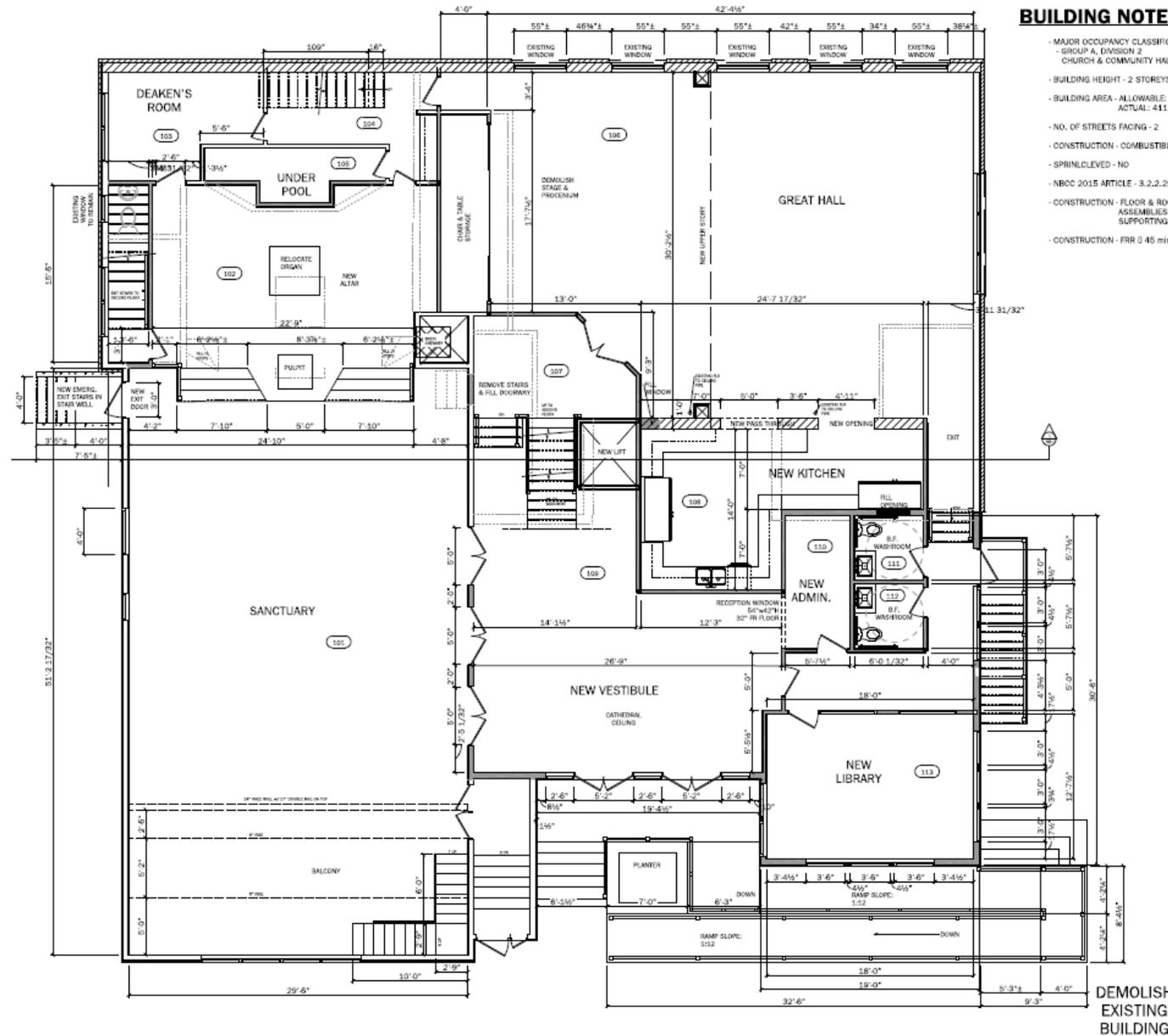
HALIFAX

HRM does not guarantee the accuracy of any representation on this plan.

Attachment A - Current Image



Attachment C – Proposed Addition



BUILDING NOTES

- MAJOR OCCUPANCY CLASSIFICATION - GROUP A, DIVISION 2 CHURCH & COMMUNITY HALL
- BUILDING HEIGHT - 2 STOREYS
- BUILDING AREA - ALLOWABLE: 17280 SF ACTUAL: 4117 SF
- NO. OF STREETS FACING - 2
- CONSTRUCTION - COMBUSTIBLE
- SPRINKLERED - NO
- NBC 2015 ARTICLE - 3.2.2.25
- CONSTRUCTION - FLOOR & ROOF ASSEMBLIES & SUPPORTINGS
- CONSTRUCTION - FRR 0.45 min



CORNWALLIS ST BAPTIST CHURCH
5457 CORNWALLIS ST
HALIFAX NS B3K 1B1

PROJ. NUMBER - #####
PROJ. DEVELOPER - R LEENES
ASST DESIGNER - A GIRARD
PROJ. MANAGER - G BOUTILIER
DRAFTER - M MARCHANT

DRAWING LOG:	DATE:
CONTRACT	06/06/2016

NOTES:
ALL MATERIALS AND CONSTRUCTION SHALL COMPLY WITH THE REQUIREMENTS OF THE LATEST EDITION OF THE NATIONAL BUILDING CODE OF CANADA, THE NOVA SCOTIA BUILDING CODE AND LOCAL AREA REQUIREMENTS
DIMENSIONS TAKEN FROM OUTSIDE FACE OF STUD AND TO FACE OF INTERIOR WALLS
ASSUMED EXTERIOR WALL THICKNESS 8" (3/2 STUD + 1/2 GYP. BOARD FINISH)
ASSUMED INTERIOR WALL THICKNESS 1 1/2" (3/2 STUD + 1/2 GYP. BOARD FINISH EACH FACE)

SCALE:	DATE:
NOT TO SCALE	14/05/2017

PG-05

MAIN FLOOR CONSTRUCTION PLAN

Attachment D – Building Renderings



Attachment D – Building Renderings



Attachment E - Heritage Building Summary

Cornwallis Street Baptist Church: 5457 Cornwallis Street, Halifax (c.1832)



Character Defining Elements:

- Symmetrical window placement on the façade including an upper triple window and a series of four windows below within one large opening.
- Palladian arched windows featuring fan lights.
- Modest four sided steeple with a bellcast curved steepled roof and a finial.
- Cedar shingle siding.
- Pronounced decorative eaves with dentils
- Defined cornerboards with classical returns.

Heritage Value:

The Cornwallis Street Baptist Church was constructed in 1832 and underwent significant renovations in 1914. It is primarily an example of Neo-Classic Georgian architecture. This style is demonstrated through the symmetry of the window placement, the classical eave returns and corresponding cornerboards and the pronounced decorative eaves with dentils.

The building was originally known as the African Baptist Church and was the first of its kind to be established in Nova Scotia. The Reverend Richard Preston, an influential figure in Nova Scotia's Black community in the first half of the 19th Century, was the first pastor of this congregation. He went on to found several churches throughout Nova Scotia as well as forming the African Abolition Society in 1846 and the African Baptist Association in 1854.

The church was incorporated as the Cornwallis Street Baptist Church in 1892. The structure notably survived the Halifax Explosion in 1917 and served as a temporary shelter for many who lost their homes.

Attachment F - Standards & Guidelines Evaluation

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 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.

PRIMARY TREATMENT: PRESERVATION			
<i>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.</i>			
STANDARDS 1-10	Complies	N/A	Discussion
1. Conserve the <i>heritage value</i> of an <i>historic place</i> . Do not remove, replace or substantially alter its intact or repairable <i>character-defining elements</i> . Do not move a part of an historic place if its current location is a character-defining element.	Yes		<p>The Cornwallis Street Baptist Church was built in 1832 and underwent substantial renovations in 1914 that contribute significantly to its current heritage character as an example of Neo-Classic Georgian architecture. The building’s character defining elements that reflect this style are generally located on the front portion of the church. This portion of the building will be preserved and restored as part of the proposed project.</p> <p>The construction of the proposed addition would result in the enclosure of the northern wall of the church building and the front wall of an existing addition (constructed in 1957). The project would also involve the removal of an existing detached structure (likely constructed between 1889 and 1918) on a neighbouring unregistered property owned by the applicants. Staff are of the opinion that these structures do not feature any character defining elements.</p>
2. Conserve changes to historic places that, over time, have become <i>character-defining elements</i> in their own right.	Yes		The addition would result in the removal of the front of an existing addition, constructed in 1957. This structure has

		<p>limited features of any particular style and it is staff's opinion that it does not contribute to the heritage character of the property.</p> <p>The project would also involve the removal of a detached structure on a neighbouring property that was likely constructed between 1889 and 1918, although the exact date of construction is unknown. While the building does have some heritage value, it is low integrity and is not located on a registered heritage property.</p>
3. Conserve <i>heritage value</i> by adopting an approach calling for <i>minimal intervention</i> .	Yes	<p>The main impacts of the proposed development would be on portions of the property with limited heritage value that do not feature character defining elements. Some rehabilitation work will take place on the façade of the church building to restore the character defining elements being maintained.</p>
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	<p>The building design of the proposed addition would feature a more modern style of architecture that would ensure that it is easily distinguishable from the heritage structure.</p>
5. Find a use for an <i>historic place</i> that requires minimal or no change to its <i>character-defining elements</i> .	Yes	<p>The proposed addition would support the continued use of the property as a place of worship without impacting its character defining elements. The project would improve the accessibility and functionality of the building and allow for the growth and development of programming and services offered.</p>
6. Protect and, if necessary, stabilize an <i>historic place</i> until any subsequent <i>intervention</i> 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.		N/A
7. Evaluate the existing condition of <i>character-defining elements</i> to determine the appropriate <i>intervention</i> needed. Use the gentlest means possible for any intervention. Respect <i>heritage value</i> when undertaking an intervention.	Yes	<p>The applicants are proposing to undertake some minor interventions to restore the finishes of the existing Cornwallis Street Baptist Church as part of the overall renovation in order to ensure that the building's character defining elements are maintained.</p>

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 applicants are proposing to undertake some minor interventions to restore the finishes of the existing Cornwallis Street Baptist Church as part of the overall renovation in order to ensure that the building's character defining elements are maintained.
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.		N/A	

PRIMARY TREATMENT: REHABILITATION			
<i>Rehabilitation is 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.</i>			
STANDARDS 10-12	Complies	N/A	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		The applicants are proposing to undertake some minor interventions to restore the finishes of the existing Cornwallis Street Baptist Church. The applicants will use like materials as much as possible and use compatible materials where required.
11. Conserve <i>heritage values</i> and <i>character-defining elements</i> when creating new additions to an <i>historic place</i> or any related new construction. Make new work physically and visually compatible with, subordinate to and distinguishable from the historic place.	Yes		The design of the proposed addition features a modern style of architecture and contemporary materials. Staff are of the opinion that the addition would be compatible with the heritage building while being easily distinguishable from the original structure. The addition will also be setback further from Cornwallis Street than the church building to ensure that it remains the more prominent feature of the lot.
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 addition would be connected to the heritage building's northern sidewall. The wall would be enclosed and will be renovated to provide interior entranceways to the existing sanctuary but the general form of the original building will be maintained.