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# Heritage Advisory Committee June 25, 2014

**TO:** Chair and Members of the Heritage Advisory Committee

SUBMITTED BY:

Original Signed Brad Anguish, Director, Community and Recreation Services

**DATE:** June 6, 2014

SUBJECT: Case H00387: Substantial Alteration to 1300 Hollis Street, Halifax – The William Pryor House – a municipally registered heritage property

# <u>ORIGIN</u>

Application by Geoff Keddy Architects

# **LEGISLATIVE AUTHORITY**

Nova Scotia Heritage Property Act

## **RECOMMENDATION**

It is recommended that the Heritage Advisory Committee recommend that Halifax Regional Council approve the proposed substantial alteration to 1300 Hollis St., the William Pryor House, as outlined in Attachments A and B of this report.

## **BACKGROUND**

The property at 1300 Hollis Street, Halifax is a municipally registered heritage property (Map 1). It is presently used as offices for Metro Guide Publishing, and is located at the southwest corner of Morris and Hollis Streets. On April 15, 2014, Geoff Keddy Architects submitted an application on behalf of the property owners for a substantial alteration to the heritage property on behalf of the property owners. The applicant wishes to make exterior changes to the windows and doors at the rear of the building which would facilitate a change of use to a restaurant. In accordance with Section 17 of the Nova Scotia *Heritage Property Act*, any substantial alteration to a municipal heritage property requires Regional Council approval.

## Heritage Value

The Heritage Property Act defines "heritage values" 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." The William Pryor House is valued for its architecture and historical association with its occupants.

The William Pyror house was built c.1830 by William Pryor, a descendent of the New York Loyalist Edward Pryor. William Pryor was a West India trader, shipping owner, sea captain and privateer who worked for his father's shipping firm Pryor, Gouge and McLean. In later years, the firm was renamed William Pryor and Sons, and it operated until 1879. The Pryor wharf was located nearby at the foot of Bishop Street.

William Pryor occupied the house from its construction in 1830 until his death in 1859. His son, James Pryor, purchased the house from his father's estate, and occupied it until 1876. Other interesting building owners included:

- Joseph Muirhead, one of Halifax's first plumbers, then called a 'sanitary engineer'.
- Jason Creed, building owner from 1900-1913, who ran an innovative service to businesses with secretaries, clerks, stenographers, typists, book keepers, etc., and most of the employees were family members; and
- Leverett Norman who operated a restaurant and hotel named "Norman's" in the building from 1927-1961.

The William Pryor house is an interesting example of the late Georgian style of architecture. This small scale 2<sup>1</sup>/<sub>2</sub> storey, 5 bay building was built close to the ground, with small vertically proportioned windows, and a truncated roof with a modest overhang and simple dentils. On the Hollis Street elevation, the roof has a pedimented gable dormer with a decorative semi-circular window. When the building was converted to a restaurant use, the corner entrance and flat roofed addition along Morris Street were added. At this same time, the main entrance on Hollis Street and first floor windows were altered, and the building was stuccoed. The stucco has been since covered with wooden clapboard.

The building, in its original form with its central entrance and the pedimented gable dormer, was rare for a small residential building, and its symmetrical composition suggested a late Georgian

style. Today, the present form of the building illustrates an evolution that has been required to adapt to the changing uses it continues to accommodate.

## Character Defining Elements

Under the Heritage Property Act, the "character-defining elements" of a heritage building 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." The following is a list of character-defining elements relating to the architectural significance of William Pryor house:

- Small scale, 2 <sup>1</sup>/<sub>2</sub> storey construction;
- Low foundation;
- Narrow two storey addition with flat roof (Morris Street);
- One storey, flat roof addition (Morris Street);
- Original, small vertically proportioned windows (2<sup>nd</sup> floor);
- Medium pitched truncated hipped roof with a modest overhang and simple dentils; and
- Pedimented gable dormer with decorative dentils and a semi-circular window.

## Heritage Building Conservation Standards & Design Manual

The Heritage Building Conservation Standards are used to evaluate proposed alterations to registered heritage buildings within HRM. The Building Conservation Standards (Attachment D) 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. Different design approaches may be applicable in different contexts to allow for a better integration of new development with existing heritage buildings.

Within the Downtown Halifax Plan Area, the Building Conservation standards are to be used in parallel with the Heritage Design Guidelines of the Design Manual when evaluating proposed alterations to registered heritage buildings. The Design Guidelines maintain that careful consideration is given and that different strategies may apply in different contexts to better integrate new development with existing heritage buildings.

# **Approval Process**

This proposal is subject to the Site Plan Approval process of the Downtown Halifax Land Use By-law. Development proposals must conform to the land use and building envelope requirements of the Land Use By-law, as well as meet the requirements of the By-law's Design Manual which includes Heritage Design Guidelines.

In this instance, the Development Officer has reviewed the proposed building alterations and determined that, as the proposal will not materially change the external appearance of the building facing the street lines, it is subject to the *non-substantive site plan approval process*. This process requires notification to property owners within 30 metres of the subject property, but it does not involve a decision by the Design Review Committee nor an appeal mechanism to Regional Council, as is the case with substantial site plan requests. Provided that Regional Council approves the substantial alteration to the municipal heritage property, staff is able to issue the permits necessary to authorize construction.

## DISCUSSION

## Proposal

The proposed changes to windows and doors to the rear addition will allow the change of use from office to restaurant use. The changes are illustrated in Attachments A and B.

The exterior changes to the building are limited to the existing rear addition, and will not affect the main building. The changes on Morris Street elevation include:

- The rear addition presently has two large square window openings filled with glass block (Attachment C). These openings will be removed and a row of 8 ganged windows (each measuring 3'x7') along Morris Street, and an additional 3 windows along the wall are to be created for a new recessed entry. The wall cladding will be repaired to match the existing cladding.
- A new recessed entry system is proposed for this elevation, which includes a door and side lites on each side. This new entry will be recessed by 9' and measure 8' in width.
- An L-shaped wooden planter measuring 10.5'x2' will be created in front of the 2 storey addition, and along the inside of the proposed recessed entry.

The exterior changes to the rear addition along the Hollis Street elevation include:

- On the one storey addition replacement of the existing sliding garage door facing Hollis Street with a new steel panel door. Additionally, a new concrete landing and set of stairs.
- On the two storey addition the replacement of a small, non-original window with a new steel panel door which will access the same concrete landing and stairs as the entry on the one storey addition (Attachment B).

As noted in the Background section of this report, the proposal is to be evaluated against both the Heritage Building Conservation Standards and Section 4 of the Design Manual.

## Heritage Building Conservation Standards

The proposal has been evaluated against HRM's Heritage Building Conservation Standards (Attachment D) and staff offer the following comments relative to the applicable standards:

• *Historic Character*: Standard #2 advises that the historic character of the property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided.

The replacement of non-original windows and doors, and the creation of a new recessed entry will not have a negative effect on the historic character of the property. The main building is remaining in its present condition, and all of the proposed alterations are to the rear addition. While the addition may be considered historic as it has been on the building since 1927, its value lies more in its form and how it illustrates the nature of the evolution of this building rather than its material composition.

• *Historical Development*: Standard #3 advises that each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical

development, such as adding hypothetical features or architectural elements from other buildings, shall not be undertaken.

The window and door alterations will be easily viewed as modern changes, but are in keeping with the overall heritage value of the property.

• **Preserve Historic Changes:** Standard #4 advises that most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

Staff do not believe the proposal will have a negative effect on any of the historic changes that have added heritage value to the property. The rear addition is already highly altered. The proposed changes outlined in this report are a continuation of the evolving changes that have occurred to the addition.

## **Design Manual: Heritage Design Guidelines**

Section 4.5 of the Heritage Design Guidelines, Guidelines for Façade Alterations on Registered Heritage Buildings and Buildings in Heritage Conservation Districts, applies to this proposal (Attachment E). Staff have evaluated the proposal and conclude that it is consistent with these Guidelines. The proposed alterations to the existing rear addition will enable the rehabilitation of the William Pryor House while preserving the visual prominence of this heritage asset.

Some of the Guidelines are prescriptive, while others call for the exercise of discretion and it is those matters which are outlined in more detail as follows:

# <u>Section 4.5.3 – Contemporary Expression within the Historic Shopfront Frame</u>

The proposal is not rehabilitating an existing shopfront, but rather creating a new storefront on a later addition to the historic building. Therefore, staff have evaluated the proposal using section 4.5.3 of the Design Manual which addresses contemporary expression within a shopfront.

The proposed window and door changes will create a main entrance to the restaurant on Morris Street, and rejuvenate the overall appearance of the addition. Section 4.5.3 advises that contemporary shopfront design in historic commercial buildings supports and stimulates retail revitalization. The creation of a recessed entry and long row of ganged windows is a modern design which allows for a functional reorganization of the addition, while respecting the character defining elements of the building as a whole.

### Section 4.5.5 – Windows

This section of the Design Manual advises that windows are extremely important to the character of historic commercial buildings in the downtown. Subsection (g) gives guidance in instances where original windows have been replaced or existing windows are inappropriate to the building. In these instances, new windows should be designed to replicate the original windows. If this information is not available, traditional windows should be designed. The existing glass block windows are a contemporary treatment proposed for replacement with a more sympathetic modern window/door treatment which does not negatively affect the heritage values of the property.

#### Conclusion

The proposal will see a new 'shopfront' created on the Morris Street elevation and a return the building to its previous use as a restaurant. While the proposed changes are modern in design, they are consistent and representative of the alterations that have occurred over time to the addition. They will not have a negative effect on the character defining elements or heritage values associated with the building. Therefore, staff recommend that the Heritage Advisory Committee recommend that Regional Council approve the substantial alteration to 1300 Hollis Street, as contained in Attachments A and B.

## FINANCIAL IMPLICATIONS

The HRM costs associated with processing this application can be accommodated within the approved 2014/15 operating budget for C310 Planning & Applications. HRM is not responsible for renovation costs.

### **COMMUNITY ENGAGEMENT**

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was information sharing achieved through the HRM website and public accessibility to the required Heritage Advisory Committee meeting, Design Review Committee, and Regional Council.

#### ENVIRONMENTAL IMPLICATIONS

No concerns identified.

#### **ALTERNATIVES**

- 1. The Heritage Advisory Committee may recommend that Regional Council approve the proposed substantial alteration to the William Pryor House with conditions or modifications and in doing so should provide reasons for the conditions based on the applicable conservation standards. This is not recommended.
- 2. The Heritage Advisory Committee may recommend that Regional Council refuse the proposed substantial alteration to the William Pryor house as outlined in this report. The *Heritage Property Act* does not include appeal provisions for decisions of Council regarding substantial alterations, however, the owners would be permitted to proceed with their proposal three years from the date of the application. This is not recommended.

#### **ATTACHMENTS**

Map 1:	Location Map – 1300 Hollis Street, Halifax
Attachment A:	Morris and Hollis Street Elevations
Attachment B:	Site Plan
Attachment C:	Current Photographs
Attachment D:	HRM's Heritage Building Conservation Standards

Attachment E: Design Manual Checklist - Guidelines for Façade Alterations on Registered Heritage Buildings and Buildings in Heritage Conservation Districts

A copy of this report can be obtained online at http://www.halifax.ca/commcoun/cc.html then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by:

Maggie Holm, Heritage Planner, 490-4419

Report Approved by:

Original Signed Kelly Depty, Manager of Development Approvals, 490-4800





Attachment A – Morris and Hollis Streets Elevations





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# Attachment C - Current Photographs



Wall to be modified





Corner of Morris and Hollis Streets.



Part of addition to be modified

Hollis Street showing rear addition.



Hollis Street.

## Attachment D: HRM's Heritage Building Conservation Standards

These Conservation Standards are based on Conservation Standards used by the United States Secretary of the Interior (36CFR67)(1991) and are in keeping with most conservation principles, including the Venice Charter (1964). The historic character of a heritage resource is based on the assumptions that (a) the historic materials and features and their unique craftsmanship are of primary importance and that (b) in consequence, they are to be retained, and restored to the greatest extent possible, not removed and replaced with materials and features which appear to be historic, but which are in fact new.

- 1. The property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building, its site and environment (see Note 1).
- 2. The historic character of the property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided.
- 3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding hypothetical features or architectural elements from other buildings, shall not be undertaken.
- 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- 5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize the property shall be preserved.
- 6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old design in colour, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- 7. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible. Chemical or physical treatments, such as sandblasting, that cause damage historic materials, not be used.
- 8. Significant archaeological resources affected by the project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- 9. New additions, exterior alterations, or related new construction shall not destroy materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment (See Note 2).
- 10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
- Note 1: This standard is not intended to regulate the use of property. Land use regulation is implemented through the Land Use By-law under authority of the Municipal Government Act.
- Note 2: Within the Downtown Halifax Secondary Planning Area and the Barrington Street Historic District, section 4 of the Design Manual of the Downtown Halifax Land Use Bylaw shall be considered in evaluating matters relating to compatibility of massing, size, scale and architectural features.

Attachment E – Design Manual Checklist						
Section	Guideline	Complies	Discussion	N/A		
4.5	Guidelines for Facade Alteration on Registered Heritage Buildings and Buildings in Heritage Conservation Districts					
4.5.1	Rhythm of Bays and Shop Fronts					
4.5.1a	The traditional architectural elements of historic building facades such as columns, pilasters, entries and shop fronts which establish a pedestrian scale and rhythm, should be retained.			*		
4.5.1b	Consolidating two (or more) shop fronts into one is discouraged, since it reduces pedestrian interest. If such consolidation is proposed, the retention of original historic building features should not be compromised, even if this means retaining a redundant entry configuration.			*		
4.5.2	Lower Facade (Storefront)		•			
4.5.2a	Existing traditional shop fronts should be retained.			*		
4.5.2b	Historic photos and drawings should be used to support the restoration or replication of decorative elements of historic significance in the shop front.			*		
4.5.2c	<ul> <li>The following features should be incorporated in the design of rehabilitated or restored shop fronts, as applicable:</li> <li>Restoration of cast iron or masonry elements; or</li> <li>A high percentage of glazing, in the display window area, transom windows and in the entry door(s); or</li> <li>A recessed entry with a rectangular or trapezoidal plan; or</li> <li>Transom window above the entry and display windows, often stretching the full width of the shop front; or</li> <li>Base panels rich in detail and of durable materials; or</li> <li>A shop front cornice and sign band which is generally a reduced version of the main cornice atop the building; or</li> <li>Access to upper floors should be in the original configuration.</li> </ul>			*		
4.5.3	Contemporary Expression Within the Historic Shop front Frame					
	The objective is to allow and encourage contemporary shop front design in historic commercial buildings to support and stimulate revitalization, through the following		*-			

Attachment E – Design Manual Checklist						
Section	Guideline	Complies	Discussion	N/A		
	<ul> <li>approaches:</li> <li>Traditional Approach</li> <li>Veneer of Renovations</li> <li>Details Painted Over</li> <li>Infolding Windows and Doors</li> </ul>			•:		
4.5.4	Upper Facade					
4.5.4a	To maintain this upper floor pattern and texture, new window openings are encouraged to be repetitive, and organized in relationship to the vertical elements which frame and divide the facade.			*		
4.5.4b	Vertical elements such as pilasters, columns, cornices, and projecting bays should be retained.			*		
4.5.4c	Historic photos and drawings should be used to support the restoration or replication of decorative elements of historic significance on the upper facade.			*		
4.5.4d	Existing projecting bays or other architectural elements, such as cornices that project over the public right-of-way, should be retained provided that Building By-law, life-safety and other pertinent concerns have been satisfactorily addressed.		2	*		
4.5.4e	Existing fenestration patterns should be retained. Where new openings are proposed, they should be compatible with the existing architectural features of the building.			*		
4.5.5	Windows	- , ,	<u> </u>			
4.5.5a	Where there are existing windows within historic window openings which are either original or more recent replacements in the historical form and material, every effort should be made to retain and repair them.			*		
4.5.5b	Repair of existing wood windows should use wood sash and frames.			*		
4.5.5c	Where existing appropriate windows are too deteriorated to repair, replacement windows should replicate either original windows, as documented by historical photographs or drawings or the existing windows.			*		
4.5.5d	Replacement of wooden windows should be in wood, and should match the shape, proportion, type of operation,			*		

Attachment E – Design Manual Checklist					
Section	Guideline	Complies	Discussion	N/A	
	detail, colour and clarity of glass of the wood original when painted.				
4.5.5e	Where they exist, lintels, sills, and other historic window surround elements should be retained.			*	
4.5.5f	The original fenestration pattern should be retained. Where new openings are proposed, they should be compatible with the original composition in terms of alignment, proportion, surrounds, and ornamentation.			*	
4.5.5g	<ul> <li>In the event that the original windows have been replaced and the existing windows are inappropriate to the building, then new windows should be designed to replicate the original window's size, configuration and appearance as based on archival information. If such information is not available, the following criteria should be referenced:</li> <li>The dimensions of frames, sashes, muntins, etc., should be similar to traditional wood windows.</li> <li>The window should be divided into a minimum of two sash or panes; more divisions are also possible.</li> <li>Operable windows are encouraged and the method of opening should replicate that of traditional window types.</li> <li>Horizontally sliding windows are discouraged as they are not traditional.</li> <li>Glass should be clear; tints, colours or mirrored surfaces are not acceptable</li> <li>Frames and sashes should preferably be of painted or stained wood but aluminum clad windows are also acceptable.</li> <li>Vinyl windows are not permitted</li> <li>The sash should be recessed within the window frame at least 4 inches from the exterior surface of the building facade.</li> </ul>		*		
4.5.6	Materials				
4.5.6a	Brick in a range of buff/beige through red colours, traditional dimension.				
4.5.6b	Building stone, particularly granite and sandstone.			*	
4.5.6c	Terracotta, tile and glazed brick materials and decorative elements.			*	

Section	Guideline	Complies	Discussion	N/2
4.5.6d	Cast iron and pressed metal decorative elements, particularly cornices.			*
4.5.6e	Wood elements for shop front base panels, windows, bay window framing.			*
4.5.6f	Parged or cement rendered surfaces.			*
4.5.6g	Specially treated concrete finishes for rear or for some secondary surfaces.			*
4.5.6h	Wooden clapboards or shingles.	*		
	For existing buildings, where new materials are required for repair, they should match the old materials they are replacing. If this is not feasible for cost, technical or availability reasons, then new substitute materials should be largely indistinguishable from original materials. The treatment of existing materials is primarily that of good conservation techniques. Detailed recommendations for conservation of materials can be found in the Federal Standards and Guidelines for Conservation of Historic Buildings in Canada.			*
4.5.6i	Vinyl siding, plastic, plywood, concrete block, and EIFS (exterior insulation and finish systems where stucco is applied to rigid insulation), and metal siding utilizing exposed fasteners are prohibited for use on historic buildings in the downtown.	*		
4.5.6j	Darkly tinted or mirrored glass is also prohibited.	*		
	Generally, roofs on historic commercial buildings in the downtown are flat and covered with bituminous membrane, tar and gravel finish, etc. These materials are acceptable for both replacement roofs on existing buildings and new roofs on building additions. Some historic buildings have slate or wood shingle roofs. Where possible, these should be repaired or replaced with like materials. Where this is not feasible, then asphalt shingle roofs in black or dark grey tones are acceptable.			*
4.5.7	Cornice and Parapets			
4.5.7a	The retention of original cornices and parapets is required.			4
4.5.7b	Repairs should be undertaken with matching materials and			*

Attachment E – Design Manual Checklist					
Section	Guideline	Complies	Discussion	N/A	
4.5.7c	If cost or structural considerations make conservation of existing cornices difficult, substitute materials can be considered.			*	
4.5.7d	Where original cornices have disappeared, their replacement can be considered based on archival evidence.			*	
4.5.8	Penthouse & Minor Rooftop Structures	·			
4.5.8a	Where feasible, existing mechanical penthouses should be retained.			*	
4.5.8b	New rooftop elements or equipment on top of heritage buildings, such as satellite dishes and skylights should be set back far enough from the front or other facades to be inconspicuous from the sidewalk on the opposite side of the street.			*	
4.5.8c	The cladding material for new rooftop elements should be compatible with and distinguishable from those of the main building.			*	
4.5.9	Awnings and Canopies		·		
4.5.9a	Retractable fabric awnings are encouraged for use on all buildings. The fabric (usually heavy canvas, not shiny or translucent vinyl) can be a solid colour, preferably a traditional dark colour, or striped and usually the ends of the frame are left open.			*	
4.5.9b	Plain valences, often with a sign band are acceptable.			*	
4.5.9c	In some instances, metal and glass fixed canopies are appropriate, particularly if there is archival evidence of their precedent on the building or on similar historic buildings.			*	
4.5.9d	Stretch skin plastic or vinyl awnings are prohibited.	*			
4.5.9e	Curved stretch skin plastic and idiosyncratically shaped fixed awnings are prohibited.	*			
4.5.9f	Internal illumination of awnings or canopies is prohibited.	*			
4.5.10	Paint Colour				

Attachment E – Design Manual Checklist						
Section	Guideline	Complies	Discussion	N/A		
4.5.10a	Most paint manufactures supply a range of mid-toned heritage colours that complement traditional masonry materials and, in general, any and all of these are suitable for use on Barrington Street.	*				
4.5.10b	While it is possible to research original colours by scraping down, this has limited value because of the extent of renovation on the street - many wooden features are not original. Rather, it is recommended that paint to be used in a way that enhances the architectural character of the building.			*		
4.5.10c	Paint schemes should respect and reinforce the articulation of architectural features such as pilasters, columns, base panels, window casings, moulded trim elements, cornices, dentils, and brackets, etc.	*	×	r		
4.5.10d	Colours appropriate to the era of the building are encouraged, with the exception of the area described in Section 4.5.3 Contemporary Expression Within the Historic Shop front Frame. Within that area, higher-toned colours of individual choice are allowed, although vivid day-glow and fluorescent colours are not allowed. Appropriate colours for areas outside the shop front (i.e., structural elements framing the shop front and painted elements on upper storeys) are defined as colours within the heritage colour palettes of major paint manufacturers.	*				