

Heritage Advisory Committee
February 27, 2013

TO: Chair and Members of the Heritage Advisory Committee
Original Signed

SUBMITTED BY: Brad Anguish, Director, Community & Recreation Services

DATE: February 18, 2013

SUBJECT: **Case H00375: Application to consider a substantial alteration to 6454 Coburg Road, Halifax, a provincially and municipally registered heritage property**

ORIGIN

Application by Todd and Magdalena Barnard

LEGISLATIVE AUTHORITY

The Heritage Property Act.

RECOMMENDATION

It is recommended that the Heritage Advisory Committee recommend that Halifax Regional Council approve the substantial alteration to 6454 Coburg Road, Halifax, a municipally registered heritage property, as outlined in this report.

BACKGROUND

The subject property, 6454 Coburg Road, Halifax is known as ‘Coburg Cottage’ and is both a municipally and provincially registered heritage property. Therefore, any substantial alteration to the building requires approvals from both levels of government. The applicant wishes to remove and reconstruct the existing carport and sunroom, as well as create a small second storey addition above the sunroom as outlined in Attachments A to D. On October 9, 2012, the applicant received approval from the Governor in Council, thus providing the provincial government’s approval of for the substantial alteration to the building (Attachment E). With this approval in place, Regional Council’s approval of the alteration is now necessary to authorize the proposed construction.

History and Heritage Value

The *Heritage Property Act* defines "heritage value" 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.*" Coburg Cottage is valued for its historical association with its occupants. Coburg Cottage is a 2 ½ storey wood-framed house built in 1816 by William Pryor, a successful merchant in the West Indies trade and banker. Ms. Pryor (Miss Barbara Foss) was German born and it is believed she named the house Coburg Cottage after German Prince Leopold of Saxe-Coburg. It is also commonly believed that she is responsible for introducing to Halifax the German custom of decorating evergreen trees at Christmas in 1846. This is the second confirmed use of a Christmas tree in Canada after Quebec.

Following Pryor’s death in 1880, the property was acquired by Sir Sandford Fleming, chief engineer of the Intercolonial Railway, who lived in nearby Blenheim Lodge. From 1884 to 1907, the property was owned by merchant Thomas Kenny, who lived on the nearby Thornvale Estate, and he used Coburg Cottage as a staff residence. From 1955 to 1993, the property was owned by Kings College/Dalhousie University, and the Housser family owned the property from 1993 until 2008, when it was sold to the current owners – the Barnards.

Character-Defining Elements

Under the *Heritage Property Act*, “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.*” Coburg Cottage can be described as being New England colonial with influences from the Classical Revival, Italianate, and Gothic Revival styles. The following is a list of character-defining elements relating to the architectural significance of Coburg Cottage:

- a gable roof with returned eaves and a central multi-flu chimney;
- building well is setback from the street;
- a simple main entrance in an arched opening with a fanlight above and small side lights;
- front and west elevations are covered with clapboards, while the other elevations are clad with wood shingles;
- windows are two over two hung windows; and

- windows on the front elevation have hood moldings and wide decorative trim while second floor windows have entablature above and simple trim.

Prior Alterations

Over the years, a number of additions have been added to the building:

1. 1920's: a two storey 'ell' was built at the rear of the building;
2. 1960's: a single storey addition was added to the east elevation creating the main entrance, and sunroom addition at the west elevation; and
3. 1980's: a flat-roofed carport was added to the sunroom in the 1980's.

Registration

Coburg Cottage was registered as a municipal heritage property on November 26, 1981, when it was owned by Dalhousie University. The property was subsequently acquired by the Housser family who secured provincial heritage recognition for the property on July 24, 1991.

DISCUSSION

Proposal

The applicant wishes to remove and reconstruct the existing carport and sunroom, as well as create a small, second storey addition above the sunroom. The carport and sunroom were later additions to building, were not built soundly, and are presently in poor condition. The removal of these structures is necessary due to their deteriorated condition and lack of proper structural support. The reconstructed carport and sunroom will be larger than the existing, and the creation of a small, second floor addition is being proposed atop the sunroom. This second storey addition will create additional floor area on the second floor, and will be recessed to the rear of the house. The new design also takes advantage of the flat roofs of both the carport and sunroom providing space for two new patio areas.

All of the new work will be clad in wood clapboard and have traditionally designed trim which is complementary to the design of the main house. The vertically proportioned windows are similar to those on the main house but differentiated by using a 2-over-1 style. The flat roofs of the carport and sunroom have been designed to be used as patios and have been designed with traditional railings.

Carport

The existing carport measures 20'2" x 23'6" and the proposed replacement will measure 24'-8" x 30'-7". The enlarged carport will allow the new carport to match the width of the house, and accommodate two vehicles (Attachment C).

The configuration of the carport will see the car entrances relocated to the front (north); however, the effect of the grade changes will obscure this from the street. Additionally, a man door and 3 square windows are proposed for the west elevation (Attachment D), and a single garage door and single window for the south elevation (Attachment E).

Sunroom

The existing sunroom measures 10'-4" x 30'-7" and the proposed replacement will measure 20'-4" x 30'-7". This enlarged sunroom will extend further from the main house to the west (Attachment D). While there is no photographic evidence, a drawing dated of 1928 suggests the presence of a more substantial sunroom that was in better proportion to the main house (Attachment F).

The sunroom design shows vertically proportioned ganged windows that are simpler in design than those of the main house, but sympathetic in design. The original corner boards on the main house act as transition between the original house and the new work. The flat roof of the sunroom has been designed with a traditional railing to allow for a second storey patio (Attachment C). On the west elevation, the central set of ganged windows has been replaced with a set of three patio doors allowing access to the flat roof of the carport creating a patio (Attachment D).

Second Storey Addition

The second storey addition is recessed to the rear of the building and will see the removal of an existing window; however, the opening will be retained and used as an interior opening. A new exterior door on the north elevation will allow access to the flat roof of the sunroom creating a patio (Attachment C).

The roofline of this addition will match that of the main house in its roof pitch with returned eaves. Windows in the addition are square rather than rectangular to provide some privacy for the bathroom use within. The addition is recessed to the rear of the building, and due to the change in slope on Coburg Road, and the substantial setback of the building from the street, this addition will not be highly noticeable from the street.

Building Conservation Standards for Heritage Properties

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

1. **Impact on Historic Use:** The building will continue to be used for its historic purpose, and the substantial alteration outlined in this report requires minimal change to the defining characteristics of the building, its site and environment.
2. **Impact on Historic Character:** The historic character of the property will be preserved, and there is a minimal amount of historic materials that will be removed to accommodate the alteration. The sunroom and carport were not original to the building, nor do they retain any heritage value.
3. **Impact on Sense of Historical Development:** The alteration does not create a false sense of historical development and will be clearly distinguished as new work.
4. **Compatible Addition:** The new work will not destroy materials that characterize the property. The new work has been designed to be clearly differentiated from the old but is compatible with the building. This has been accomplished in terms of its relative

massing, its location on the side of the building, and design features such as compatible windows and exterior cladding that protect the historic integrity of the property.

Conclusions

While the new sunroom and carport will be larger than the existing rooms there is evidence that an earlier sunroom was more substantial than presently exists. Additionally, the poor condition and lack of structural support make the present sunroom and carport unsafe. The carport, sunroom and second storey addition have been designed in a manner that is both complementary to the main house, but clearly distinguishable as new work. Staff are of the opinion that the proposed alterations generally meet the Building Conservation Standards for Heritage Properties, and based upon these considerations staff recommend that the proposed substantial alteration be approved.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this application can be accommodated within the approved 2012/13 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 and Regional Council.

ALTERNATIVES

1. The Heritage Advisory Committee may recommend that Council approve the proposed substantial alteration to the Coburg Cottage as outlined in this report. This is staff's recommendation.
2. The Heritage Advisory Committee may recommend that Council approve the proposed substantial alteration to the Coburg Cottage with conditions or modifications and in doing so should provide reasons for the conditions based on applicable design guidelines and conservation standards.
3. The Heritage Advisory Committee may recommend that Council refuse the proposed substantial alteration to the Coburg Cottage 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 the recommended course of action.

ATTACHMENTS

Map 1:	Location Map
Attachment A:	Provincial Order in Council - Approval for a Substantial Alteration to 6454 Coburg Road, Halifax.
Attachment B:	Existing & Proposed Footprints - 6454 Coburg Road, Halifax
Attachment C:	North Elevation
Attachment D:	West Elevation
Attachment E:	South Elevation
Attachment F:	Historic Illustration of 6454 (c.1928)
Attachment G:	Building Conservation Standards for Heritage Properties, HRM By-law H-200
Attachment H:	Photographs

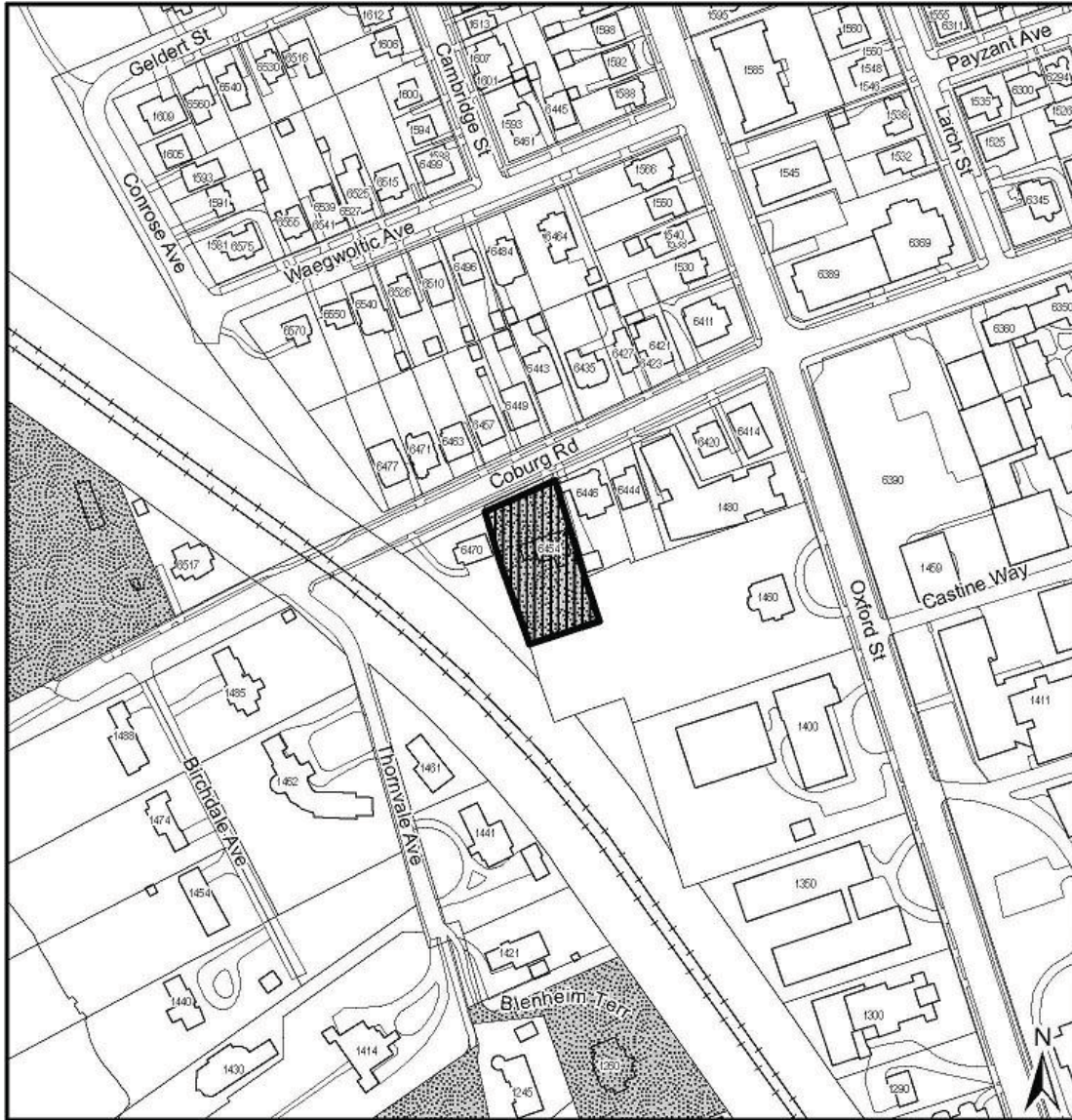
A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/cc.html> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Maggie Holm, Heritage Planner, 490-4419

Original Signed


Report Approved by:  Kelly Denty, Manager of Development Approvals, 490-4800


MAP 1: Location Map



Map 1 - Location

6454 Coburg Road
Halifax

 Subject property

 Registered heritage property

Halifax Plan Area



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

ATTACHMENT A: Provincial Order in Council – Approval for a Substantial Alteration to
6454 Coburg Road, Halifax



Communities, Culture and Heritage
Office of the Minister

World Trade and Convention Centre, 1800 Argyle Street, PO Box 456, Halifax, Nova Scotia, Canada B3J 2R5
Telephone 902 424-4889 Fax 902 424-4872 • www.gov.ns.ca

NOV 13 2012

Mr. Todd and Dr. Magda Barnard
6454 Coburg Road,
Halifax, NS B3H 2A7

Dear Mr. and Dr. Barnard:

I am writing to confirm that your application of April 20, 2012 to substantially alter the property known as Coburg Cottage, 6454 Coburg Road, a registered provincial and municipal heritage property, has been reviewed as per the requirements of the *Heritage Property Act*.

On November 6, 2012, the Governor in Council determined that your application to substantially alter Coburg Cottage, 6454 Coburg Road, be granted with the condition that the property owner provide documentation of photographs and drawings of the intervention in accordance with the *Canadian Standards and Guidelines for the Conservation of Historic Places in Canada* and that these will be placed in the provincial registry file for this property (see attached Order in Council).

Meanwhile, should you have any questions, please contact Kevin Barrett, Coordinator, Heritage Property Program, directly at 902-424-6396 or BARRETKL@gov.ns.ca.

Yours truly,

Original Signed

Leonard Preyra
Minister

Attachment (1)

cc: Ms. Andrea Fox, Architect, AFF Design Consulting Limited
Ms. Maggie Holm, Heritage Officer and Planner, Halifax Regional Municipality ✓
Mr. Marcel P. McKeough, Executive Director, Culture and Heritage Development
Mr. Craig Beaton, Director, Culture and Heritage Development
Mr. Kevin Barrett, Coordinator, Heritage Property Program



Executive
Council

Nova Scotia

*A certified copy of an Order in Council dated
November 6, 2012*

2012-348

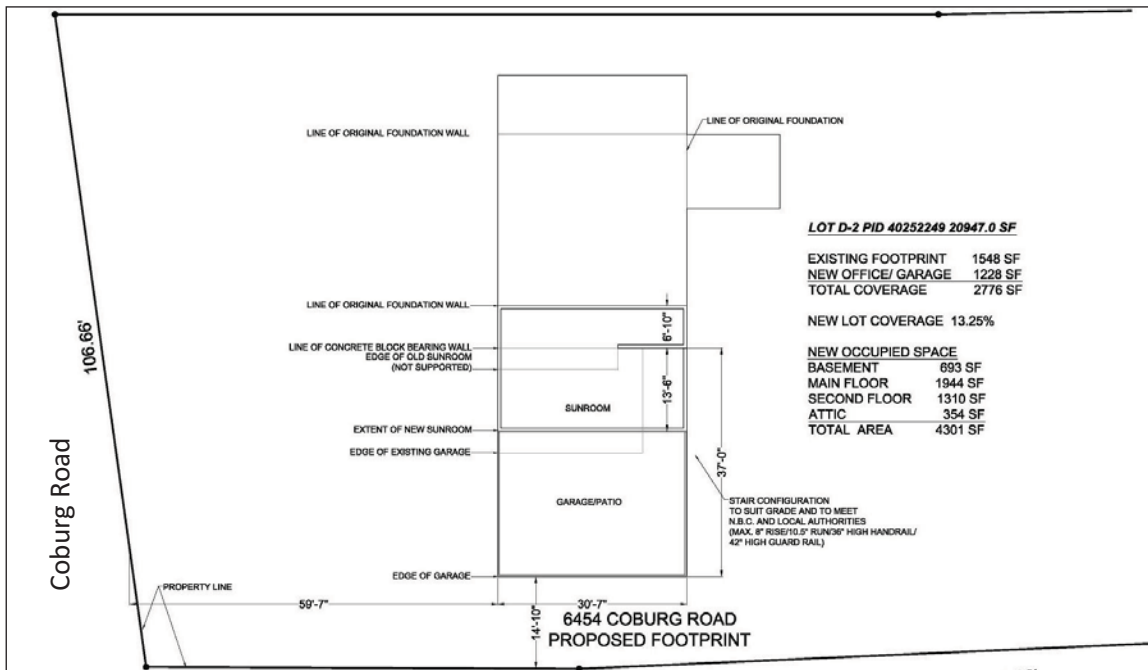
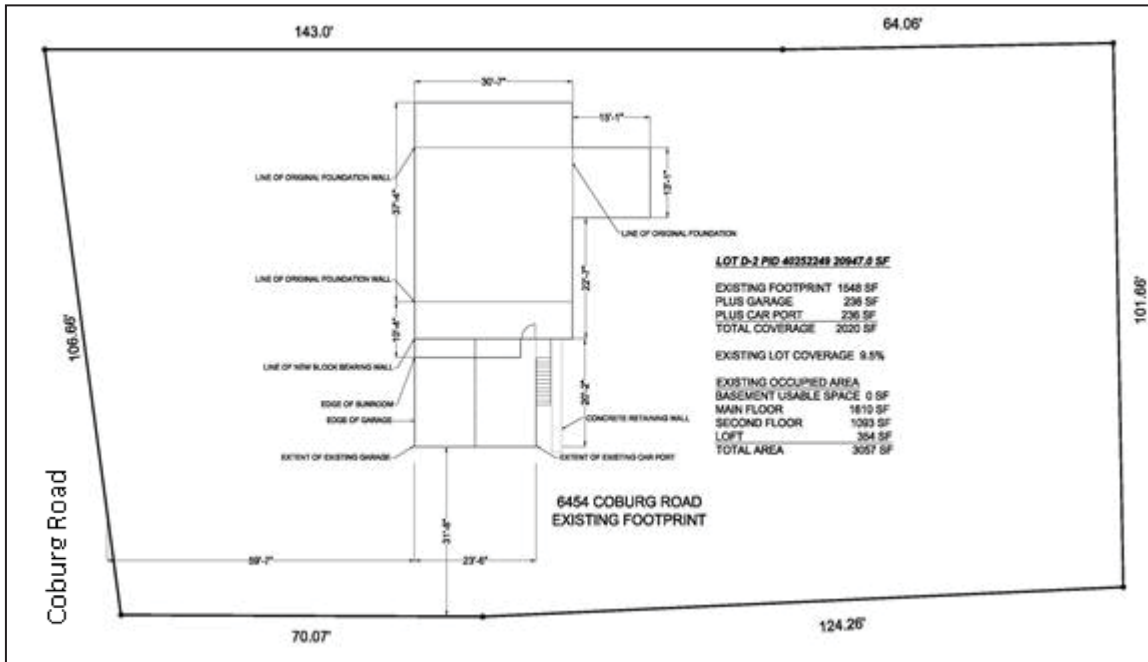
The Governor in Council on the report and recommendation of the Minister responsible for the *Heritage Property Act* dated October 9, 2012, and pursuant to Section 11 of Chapter 199 of the Revised Statutes of Nova Scotia, 1989, the *Heritage Property Act*, hereby grants the application dated April 20, 2012 to substantially alter Coburg Cottage, 6454 Coburg Road, Halifax Regional Municipality, a provincial heritage property, as recommended by the Advisory Council on Heritage Property with the condition that the property owner provide documentation of photographs and drawings of the intervention in accordance with the *Canadian Standards and Guidelines for the Conservation of Historic Places in Canada* and that these will be placed in the provincial registry file for this property.

Certified to be a true copy

Original Signed

.....
David Darrow
Clerk of the Executive Council

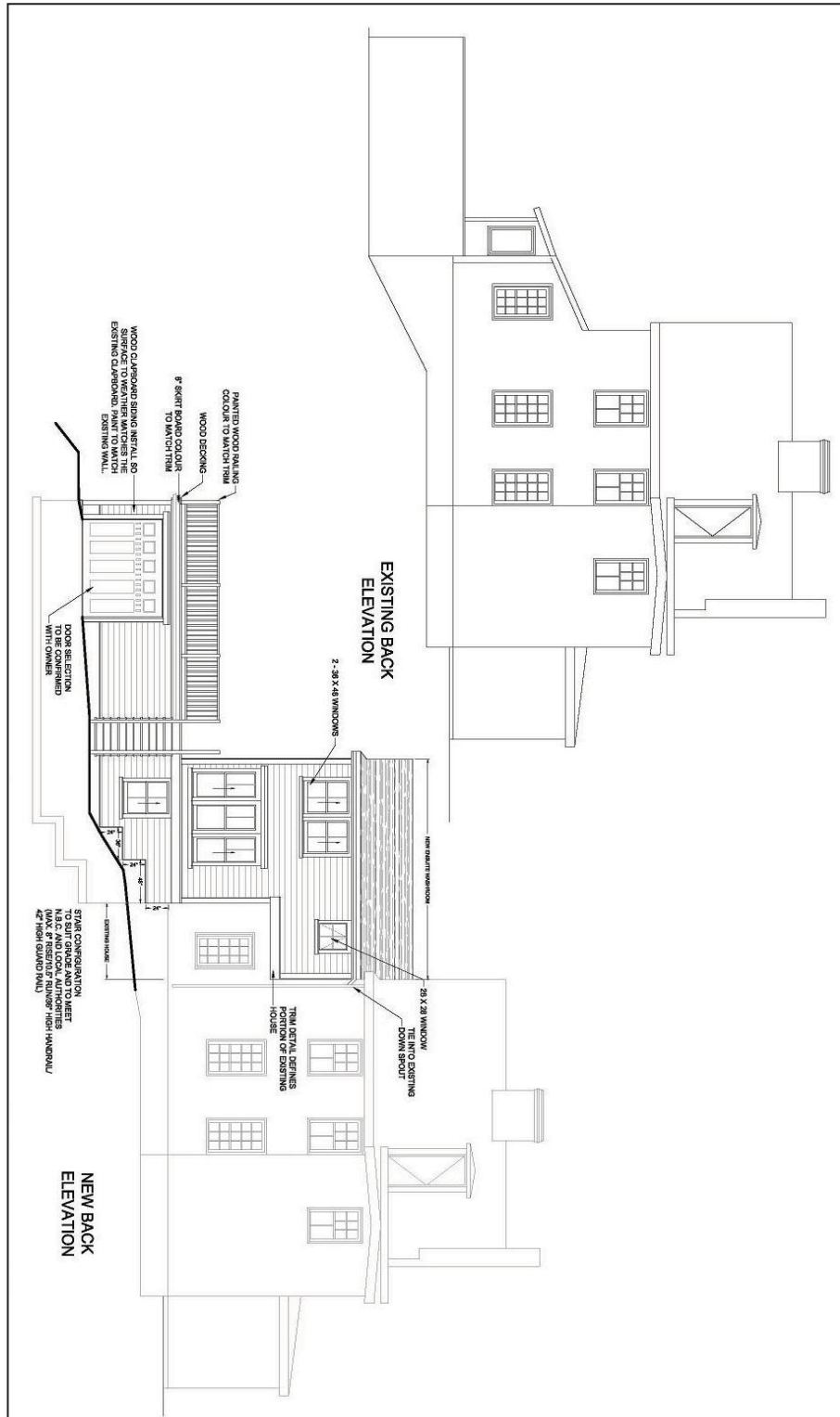
Attachment B: Existing & Proposed Footprints



Attachment C: North Elevation



Attachment E: South Elevation



Attachment F: Historic Illustration (c.1928)



Attachment G: Building Conservation Standards for Heritage Properties

The following standards will be used to assess all applications for property alteration and financial assistance. 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.
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 to historic materials, shall 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.
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.

The above-noted standards are based on the Conservation Standards used by the United States Secretary of the Interior (36 CFR 67) (1991). They are generally in keeping with most Conservation Principles, including the Venice Charter (1964).

Attachment H: Photographs



Photograph 1: Front elevation of 6454 Coburg Road, Halifax



Photograph 2: Rear elevation of 6454 Coburg Road, Halifax



Photograph 3: Rear view of sunroom and carport



Photograph 4: Carport