



Item No. 11.5.1
Halifax Regional Council
May 13, 2014

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY:  Original signed 
Emma Sampson, Vice Chair, Heritage Advisory Committee

DATE: February 24, 2014

SUBJECT: Case H00395: Substantial alterations to 5171 George Street (Bank of Commerce Building); 1813 Granville Street (Hayes Insurance Building); 1819 Granville Street (Merchants Bank of Canada Building); 1824 Hollis Street (Champlain Building); and 1820 Hollis Street (Flinn Building) – 5 municipally registered heritage properties.

ORIGIN

Motion passed at a meeting of the Heritage Advisory Committee on January 29, 2014.

LEGISLATIVE AUTHORITY

Section 21 of the Halifax Charter regarding Standing, Special and Advisory Committees.

By-law H-200 Respecting the Establishment of a Heritage Advisory Committee and a Civic Registry of Heritage Property.

RECOMMENDATION

While the Heritage Advisory Committee commends the developer and architect for their positive attitude toward the preservation and integration of heritage properties, the Heritage Advisory Committee recommends that the Halifax Regional Council reject the proposed substantial alterations for the following reasons:

1. The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 5171 George Street (Bank of Commerce building) as outlined in Attachments A-Y of the January 14, 2014 staff report, subject to the integration of the rear bank addition into the new development, because elements including the cantilever and accordion do not conform to Standard 9 in terms of compatibility;

... recommendations continued on page 2

2. The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration 1813 Granville Street (Hayes Insurance building) as outlined in Attachments A-Y of the January 14, 2014 staff report, due to the removal of the roof, a character-defining element;
3. The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 1819 Granville Street (Merchants Bank of Canada building) as outlined in Attachments A-Y of the January 14, 2014 staff report, because the committee finds it contrary to standard 9 in terms of compatibility and massing;
4. The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 1824 Hollis Street (Champlain building) as outlined in Attachments A-Y of the January 14, 2014 staff report, subject to the reinstatement of the fifth and sixth floors. (The Committee noted that while the return to a four storey building was largely viewed more favourably than staff's recommendation of retaining the fifth and sixth floors, the prevailing view of the Committee was to refuse the application for substantial alteration, outright).
5. The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 1820 Hollis Street (Flinn building) as outlined in Attachments A-Y of the January 14, 2014 staff report because it fails to comply with Standard 2 due to the removal of the truncated roof, a character defining element.

BACKGROUND

Staff presented the application by Lydon Lynch Architects on behalf of the property owner Robin Halifax Holdings Limited to substantially alter the five heritage properties and integrate them into a larger single development which would encompass the entire block, as outlined in the January 14, 2014 staff report.

DISCUSSION

The Committee had a lengthy discussion on the application and although there were aspects of the proposal that the members felt were positive in terms of preserving and integrating the heritage elements of the buildings; overall, the Committee felt the proposal was not in keeping with the Building Conservation Standards, particularly in scale, massing, and compatibility. An extract of the minutes attached to this report provides further detail on the Committee's discussion. The Committee did not support the staff recommendation and put forward a recommendation for refusal as noted above.

FINANCIAL IMPLICATIONS

None associated with this report. The attached staff report addresses financial implications associated with process the application.

COMMUNITY ENGAGEMENT

The Heritage Advisory Committee is an Advisory Committee to Regional Council comprised of 10 volunteer members of the public and two Councillors. The meetings are open to the public and the agendas and minutes are posted at www.Halifax.ca.

ENVIRONMENTAL IMPLICATIONS

None.

ALTERNATIVES

No Alternatives were provided.

ATTACHMENTS

Attachment 1. Extract of the minutes from the Heritage Advisory Committee's January 29, 2014 meeting.

Attachment 2. Staff report dated January 14, 2014

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

Report Prepared by: Sheilagh Edmonds, Legislative Assistant

7. REPORTS

7.1 Staff

7.1.1 Case H00395: Substantial alterations to 5171 George Street (Bank of Commerce building); 1813 Granville Street (Hayes Insurance building); 1819 Granville Street (Merchants Bank of Canada building); 1824 Hollis Street (Champlain building); and 1820 Hollis Street (Flinn building) – 5 municipally registered heritage properties.

A staff report dated January 14, 2014 was submitted.

Ms. Maggie Holm, Heritage Planner, provided a high level overview of the proposal and staff's assessment and recommendations. The following points were highlighted:

- The project is unusual in its magnitude. The proposal includes substantial alterations to five municipally registered heritage properties. These are treated together in one report but broken down into five different recommendations for the HAC.
- The proposal involves the removal of the majority of four heritage structures (Merchant's Bank of Canada, Champlain building, Flinn building, Hayes building) with the retention and restoration of their street-facing facades. A fifth building (Bank of Commerce) would remain intact, with substantial alterations to a rear addition. The proposal includes the construction of two twenty-two storey towers and three levels of underground parking. The design includes a variety of elements explained in detail in the report.
- The staff recommendation is to approve the proposal as presented, with modifications to the substantial alterations to two of the buildings: the Champlain building and the Bank of Commerce. For the Champlain building staff recommend approval of the proposed substantial alteration subject to the reinstatement of the fifth and sixth floors of the façade. The proposal includes the removal of the top two storeys which were an addition to the original building. For the Bank of Commerce building staff recommend approval of the proposed substantial alteration subject to the integration of the rear bank addition into the new development. This assessment is based on the view that the proposed substantial alterations would not comply with HRM standard 2 which states that "The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided." The staff assessment is that the other proposed alterations are generally in agreement with the standards and guidelines.
- The staff recommendation is based on the conservation standards, which speak to changes to heritage buildings, and design guidelines, which speak to the integration of heritage buildings with contemporary architecture. It is also based upon an interpretation of the Heritage Property Act, upheld in two recent

decisions at the URB, that the municipality may only regulate alterations to the exteriors of municipally registered heritage buildings.

- There was some discussion among staff as to whether the accordion feature that forms the base of the south tower conforms with Section 4.1.3 of the design guidelines manual which states that “new work in heritage contexts should not be aggressively idiosyncratic.” Ms. Holm stated that possible modifications could be pursued by the Design Review Committee through the site plan approval process.

Councillor Hendsbee asked who would own the pedway connecting the proposed development to the TD building. Ms. Holm replied that both buildings have the same owner.

Ms. van der Leest asked for clarification regarding the extent to which the cantilever protrudes over the Bank building and the extent of the setback of the existing addition to the Merchant’s Bank of Canada. Ms. Holm presented a rendering that shows the cantilever in detail. The measurements of the setback were not available but a rendering was shown.

Ms. van der Leest also asked if a study had been done regarding the potential for solar energy in the location for the proposed placement of the photovoltaic cells on the accordion portion of the building. Ms. Holm indicated that this information wasn’t included in the proposal.

As there were no more questions the Chair moved on to the presentations of the guests.

The Chair invited Ms. Kelsey McLaren, lawyer for Pink and Larkin, representing the Heritage Trust of Nova Scotia, to provide a brief presentation. Ms. McClaren’s presentation provided a summary of the following arguments that were presented in a letter written by Ronald Pink.

- It is the view of Pink Larkin that the proposal does not conform to the conservation standards or design guidelines in two ways for each of the five buildings:
 - It involves the destruction of historical materials and character defining elements (standard 2).
 - The proposed new additions would not be compatible with the heritage buildings (standard 9).
- Pink Larkin supports the Heritage Trust’s recommendation that the HAC refuse the proposals based on a disagreement with the staff assessment with regards to conservation standards 1, 2, 5, 9, 10.
- The 2009 decision of URB in regards to the Waterside Centre was based on different policies and predated the adoption of the guidelines. This decision cannot be relied upon in this case.

The Chair invited Mr. Phil Pacey, Chair of the HRM committee of the Heritage Trust of Nova Scotia, to provide a brief presentation. Mr. Pacey's presentation reiterated and provided additional detail to support the points made by Ms. McLaren. The following remarks were introduced:

- The Waterside Centre URB predated the introduction of the heritage conservation standards in the H-200 by-law.
- The proposal does not meet the HRM heritage policy for each of the municipally registered structures with respect to the character defining element of "height" which was historically 4 to 6 storeys. Other elements mentioned include:
 - The Champlain Building is 3 dimensional building and includes 2 facades with exterior historical materials on the rear of the building which would be removed in the proposal.
 - The pitched roof of the Hayes building is visible from the street and would be removed in the proposal.
 - The cantilever element will negatively impact the character defining elements of the Bank of Commerce Building and historical materials will be removed at its rear.
 - The truncated pitched roof of the Flinn Building is rare in the city and would be removed in the proposal.

The Chair invited Mr. Eugene Pieczonka, partner at Lydon Lynch Architecture, to provide a brief presentation. Mr. Pieczonka emphasized the following points.

- The scale and complexity of the proposal, due to the number of land uses and special features, is unique in downtown Halifax.
- The client has a strong respect for heritage and has committed to conservation and restoration costs of 15 million dollars. The design proposal has included collaboration with a number of heritage conservation experts and a meeting with the Heritage Trust. The resulting heritage retention strategy attempts to strike a balance between conservation and evolution.

Mr. Pieczonka provided an explanation and justification for the elements of the Bank of Commerce building and Champlain building elements that the staff report had taken issue with.

The Chair invited for the motion to be placed on the floor and then the committee would discuss the proposal.

MOVED by Mr. Matheson, seconded by Mr. Kingston that the Heritage Advisory Committee recommend Halifax Regional Council:

- 1. Approve the proposed substantial alteration to 5171 George Street**

(Bank of Commerce building) as outlined in Attachments A-Y of the staff report, subject to the integration of the rear bank addition into the new development;

- 2. Approve the proposed substantial alteration to 1813 Granville Street (Hayes Insurance building) as outlined in Attachments A-Y of the staff report;**
- 3. Approve the proposed substantial alteration to 1819 Granville Street (Merchants Bank of Canada building) as outlined in Attachments A-Y of the staff report;**
- 4. Approve the proposed substantial alteration to 1824 Hollis Street (Champlain building) as outlined in Attachments A-Y of the staff report, subject to the reinstatement of the fifth and sixth floors;**
- 5. Approve the proposed substantial alteration to 1820 Hollis Street (Flinn building) as outlined in Attachments A-Y of the staff report;**

The ensuing discussion highlighted the following points:

Councillor Hendsbee applauded the uniqueness of the buildings and the effort to retain heritage elements. He went on to ask why the architect had decided to retain a space between the two proposed towers. Mr. Pieczonka explained that the opening provides a space for a public plaza and that it reflects an effort to include benefits for the community in the development. Councillor Hendsbee next asked if a wind study had been carried out. Mr. Pieczonka explained that the wind study was favourable.

Ms. van der Leest pointed out that the proposed location of the solar panels does not receive full sunlight and she questioned their potential to generate energy. She also pointed out that the most important heritage building in the proposal is juxtaposed with the most asymmetrical element of new construction. She went on to suggest that if the glass in the accordion was a different colour it might be less conspicuous.

Ms. Morris stated that the historical context of the area, with Province House, one of the best preserved examples of Georgian architecture in North America, to the south, and with Granville Street mall to the north. She noted that these are both well-recognized and well-loved heritage places and that the proposed development is not in keeping with the scale of their streetscapes. Ms. Morris also expressed a concern that the proposed development did not include enough retail but it was clarified that the proposal would introduce additional retail spaces at street level.

Ms. Morris next expressed concern about of the proposed structures and their effect on sunlight, compounding the effects of neighbouring buildings. It was noted that the proposal does not extend to the maximum permissible building envelope and that it

includes public open spaces. Ms. Morris reiterated that she does not believe that the proposed buildings are compatible with the heritage structures on the block.

Mr. Cooke indicated that he does not believe that the proposal meets the requirements of standard number 9. He read the standard and noted that its wording is mandatory, not permissive. He stated that if the committee finds that the proposal results in the destruction of historical materials, the wording of standard 2 would require that the committee refuse to adopt the staff recommendation. With respect to compatibility, he noted difficulties with the scale, massing and scale of the proposed new construction. Some elements appear more compatible than others.

Ms. Holm clarified that staff's interpretation is that the proportions of the elements of the new construction, divided into lower, middle and upper, are compatible with the heritage structures.

Ms. van der Leest stated her view that the treatment of the Champlain building in the proposal is quite well done and asked for the perspectives of other committee members.

Mr. Kingston suggested that although the proposal is attractive, it will not have the longevity of the heritage structures. He also suggested that the treatment of the facades suggests a level of tokenism.

Councillor Hendsbee asked if it would be possible to introduce heritage plaques providing images and information about the original appearance of the area. Ms. Holm responded that this would be possible but not required.

Ms. Holm stated that the character defining elements do not necessarily need to remain intact; an appropriate balance must include retention of these elements with practical considerations.

The Chair invited a motion to suspend discussion.

MOVED by Councillor Hendsbee moved, seconded by Ms. van der Leest, that discussion be suspended and resumed following the joint meeting with the Design Review Committee. MOTION PUT AND PASSED.

At this point in the meeting the Design Review Committee joined the meeting to consider item 7.1.3.

When the discussion resumed, the Committee decided to consider the positive and negative merits of the proposed substantial alteration of each structure individually. The following summarizes the views expressed.

With respect to the Bank of Commerce building, members were especially concerned about the proposed alterations to this building due to its high levels of monumentality

and significance. The members were in general agreement that the cantilever element and the accordion are not compatible with the heritage elements of the Bank of Commerce and were in agreement with staff that the new construction displays idiosyncratic elements that are discouraged in the conservation standards. While some concern was expressed regarding the removal of the rear addition, the cantilever was of greater concern to the committee.

With respect to the Flinn and Hayes buildings, committee members agreed that the removal of the truncated roofs is problematic.

With respect to the Champlain building, some members of the committee felt that the return to the original four storey façade presented in the proposal was more desirable than the staff recommendation to reinstate the fifth and sixth storeys. Other members expressed concern about the loss of historical materials on the top two floors.

The height of the proposed towers with respect to the scale of the heritage structures and the loss of the historic streetscapes was of concern to some, but not all members.

At this point in the meeting there was no more discussion and the Chair advised that each recommendation would be voted on separately, as follows:

Recommendation 1

MOVED by Mr. Matheson, seconded by Mr. Kingston that the Heritage Advisory Committee recommend Halifax Regional Council approve the proposed substantial alteration to 5171 George Street (Bank of Commerce building) as outlined in Attachments A-Y of the staff report, subject to the integration of the rear bank addition into the new development. MOTION PUT AND DEFEATED.

Recommendation 2

MOVED by Mr. Matheson, seconded by Mr. Kingston that the Heritage Advisory Committee recommend Halifax Regional Council approve the proposed substantial alteration to 1813 Granville Street (Hayes Insurance building) as outlined in Attachments A-Y of the staff report. MOTION PUT AND DEFEATED (as a result of a tie vote).

Recommendation 3

MOVED by Mr. Matheson, seconded by Mr. Kingston that the Heritage Advisory Committee recommend Halifax Regional Council approve the proposed substantial alteration to 1819 Granville Street (Merchants Bank of Canada building) as outlined in Attachments A-Y of the staff report. MOTION PUT AND DEFEATED.

Recommendation 4

MOVED by Mr. Matheson, seconded by Mr. Kingston that the Heritage Advisory Committee recommend Halifax Regional Council approve the proposed substantial alteration to 1824 Hollis Street (Champlain building) as outlined in Attachments A-Y of the staff report, subject to the reinstatement of the fifth and sixth floors. MOTION PUT AND DEFEATED.

Since there was some discussion as to whether to follow staff's recommendation for this item, the committee voted on an amended motion from Councillor Hendsbee as follows:

MOVED by Councillor Hendsbee, seconded by Ms. van der Leest to approve the proposed substantial alteration to 1824 Hollis Street (Champlain building) as outlined in Attachments A-Y of the staff report. MOTION PUT AND DEFEATED.

Recommendation 5

MOVED by Mr. Matheson, seconded by Mr. Kingston that the Heritage Advisory Committee recommend Halifax Regional Council Approve the proposed substantial alteration to 1820 Hollis Street (Flinn building) as outlined in Attachments A-Y of the staff report. MOTION PUT AND DEFEATED.

Councillor Hendsbee asked for clarification regarding the next steps following HAC's recommendation for council. Staff indicated that the proposal could be approved, subject to a three year wait under the site approvals process, even if HAC recommends against it. The DRC could also approve the proposal.

Ms. Holm suggested that the committee provide advice for council to consider in their deliberations on the proposal. Ms. van der Leest asked if the advice provided by the Committee must reflect a consensus of opinion. Ms. Holm and the Chair explained that the advice must reflect a consensus of opinion, but that it may reflect the nuances of discussion.

Staff pointed out that the substantial alteration to the heritage component of the TD Tower project was unanimously approved by the HAC and is similar to the present proposal.

The Chair invited members of the committee to propose an alternate motion.

MOVED by Mr. Matheson, seconded by Mr. Kingston, that while the Heritage Advisory Committee commends the developer and architect for their positive attitude toward the preservation and integration of heritage properties, the Heritage Advisory Committee recommends that the Halifax Regional Council reject the proposed substantial alterations for the following reasons:

The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 5171 George Street (Bank of Commerce building) as outlined in Attachments A-Y of the staff report, subject to the integration of the rear bank addition into the new development, because elements including the cantilever and accordion do not conform to standard 9 in terms of compatibility;

The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration 1813 Granville Street (Hayes Insurance building) as outlined in Attachments A-Y of the staff report, due to the removal of the roof, a character-defining element;

The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 1819 Granville Street (Merchants Bank of Canada building) as outlined in Attachments A-Y of the staff report, because the committee finds it contrary to standard 9 in terms of compatibility and massing;

The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 1824 Hollis Street (Champlain building) as outlined in Attachments A-Y of the staff report, subject to the reinstatement of the fifth and sixth floors. (The Committee noted that while the return to a four storey building was largely viewed more favourably than staff's recommendation of retaining the fifth and sixth floors, the prevailing view of the Committee was to refuse the application for substantial alteration, outright).

The Heritage Advisory Committee recommends Halifax Regional Council refuse approval of the substantial alteration to 1820 Hollis Street (Flinn building) as outlined in Attachments A-Y of the staff report because it fails to comply with Standard 2 due to the removal of the truncated roof, a character defining element.

MOTION PUT AND PASSED



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

**Heritage Advisory Committee
January 22, 2014**

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

SUBMITTED BY: Brád Anguīsh, Director, Community and Recreation Services

DATE: January 14, 2014

SUBJECT: **Case H00395: Substantial Alterations to 5171 George Street (Bank of Commerce building); 1813 Granville Street (Hayes Insurance building); 1819 Granville Street (Merchants Bank of Canada building); 1824 Hollis Street (Champlain building); and 1820 Hollis Street (Flinn building) – 5 municipally registered heritage properties**

ORIGIN

Application by Lydon Lynch Architects

LEGISLATIVE AUTHORITY

Heritage Property Act

RECOMMENDATION

It is recommended that the Heritage Advisory Committee recommend that Halifax Regional Council:

1. Approve the proposed substantial alteration to 5171 George Street (Bank of Commerce building) as outlined in Attachments A-Y of this report, subject to the integration of the rear bank addition into the new development;
2. Approve the proposed substantial alteration to 1813 Granville Street (Hayes Insurance building) as outlined in Attachments A-Y of this report;
3. Approve the proposed substantial alteration to 1819 Granville Street (Merchants Bank of Canada building) as outlined in Attachments A-Y of this report;
4. Approve the proposed substantial alteration to 1824 Hollis Street (Champlain building) as outlined in Attachments A-Y of this report, subject to the reinstatement of the 5th and 6th floors; and
5. Approve the proposed substantial alteration to the 1820 Hollis Street (Flinn building) as outlined in Attachments A-Y of this report.

EXECUTIVE SUMMARY

The block bounded by George Street, Granville Street, Duke Street and Hollis Street contains five (5) municipally registered heritage properties. Two buildings were purpose-built bank buildings constructed in 1911, while the other three commercial buildings are older being constructed between 1826 and 1863. These heritage buildings are valued for their architecture, their associations with their occupants and architects, but also for how they represent the commercial and banking history in Halifax.

Lydon Lynch Architects, on behalf of the property owners, Robin Halifax Holdings Limited, have made an application to substantially alter each of the five heritage properties (in accordance with the *Heritage Property Act*) and integrate them into a larger single development which will encompass the entire block. The proposal requires the removal of the majority of structures within the boundary of the site, with the exception of the preservation of the entire main structure of the Bank of Commerce building (excluding the rear addition) and the retention of the other four heritage building facades. The proposal envisions the creation of two, twenty-two storey towers with a street-scaled podium that incorporates the one stand-alone heritage building and four heritage building facades.

The request to substantially alter the heritage properties has been evaluated with the Heritage Building Conservation Standards, and where applicable, the Heritage Design Guidelines found in the Downtown Halifax Land Use By-law Design Manual. Generally, staff has found that the proposal to alter the 5 heritage buildings, with suggested modifications outlined in this report, meets both of these sets of criteria. Therefore, staff recommends approval of the substantial alterations to each of the five buildings, subject to the suggested modifications as outlined in this report.

BACKGROUND

The block bounded by George Street, Granville Street, Duke Street and Hollis Street contains several buildings including the Royal Bank tower and five (5) municipally registered heritage properties (Map 1). The five registered heritage properties are spread throughout the block, with a larger concentration at the northern end. Lydon Lynch Architects, on behalf of the property owners, Robin Halifax Holdings Limited, has made an application to substantially alter each of those five heritage properties and integrate them into a larger single development which will encompass the entire block.

Substantial modifications are being proposed for each of the five heritage buildings and, in all cases, constitute a substantial alteration in accordance with Section 17 of the Nova Scotia *Heritage Property Act (HPA)*. The HPA requires that a substantial alteration to any municipal heritage property be approved or refused by Council. Therefore, the substantial alteration to each of the buildings must be examined on their own merit and either approved or refused by Council.

Proposed Development

The development proposal requires demolition of the majority of structures within the boundary of the site, with the exception of the preservation of the entire main structure of the Bank of Commerce building (excluding the rear addition) and the retention of the other four heritage building facades (Attachments A, B, C and D). The development proposes the creation of two, twenty-two storey towers above grade and three underground floors of parking below.

North Tower

The proposal incorporates the heritage facades into a new street-scaled podium on which the two distinct towers will rise. The base of the north tower will incorporate four of the heritage building facades – the Hayes Insurance, the Merchants Bank of Canada, the Champlain and Flinn buildings – and create four contemporary infill buildings (Attachments A, B and C). The interior structure and roofs of the four heritage buildings will be removed, as well as the 5th and 6th floors of the Champlain building. The north tower is proposed to be stepped back 3 metres behind the four heritage facades, each of which will require varying degrees of restoration.

The north tower proposes retail uses at grade and nineteen floors of commercial office space above. The south tower proposes ten floors of hotel use, and the remaining twelve floors above for condominium use. The two towers are connected at the base with a three storey glass atrium that extends through the block. Additionally, an architectural ‘ribbon’ element (Attachments A and C) is used at the roof level to connect the towers visually.

South Tower

The design of the south tower base employs a cantilever of the tower over the Bank of Commerce building allowing it to remain intact (Attachment D). However, its rear addition will be reduced to a freestanding façade (Attachment A). The south tower is designed to create juxtaposition with the formal architecture of the Bank of Commerce building. It accomplishes this both in the ‘accordion’ design of the base, and the use of the cantilever.

Substantial Alterations

The HPA defines a substantial alteration as meaning “*any action that affects or alters the character-defining elements of a property*”. 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. The HPA 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.*” Accordingly, 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.*”

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 has prepared heritage building summaries outlining the heritage values and character

defining elements for each of the five buildings affected by this proposal (Attachments E-I). This information was created using the historical information contained in HRM's heritage files, additional staff research, and information submitted by the applicant as background to their Heritage Impact Statement. Below are some of the key points for each building taken from the heritage building summaries.

The Bank of Commerce building – 5171 George Street

With its prominent position as a corner building and impressive Classic Greek Revival architecture, the Bank of Commerce building is valued for both its architecture and its historical associations. This purpose-built bank building is composed entirely of granite and the impressive building design represents the stability of the bank institution, and the rich banking history in Halifax. The building is in excellent condition and is highly unaltered (Attachment K).

The three-storey, granite block constructed building was designed by Albert Khan in 1911 in the Classic Greek Revival style. The building has an impressive 'Temple front' with substantial entablature and pediment carried by paired Ionic columns on massive granite plinths. The flat roof has overhanging eaves and a stone bracketed cornice, and rooftop balustrade/parapet.

A one storey, granite addition was constructed in 1929 at the rear of the property. The granite addition has large recessed hung windows with a flush sill and flat arch above. The addition has a flat roof with a simple cornice and parapet and is complementary in design and massing to the main building. For a more complete summary of heritage value and character defining elements please refer to Attachment E.

Hayes Insurance building – 1813 Granville Street

This three storey red brick and sandstone building was originally part of a tripartite building. The symmetrical façade has ganged arched windows with decorative sandstone trim and a traditional wood storefront. The truncated pitched roof is supported by a deep bracketed cornice, but due to the width of the street has limited visibility. The building has a largely unaltered exterior appearance (Attachment L).

This building is valued for its Victorian Italianate style of architecture and historical association with its occupants. In 1862, local businessman Alex McLeod commissioned local architect Henry Elliot to design a tripartite building, of which only the southern portion of the original building remains. The building was constructed in 1863, shortly after the Great Fire of 1859 which destroyed 60 buildings within several city blocks between Barrington and Hollis Streets. For a more complete summary of heritage value and character defining elements please refer to Attachment F.

Merchants Bank building – 1819 Granville Street

The classically designed, two storey, purposed-built bank building has a prominent corner location. The flat roof has a modern, one-storey, stepped-back, rooftop addition, and decorative balustrade parapet and a wide eaves cornice. The symmetrical façade is divided into bays which are articulated by fluted pilasters with Corinthian capitals. It has a central recessed entry along

Case H00395: Substantial Alteration to 5 Heritage Buildings

In association with 22 Commerce Square

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Granville Street in an arched opening, and the 2nd floor level is articulated by a decorative string course (Attachment M).

This building is valued for its architecture, architects, and historical associations with Halifax banking history. This original building was designed by Hogle & Davis architects of Montreal and built by well-known local builder Samuel M. Brookfield in 1911. The building is an excellent example of the use of architectural terracotta, and a rare example in Halifax.

Allan Duffus designed a five storey addition on Duke Street (including the rooftop addition) in 1958. A second addition was designed by J.P. Dumaresq in 1965 to replace the two northern bays of the tripartite McLeod building (1813 Granville Street) which were demolished. While the additions do tell the story of how the building has changed over time, neither addition supports the heritage values of the building. For a more complete summary of heritage value and character defining elements please refer to Attachment G.

Champlain building – 1824 Hollis Street

Commissioned by John Starr and built in 1860, the Champlain building is a six storey building with a flat roof with a modest overhang and moulded copper cornice (returned on Hollis and Duke Streets) and a prominent position as a corner building. With simple proportions its minimal ornamentation is achieved in granite, which contrasts with the exterior stucco finish. It has granite quoins and granite stringcourses at the 2nd and 4th floors. The change in vertical floor separation between the 4th and 5th floors indicates the two storey addition of 1914. Similarly, the change in horizontal bay separation on the southern bay on Hollis Street illustrates a further building addition (Attachment N).

This building is valued for its architecture and historical association with its occupants. The Champlain building has a rich history of its development; originally constructed following the Great Fire of 1859 as a four storey, brick warehouse which was flanked by four storey masonry buildings on both Duke and Hollis Streets. In 1911, architect George H. Jost prepared drawings to expand the building into a 6 storey building and redesign the main level. These drawings show the abutting 4 storey building on Duke Street becoming a 6 storey building and joining the main building thereby making the building wider. The 1914 Fire Insurance maps show the abutting 4 storey ‘office’ building on Hollis Street having also been incorporated into the main building, renamed the Champlain building, and rising to a full 6 storeys.

The Champlain building is an interesting illustration of the practice of expansion and grafting of older buildings in Halifax. For a more complete summary of heritage value and character defining elements please refer to Attachment H.

Flinn building - 1820 Hollis Street

This four and a half storey Italianate building is constructed in brick and stone, and designed in a two bay arrangement with a truncated pitched roof having a central wooden dormer on each elevation. The roof has a modest roof overhang and granite cornice supported by solid stone brackets. Contrasting red brick laid in a modified American bond with granite detailing and quoins, granite and brick string courses at the 3rd and 4th storeys. Pairs of one-over-one, arched

windows featuring brick voussoirs, and the 2nd storey windows have granite springer stones. A traditionally designed storefront with a side hall plan has three fixed display windows with transoms separated by three cylindrical wooden columns on an octagonal base and Corinthian capitals. The building has a largely unaltered appearance (Attachment O).

Built in 1863 on the footprint of an earlier building, the Flinn building is valued for its architecture and historical association with its occupants. Little is known about the history and development of this building, however, given its construction date, it is likely that the previous building was lost in the Great Fire of 1859. Documentation suggests that Alex McLeod (Hayes Insurance building) commissioned the design to local architect Henry Elliot.

The Flinn building is a simple building but with elegant detailing. It is recognizable for its distinctive paired arch windows and granite detailing. The building has a long history of mercantile use including wine and spirit merchants, a liquor warehouse, drug warehouse, and electric appliance storage. For a more complete summary of heritage value and character defining elements please refer to Attachment I.

Requested Alterations

Bank of Commerce building

The original main building will remain fully intact and kept as a stand-alone building rather than being incorporated into the base of the south tower. Minor restoration work is proposed, but the building overall is in good condition. Windows will be repaired and upgraded to thermal windows within the existing wooden frames. A roof terrace is proposed with access through the adjacent new hotel. The existing flat roof can accommodate the new use with little alteration, and the parapet is high enough that additional railings will not be required (Attachment P).

The rear addition to the Bank of Commerce will be retained as a façade only. The balance of the addition including interior walls, floors, and roof will be removed. The design calls for a new addition to be constructed behind the façade but set back and separated from it. There will be a 12 foot outdoor space between the Bank rear addition façade and the new construction. The developer describes that this will create an *‘outdoor arcade that will signify the main entrance for the condominium tower’* (Attachments A & Q). Additionally, the two existing windows will be extended down to grade (approximately 7 feet) creating new entrance points into the new ‘outdoor arcade’ space. The third original window was previously altered to become a door. Polished stainless steel canopies will extend from the new Condominium entrance, through the three window openings and project over the sidewalk.

Hayes Insurance building

The building façade will be retained and incorporated into the new development. The balance of the building including interior walls, floors and roof will be removed. The façade is largely in good condition requiring some sandstone repair/replacement. The wood storefront will be refurbished to the largest extent possible and repaired to match the existing condition. New double glazed wood windows are proposed in the same dimensions and style (Attachment A).

Merchants Bank building

The building façade will be retained, repaired and incorporated into the new development. The balance of the building including interior walls, floors, roof and modern additions (sides and rooftop) will be removed. New double glazed wood windows are proposed in keeping with the 1911 design; the first floor having fixed windows, and second floor having 6-over-6 windows (Attachments A and B).

Large areas of the terra-cotta façade are in poor condition and will require full replacement/repair. The developer has done a condition study and determined that all the terracotta above and including the highly decorative cornice, has to be replaced due to significant deterioration. In other areas, sporadic pieces will either need repair/replacement.

Champlain building

The building façade will be retained and incorporated into the new development. The exception to this is that the fifth and sixth floors are proposed to be removed, thereby reducing the building façade to 4 storeys. The existing cornice will be removed and recreated at the fourth floor. The balance of the building, including interior walls, floors and roof will be removed. Windows will be replaced with new double glazed wood windows in the same dimensions and matching the original two-over-two style. The new entry system will match the original design.

Existing granite blocks will be cleaned and restored, with repairs as needed. The first floor will be restored back to an earlier condition based on drawings and photographic evidence. This will result in arched windows being reinstated, and a corner entrance which was designed but not realized, to be created (Attachments B & C).

Flinn building

The building façade will be retained and incorporated into the new development. The balance of the building including interior walls, floors, roof and dormers will be removed. The exterior masonry is in very good condition and generally will only require cleaning. Brick and mortar replacement will occur as necessary.

At street level, the wood storefront will be refurbished and repaired to replicate the existing design. Upper floors will have new double glazed wood windows will be installed in keeping with the original design (Attachment C).

Regulatory Context And Approval Process

Site Plan/DRC

The development is also subject to the Site Plan Approval process adopted under the Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law (LUB), which requires approval by the Development Officer and the Design Review Committee (DRC). The Development Officer determines whether the development meets the quantitative and prescriptive requirements of the LUB with respect to built form (height, setbacks and stepbacks). The DRC determines whether the proposal meets the qualitative requirements of the Design Manual with respect to architectural and site design, heritage compatibility, and sustainable

design. With regard to heritage compatibility, section 4(13) of the LUB requires the DRC to consider the advice of the HAC.

Decisions of the DRC are appealable to Regional Council. Therefore, staff advise that Regional Council should defer its consideration of the HAC recommendation and its decision regarding the substantial alteration of the five heritage properties until after the expiration of the Site Plan approval appeal period. Should an appeal occur, Council will then consider that appeal and the substantial alteration at the same time. This process is illustrated in chart form in Attachment R.

Heritage Property Act

The HPA requires that substantial alterations to the exterior appearance of municipally registered heritage properties be referred to the Heritage Advisory Committee (HAC) for recommendation to Regional Council. The HAC recommendation and Council decision must be considered within the context of HRM's Heritage Building Conservation Standards (Attachment S), the Heritage Design Guidelines of the Downtown Halifax Land Use By-law Design Manual, and the required Heritage Impact Statement submitted by the applicant (Attachment T).

It should be noted that under the HPA, should Regional Council deny the request to substantially alter any of the five buildings, the applicant has the right to proceed with the development three years after Council's decision.

Approval Process

This proposal is also 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. Therefore, staff will provide comments on how the proposal meets/does not meet the Heritage Building Conservation Standards and the Design Manual Heritage Design Guidelines.

Design Review Committee

The Design Review Committee is established under the Downtown Halifax Land Use By-Law to render decisions on a project's compliance with the Design Manual. The LUB requires that the Design Review Committee be informed of the Heritage Advisory Committee's recommendation on substantial alterations to Regional Council, prior to the Design Review Committee rendering a decision on the Site Plan application.

DISCUSSION

Discussion Limited to Impact of Development on Façade Only

In reviewing this application, it must be noted that, under the *Heritage Property Act*, HRM only has the authority to regulate alterations to the exterior appearance of registered heritage buildings. Internal elements, including structural walls between abutting buildings that are not part of each building's exterior character-defining elements are not protected by the HPA. This interpretation of the HPA was upheld in the 2009 Nova Scotia Utility and Review Board decision relative to the Armour Group Ltd.'s Waterside project on Duke, Hollis and Lower

Water Streets. More recently, in 2011, this approach was taken with the development of a tower addition to the TD Centre. This development incorporated only the heritage building (Macara-Barnstead building) façade. Council cannot prevent the replacement of the old historic structure behind the façade with a new structure; it can only regulate the conservation of the remaining exterior façade in accordance with the applicable Heritage Building Conservation Standards and the design of the new structure in accordance with applicable Heritage Design Guidelines.

Heritage Building Conservation Standards & The Design Manual

The Heritage Building Conservation Standards (Standards) are used to assess all applications for heritage property alterations and financial assistance (Attachment S). The Standards are predicated on the preservation of heritage values and the preservation of character defining elements, and state the following: *“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”*.

Within the Downtown Halifax plan area, the Standards are to be used in parallel with the Heritage Design Guidelines of the Design Manual (Guidelines) when evaluating proposed alterations to registered heritage buildings within the Downtown Halifax plan area.

The Standards address two broad concerns. Standards 1 through 8 are concerned principally with protection of the material fabric and historic integrity of heritage buildings, whereas Standards 9 and 10 are concerned with the compatibility of additions or related new work in terms of massing, size, scale, and architectural features. Standard 9, which deals with new additions and exterior alterations, has been amended to require consideration of section 4 of the Design Manual for properties in the Downtown Halifax Secondary Planning Area when evaluating matters relating to compatibility of massing, size, scale and architectural features. The Guidelines ensure that consideration is given and that different strategies may apply in different contexts to better integrate new development with existing heritage buildings.

Proposal Review - Building Conservation Standards for Heritage Buildings

Attachments T-X summarize the effects of the proposed development on each of the five buildings using the Standards. A brief summary for each building is provided as follows:

Bank of Commerce building (Attachment T)

The proposed development will not affect the heritage character of the main portion of the Bank of Commerce building, however there will be a negative effect on the defining characteristics of the bank addition, and therefore to the building as a whole. The proposed development calls for the removal of the sidewall of the addition to create an outdoor arcade. This will reduce the bank addition to a freestanding wall. Additionally, the proposal calls for the lowering of two window sills requiring the removal of additional historic fabric of the bank addition and will create a false sense of historical development. The rear bank addition was built in 1929 and has added to the historical significance of the entire building, and the reduction of the addition to a freestanding wall will negatively affect heritage value of the building as a whole.

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Hayes Insurance building (Attachment U)

The proposal will see the removal of the pitched roof and this will have a minor affect to the historic character of the property. The roof is presently difficult to see from the pedestrian realm given the low pitch of the roof and narrow street right-of-way. The proposal substantially meets Standards 1-8 with respect to the conservation of the material fabric of the building façade.

Merchants Bank of Canada building (Attachment V)

The proposal will see the historic character of the building retained, and improved due to planned restoration measures. The modern additions to the sides and roof will be removed but these do not hold a large degree of heritage value for the property. The proposal substantially meets Standards 1-8 with respect to the conservation of the material fabric of the building façade.

Champlain building (Attachment W)

The proposal will see the removal of the top two floors of the building and the reinstatement of the original ground floor round headed windows and corner entrance. The reinstatement of the ground floor is based on archival evidence; however, the removal of the 5th and 6th floors will remove a large amount of historic materials and will have a negative impact on the heritage value of the building. One of the defining characteristics of the building is its building height, and the reduction of the building to 4 floors will remove historic materials and impact the historic character of the building.

Flinn building (Attachment X)

The proposal will see the removals of the pitched roof and dormers from the building. The removal of the roof and dormers characterize the property, and this will have a minor affect on the historic character of the property. The proposal substantially meets Standards 1-8 with respect to the conservation of the material fabric of the building façade.

To summarize, the proposal will require the loss of a small degree of historic fabric (roofs and dormers) for the Hayes, Merchants Bank of Canada and Flinn buildings. The Merchants Bank of Canada building has a flat roof that is not visible from the street, and the modern additions do not hold considerable heritage value. The pitched roof of the Hayes building is presently not visible from the street due to the narrow street width. With respect to the Flinn building, the 3 metre tower setback from the podium to the tower is not enough distance to retain/recreate the roofs in any meaningful way. However, staff believe the proposal substantially meets the Standards, and that the integrity of the buildings will be retained.

Conversely, staff advise that the proposed alterations to the Champlain and the Bank of Commerce buildings do not substantially meet the Standards. The proposal will remove a large amount of historic fabric for both buildings, and there is a high degree of change to character defining elements producing a negative effect on the overall heritage value and integrity of the buildings.

Proposal Review – Design Manual: Heritage Design Guidelines

The Guidelines outline three basic approaches for new development in heritage context: infill development, development that abuts heritage buildings, or integrated development. As this development will be consolidated into one lot and create one new large building, the most appropriate approach is to evaluate the project as ‘Integrated/Additions’ rather than infill and abutting for which specific guidance is given in section 4.4 of the Design Manual, with additional guidance offered in section 4.1.

Staff has evaluated the proposal against the Guidelines (Attachment Y) and advise that the overall proposal is reasonably consistent with them, with the exception of the treatment of the Champlain building and the rear addition of the Bank of Commerce building. While some of the Guidelines are prescriptive, others call for the exercise of discretion and it is those that are outlined in more detail as follow.

The preamble of section 4.1 speaks to the compatibility of height and massing in a heritage context. It states that *“as a principle of both heritage compatibility and sustainability, new additions, exterior alterations, or new construction should not destroy historic materials, features, or spatial relationships that characterize a property. The new work should be differentiated from the old and should be compatible with the historic materials, features, size and scale, height, proportion and massing to protect the integrity of the property and its environment.”* This principle is framed in much the same language as the Standard #9 but covers additional criteria. The design manual also looks for compatibility in terms of ‘materials, height and proportion’.

The addition of two, 22 storey towers behind and above the heritage buildings will be differentiated from the heritage buildings within the block in terms of design and in the choice of materials (predominantly glass curtain wall). However, the use of a more traditional material such as granite tile within the podium to create the outline of the infill buildings allows the new construction and old buildings to relate to each other.

With respect to the height, proportion and massing of the new work, staff believe that the integration of the historic facades (with the exception of the rear addition of the Bank of Commerce building, and the reduction in height of the Champlain building) into a redeveloped streetwall along Granville, Duke and Hollis Streets creates a strong base that emphasises the heritage buildings. The creation of visually light infill buildings which are in proportion with the heritage buildings emphasises the heritage buildings, and the 3m stepback of the towers adds to this within the pedestrian realm.

The visual bulk and massing of the towers has been intentionally broken into a middle and a top and treated differently. There are variations in the appearance of the curtain wall within the upper portion of both towers that improve the visual sense of proportion. The separation between the towers allows light through the block and reduces the mass and improves the overall proportion of the development. The relative size of the podium (base) compared to the middle are in scale with each other, and together offset the tower which is proportionally bigger than the base and

middle together. These design solutions will aid in reducing incompatibilities of size, scale and proportion.

Section 4.1.3 of the Manual addresses contemporary design in heritage contexts, and states that “new work in heritage contexts should not be aggressively idiosyncratic but rather it should be neighbourly and respectful of its heritage context, while at the same time representing current design philosophy.” The word “idiosyncratic” means distinctive, peculiar, or unique. An argument could be made that the ‘accordion’ portion of the south tower meets this definition, and is not neighbourly to the abutting Bank of Commerce building. The accordion design creates a considerable juxtaposition between the heritage building and the base of the south tower, and observers may find that the design of the tower takes away from the predominance of the heritage building in the streetscape. However, accepting that the accordion arrangement serves a functional purpose by allowing the photovoltaic cells positioned angularly into that portion of the tower to collect solar energy, provides insight into the design. A preliminary review of the project by the Design Review Committee raised similar concerns and discussed possible alternatives including changes to colour and building design in this area. The design of the building is a matter for the DRC and they will make a determination on this through the site plan approval process.

Section 4.1.6 addresses the relationship of solidity (walls) to transparency (windows), and encourages careful consideration of this in new buildings to assist in creating an element of fit. The infill buildings in this development have a higher degree of transparency than solidity, however, this encourages a visual dominance to the heritage buildings allowing the infill buildings to blend into the background.

The preamble to section 4.4 specifically states that *‘instances where the heritage value of a building includes its three-dimensional character (width, depth and height), the entire building envelope should be conserved, and the transition of new construction to, and from, heritage buildings should respect all three dimensions.’* As a corner building, the Champlain building has three-dimensional character. The proposal calls for a reduction of height by removing the 5th and 6th floors of the building, thereby reducing the height of the building and affecting its three-dimensional character. A structural engineer has stated that it is unsafe to shore up the full 6 floors during construction, and the design rationale of the applicant justifies creating a uniform 4 storey heritage base for the development. However, as a corner building, and the only 6 storey building on the block, its building height and three-dimensional quality are important character defining elements of the building.

Sections 4.4.1b) and 4.4.2b) consider the preservation of heritage building elements such as roofs and unique architectural features. In the case of the Hayes Insurance and Flinn buildings, both have pitch roofs and the Flinn has two dormers. The roof of the Hayes Insurance building is presently difficult to view from the street due to the narrow street width and the slight roof pitch. The tower setback of 3 metres is not enough distance to retain or recreate the low pitched roofs or dormer on the Flinn building.

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Sections 4.5.4e) and 4.5.5f) address the treatment of windows. In both cases, the design treatment of the rear addition of the Bank of Commerce building is problematic. The design calls for the removal of the interior and side wall of the addition, and converting the two existing windows to doors. These sections of the Design Manual speak to retaining existing fenestration patterns and the lowering the sills of up to 7 feet does not meet these guidelines.

The treatment of awnings and canopies are addressed in section 4.5.9 of the Design Manual. The guideline does encourage both awnings and canopies and, in some instances, metal and glass fixed canopies are appropriate, particularly if there is archival evidence. In the case of the Bank of Commerce building addition, the design incorporates fixed stainless steel awnings that project 6 feet out of each of the three openings. This is not a traditionally designed awning.

To summarize, staff has outlined areas of the Guidelines where some of the qualitative requirements are not fully met. Those aspects of the proposal that do not meet include the relationship of solidity to transparency, preservation of unique architectural features, and the treatment of windows. However, on balance, staff believe the proposal relative to the Hayes, Bank of Commerce, and Flinn buildings does substantially meet the Guidelines.

With respect to the Champlain and the Bank of Commerce buildings, staff advise that the proposal substantially meet the Guidelines. The Champlain building will be affected by the removal of two floors of historic material which will affect its three dimensional quality. The Bank of Commerce is similarly affected by the removal of historic materials of the rear addition which will convert the addition to a free standing wall with windows changed to doors.

Summary of Compliance with Applicable Standards and Guidelines

In general, the treatment of the Hayes, Merchants Bank of Canada, and Flinn buildings substantially meet both the Heritage Building Conservation Standards and the Heritage Guidelines in the Design Manual. While there is a loss of historic fabric, the overall heritage value will be retained, and in the case of the Merchants Bank of Canada greatly improved with the planned conservation measures for the façade.

Conversely, staff believe the treatment of the Bank of Commerce (rear addition) and Champlain buildings do not meet the Standards and Guidelines, but with minor modifications could. The developer has provided a justification for the removal of the 5th and 6th floors of the Champlain building, but staff has considered the possibility of recreating those floors of the façade. If the building were returned to its full 6 storeys it would better meet the Guidelines relative to three-dimensional character. Staff suggest there is a design solution that might see the Champlain building returned to its full 6 storeys and also meet the applicants design rationale. The HPA speaks in terms of the ‘exterior appearance’ of a heritage property, and a returning the building façade to 6 storey structure would better meet the intent of the Act.

With respect to the Bank of Commerce building, staff is similarly concerned with the treatment of the rear Bank addition. Incorporation of the rear bank façade directly into the new development would preserve the integrity of the heritage building. Additionally, from a heritage perspective there is no justification for the removal of historic materials by converting the

existing windows to doors. If a design solution could be found for these two issues, staff believe both the Standards and Guidelines could be better met and allow for better overall project compliance. Should Council approve the substantial alteration subject to the modifications outlined in this report, the applicant will need to submit revised drawings for review and approval through the appropriate channels.

The proposed development is unique in that it is a full city block with 5 registered heritage properties. The applicant has taken into consideration the heritage buildings, and is proposing considerable restoration measures to the heritage facades, however, staff recommend further steps are required to allow the development to more fully meet the Standards and Guidelines relative to the Bank of Commerce building rear addition and the Champlain building, as outlined in this report.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this application can be accommodated within the approved 2013/14 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 Council approve, with conditions outlined in this report, the proposed substantial alterations to the Bank of Commerce, Hayes Insurance, Merchants Bank of Canada, Champlain, and Flinn buildings. This is staff's recommendation.
2. The Heritage Advisory Committee may recommend approval of the substantial alterations outlined in this report without conditions. 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.
3. The Heritage Advisory Committee may recommend that Council refuse any or all of the five substantial alterations outlined in this report; however, in doing so should provide reasons

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for the conditions based on applicable conservation standards and applicable sections of the design manual. 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

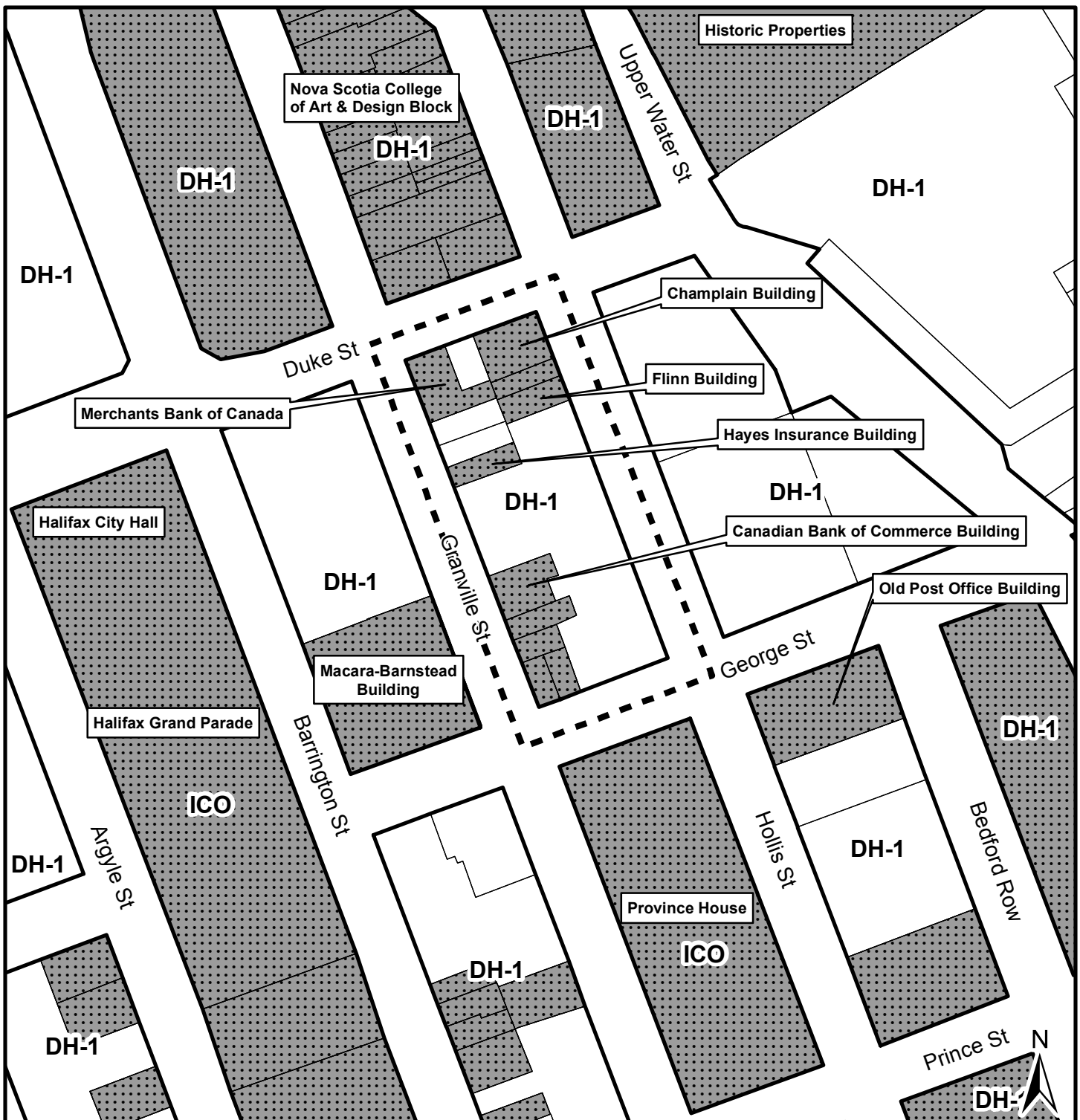
Map 1:	Location Map
Attachment A:	West Elevation
Attachment B:	North Elevation
Attachment C:	East Elevation
Attachment D:	South Elevation
Attachment E:	Heritage Building Summary: Bank of Commerce building
Attachment F:	Heritage Building Summary: Hayes Insurance building
Attachment G:	Heritage Building Summary: Merchants Bank of Canada building
Attachment H:	Heritage Building Summary: Champlain building
Attachment I:	Heritage Building Summary: Flinn building
Attachment J:	Heritage Impact Statement
Attachment K:	Current Photographs: Bank of Commerce building
Attachment L:	Current Photographs: Hayes Insurance building
Attachment M:	Current Photographs: Merchants Bank of Canada building
Attachment N:	Current Photographs: Champlain building
Attachment O:	Current Photographs: Flinn building
Attachment P:	4 th and 5 th Floor Plan
Attachment Q:	Level 1 Floor Plan
Attachment R:	Downtown Halifax Site Plan Approval Process – Substantive Applications
Attachment S:	Heritage Building Conservation Standards
Attachment T:	Building Conservation Standards Summary – Bank of Commerce building
Attachment U:	Building Conservation Standards Summary – Hayes Insurance building
Attachment V:	Building Conservation Standards Summary – Merchants Bank of Canada building
Attachment W:	Building Conservation Standards Summary – Champlain building
Attachment X:	Building Conservation Standards Summary – Flinn building
Attachment Y:	Design Manual Section 4 Checklist

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 - Context

Block bounded by George, Granville,
Duke and Hollis Streets, Halifax



Subject area



Municipally registered
heritage property

Zone

DH-1 Downtown Halifax 1

ICO Institutional, Cultural & Open Space

Downtown Halifax Plan Area

HALIFAX
REGIONAL MUNICIPALITY
DEVELOPMENT APPROVALS

0 20 40 m

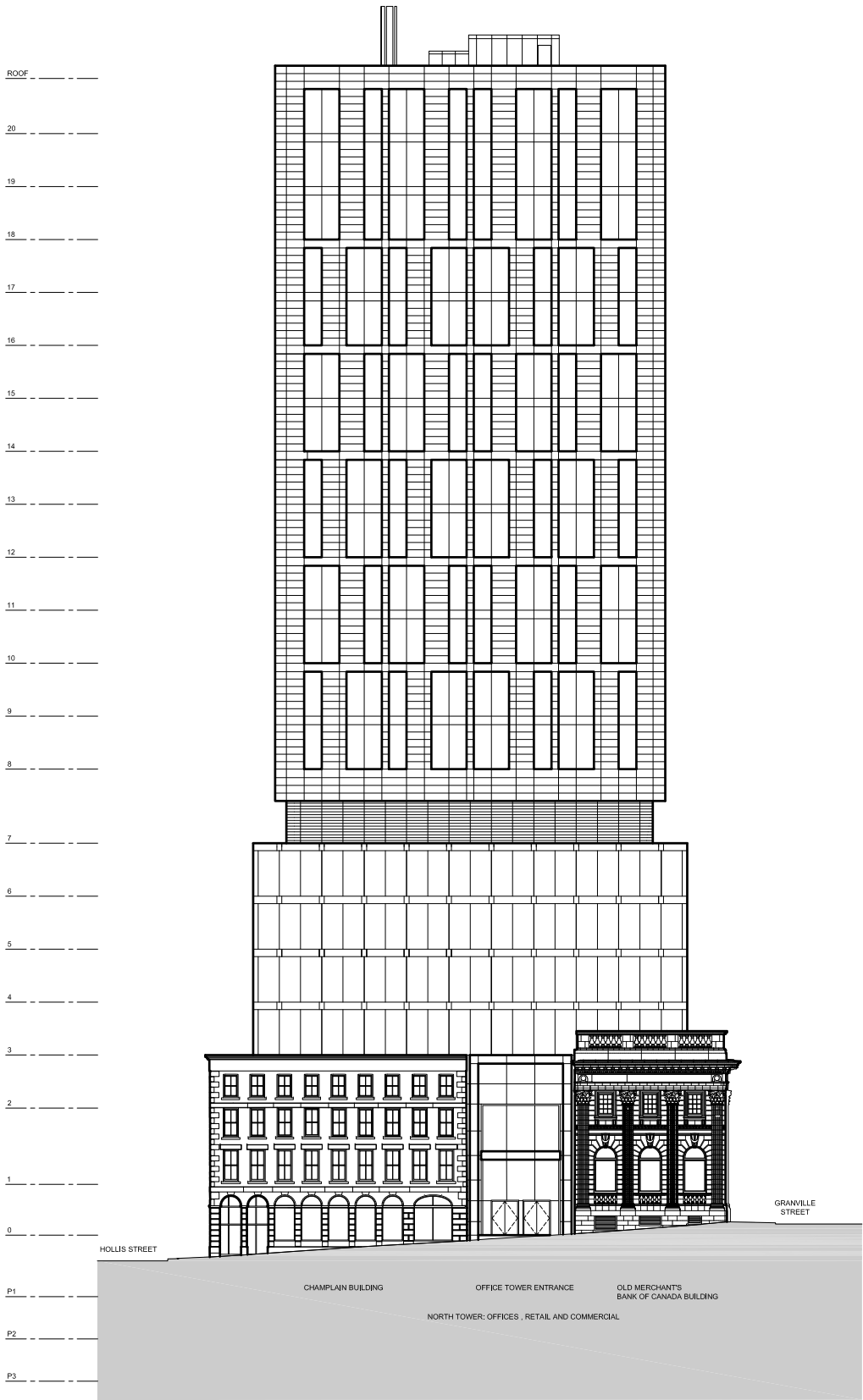
This map is an unofficial reproduction of
a portion of the Zoning Map for the plan
area indicated.

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

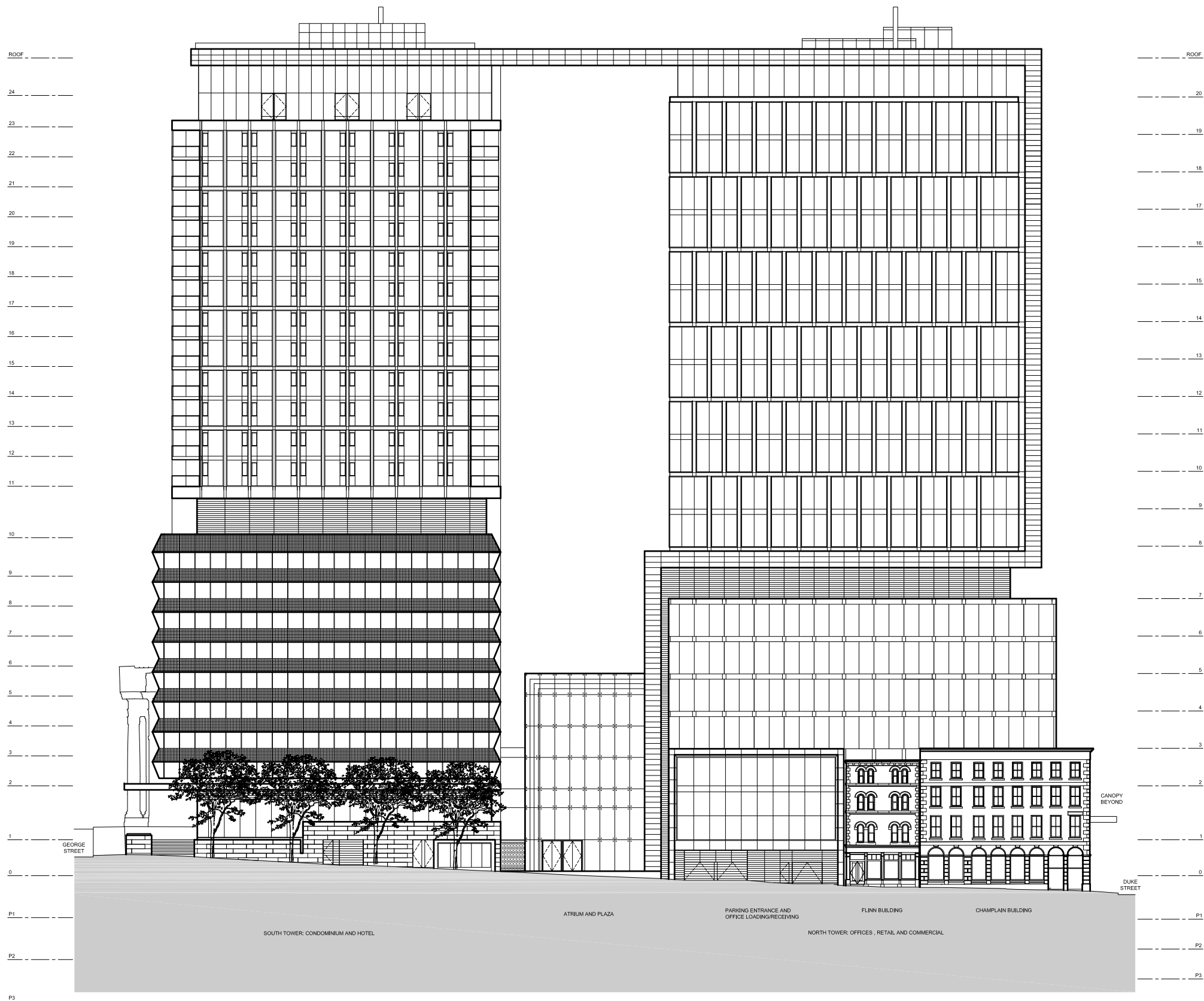


WEST ELEVATION

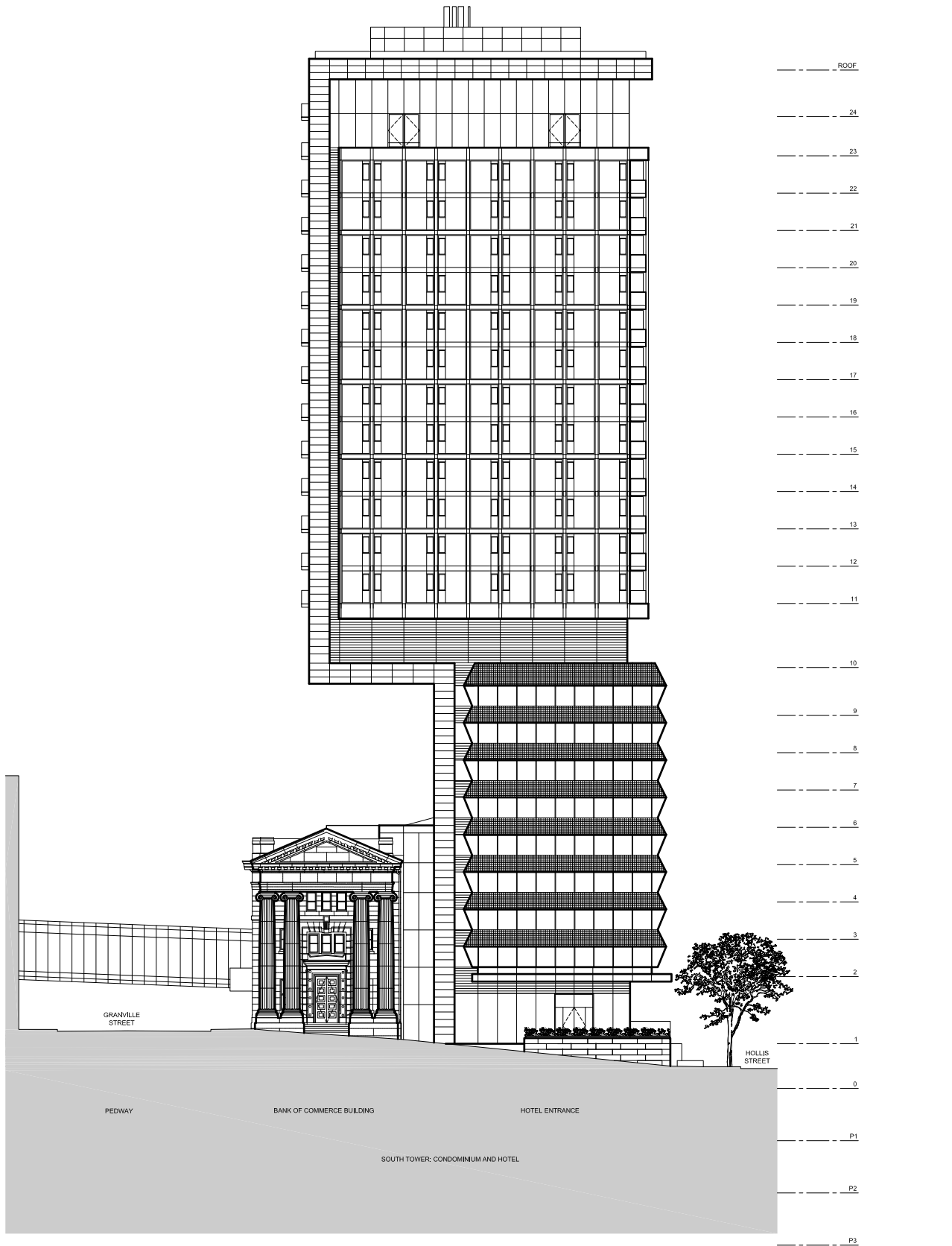





NORTH ELEVATION



EAST ELEVATION



SOUTH ELEVATION

Bank of Commerce Building – 5171 George Street (1906)	
	<p>Character Defining Elements:</p> <ul style="list-style-type: none"> • Prominent position as a corner building facing Province House; • Three-storey, granite block constructed building designed in the Classic Greek Revival style with a ‘Temple front’ with substantial entablature and pediment carried by paired Ionic columns on massive granite plinths; • Flat roof with over hanging eaves and a stone bracketed cornice, and rooftop balustrade/parapet; • Granite steps leading to the main entry which has massive wooden doors framed by pilasters and a narrow frieze with relief carvings and a dentilled cornice. Main entry is set within a two-storey, recessed centre bay framed by chamfered pilasters and a voussoir lintel with keystone; • Windows on the front elevation flank the central bay, with central ganged windows at the second and third floors; • The side elevation is five bays wide with three center bays recessed and framed by engaged columns and pilasters; • First floor windows on the side elevation are large, recessed hung windows with decorative hood mouldings; • Second floor windows smaller and paired, while the third floor windows triplicate and smaller again; • String course between the second and third floors; • Temple front entablature is carried around side elevation; • Rear addition: 1storey, granite addition with large recessed hung windows with a flush sill and flat arch above. The addition has a flat roof with a simple cornice and parapet.
<p>Heritage Value:</p> <p>This building is valued for its architecture and historical association with its occupants and the banking history in Halifax. Located at 5171 George Street this building was designed in a Classic Greek Revival style of architecture. Built in 1906 by Detroit firm of Albert Khan with Ernest Wilby Associate, as a bank the building served the Bank of Commerce until 1977, and was then adapted for office and restaurant uses. The rear addition was designed, and presumably constructed, in 1929.</p> <p>Albert Khan is best known for his contribution to North America’s industrial architectural heritage and he is sometimes referred to as the Architect of Detroit owing to his design of several automotive plants and countless other buildings in and around that city.</p> <p>The building is entirely composed of granite, a durable material that furthers the impressive design of the building. This material was intentionally chosen to further the impression of power and stability created by the Greek Revival style architecture to represent the stability of the bank institution. Public buildings designed in this style are recognizable by their simple geometric form and grand scale with dramatic use of columns.</p>	

Attachment F – Heritage Building Summary: Hayes Insurance Building

Hayes Insurance Building – 1813 Granville Street (c. 1863)



Character Defining Elements:

- Three storey red brick and sandstone building with sandstone quoins at the second and third floors;
- Truncated pitched roof with moderate overhang supported by a deep bracketed cornice;
- Thoroughly symmetrical façade, with a projecting sandstone stringcourse at the second floor decorated at the ends by carvings;
- Ganged windows, the central window slightly larger, set inside moulded sandstone trim with pilasters, segmentally arched hood mouldings, lintels and sills on the second floor;
- Palladian-style, triple arched windows on the second floor, with sandstone surrounds and moulded hoods. Central window has a more prominent bracketed hood.
- Triple arched windows on the third floor with sandstone surrounds, moulded hoods, and a common projecting stone sill supported by stone brackets.
- All windows are one-over-one hung in style;
- A wide frieze/sign band between the string course and storefront windows with large carved wooden brackets;
- Wooden storefront with central recessed entrance flanked by large, mullioned display windows with transoms above and framed by moulded and bracketed corner pilasters.

Heritage Value:

This building is valued for its architecture and historical association with its occupants. Located at 1813 Granville Street, the building was designed the Victorian Italianate style, and has a largely unaltered exterior appearance.

In 1862 Alex McLeod commissioned local architect Henry Elliot (and Malcolm Robert) to design a tripartite building, of which only the southern portion of the original building remains. The original design allowed for each portion of the building to be separated by a 12" party wall. The building was constructed in 1863, shortly after the Great Fire of 1859, which destroyed 60 buildings within several city blocks between Barrington and Hollis Streets.

Smith Brothers Dry Goods was the first of a long line of merchant use in the building. Over its 100-year history the building has housed a variety of businesses, such as wholesale milliner, fancy grocer, tailor, an insurance company, a hair dresser and a number of restaurants.

Attachment G - Heritage Building Summary: Merchants Bank of Canada Building

Merchants Bank of Canada Building – 1819 Granville Street (1911)



Character-defining elements:

- Prominent position as a corner building;
- Two storey building on a granite base with a modern, one-storey, stepped-back, rooftop addition;
- Highly ornamented white glazed terra cotta exterior;
- Flat roof with a balustrade parapet and a wide eaves cornice with dentils and modillions;
- Symmetrical facades with bays articulated by fluted pilasters with Corinthian capitals, the second floor level articulated by a decorative string course,
- Central recessed door on Granville Street in an arched opening;
- Tall arched window and door openings on the ground floor, with voussoirs and large keystones above and balustrade sills below;
- Square 6-over-6 windows on the second storey, with moulded surrounds and bracketed sills.

Heritage Value:


This building is valued for its architecture, its architects, and its historical associations with Halifax banking history. Located at 1819 Granville Street, in the heart of Halifax's oldest commercial district, this purpose-built bank building was erected in 1911. It was designed by Hogle & Davis architects of Montreal and built by well-known local builder Samuel M. Brookfield.

The Merchant's Bank of Canada merged with the Bank of Montreal in 1921. The building subsequently served most of its history as the head office of the Eastern Canada Savings and Loan Company. In 1958 Allan Duffus was commissioned by the Eastern Canada Savings and Loan company to create a five storey addition on the Duke Street side which included the recessed rooftop addition. This addition was constructed by Fundy Construction Company Limited in 1959.

In 1965 the two northern bays of the tripartite McLeod building (1813 Granville Street) were demolished and a second five storey addition designed by J.P. Dumaesq on Granville Street, and was constructed by Raymond Kaizer limited. While the additions do tell the story of how the building has changed over time, neither addition supports the heritage values of the building.

The Merchants Bank of Canada building is an excellent example of the use of architectural terra cotta, and a rare example in Halifax, where stone and brick are more common. The classical design of the building is typical of early 20th century bank architecture, and its prominent location as a corner building adds to its significance.

Attachment H: Heritage Building Summary - Champlain Building

Champlain Building 1824 Hollis Street/5124 Duke Street – c 1860	
	<p>Character Defining Elements:</p> <ul style="list-style-type: none"> • Prominent position as a corner building; • Six storey building with a simple parapet, a flat roof with a modest overhang and a moulded copper cornice which is returned on both Hollis and Duke Street; • Simple proportions and minimal ornamentation; • Granite quoins, granite stringcourses at the second and fourth floors; • Granite window sills; prominent granite lintels above second floor windows; • Change in vertical floor separation between the fourth and fifth floors; • Change in horizontal bay separation on the southern bay on Hollis Street; • Stucco/parge exterior finish over brick; • Regular arrangement of vertically proportioned windows with a high void to solid ratio; • Windows on the second and third floor are proportionately larger than those on the fourth, fifth and sixth floors; • Dressed granite storefront with beveled granite pillars topped by simple capitals, and a regular arrangement of fixed plate glass windows; • A wide frieze/sign band between the lower string course and storefront windows.
<p>Heritage Value:</p> <p>This building is valued for its architecture, historical association with its occupants, and the way it illustrates its evolution and change. The history of the Champlain building is interesting; originally constructed following the Great Fire of 1859 as a four storey, brick warehouse which was flanked by four storey masonry buildings on both Duke and Hollis Streets. The building was commissioned by John Starr for his business John Starr, Son & Co. as electrical engineers and contractors. By 1878 the building was occupied as offices and the wholesale drugstore of Brown & Webb.</p> <p>In 1911 the building was occupied as a warehouse by J. & M. Murphy and as a wholesale drugstore. In this same year architect George H. Jost prepared drawings to expand the building into a 6 storey building and redesign the main level. These same drawings show the abutting 4 storey building on Duke Street becoming a 6 storey building and joining the main building, in essence making it wider. By the 1914 Fire Insurance maps the abutting 4 storey ‘office’ building on Hollis Street has also been incorporated into the main building, renamed the Champlain building, and risen to a full 6 storeys.</p> <p>The Champlain building is a simple building with minimal ornamentation, however it is an interesting illustration of the practice of expansion and grafting of older buildings in Halifax. The building has a long history of mercantile use including warehouses, offices and wholesale drugstores. Designated as a municipal heritage property in 1981 it was referred to then as the Champlain building.</p>	

Attachment I: Heritage Building Summary – Flinn Building

Flinn Building – 1820 Hollis Street (c. 1863)



Character Defining Elements:

- Four and ½ storey brick and stone building designed in a two bay arrangement;
- Truncated pitched roof with a central wooden dormer on the front and rear elevation, and a modest roof overhang with granite cornice supported by solid stone brackets.
- Dormers have paired arched one-over-one windows, overhanging eaves, and are clad in wood;
- Italianate design featuring contrasting red brick laid in a modified American bond, with granite detailing and stone quoins;
- Stone and brick string courses at the third and fourth storeys;
- Pairs of one-over-one, arched windows featuring brick voussoirs, and granite sills, and the second storey windows incorporate granite springer stones;
- Traditionally designed storefront with a side hall plan has three fixed display windows with transoms separated by three cylindrical wooden columns on octagonal base and Corinthian capitals;
- The storefront has an entablature above with a granite frieze and cornice, and is supported by granite pillars with simple capitals.

Heritage Value:

The Flinn building is valued for its architecture and historical association with its occupants. Located at 1820 Hollis Street this four and a half storey building was designed in the Italianate style of architecture, and has a largely unaltered exterior appearance.

The building was constructed in 1863 on the footprint of an earlier building. Not much is known about the history and development of this building; however given the construction date it is likely that the previous building was lost in the Great Fire of 1859, which destroyed 60 buildings within several city blocks between Barrington and Hollis Streets including other buildings on the same block as the Flinn building. Documentation suggests that Alex McLeod (Hayes Insurance Building) commissioned the design to local architect Henry Elliot.

The Flinn building is a simple building with simple yet elegant detailing. It is recognizable for its distinctive paired arch windows and granite detailing. The building has a long history of mercantile use including wine and spirit merchants, a liquor warehouse, drug warehouse, and electric appliance storage. R. J. Flinn Engineering occupied one floor of the building at the time that it was designated as a municipal heritage property in 1981.

Appendix A Heritage Impact Statement with Supporting Documents

Prepared by Lydon Lynch Architects / Watson McEwan Teramura Architects

HERITAGE IMPACT STATEMENT

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1.0 INTRODUCTION

1.1 INTRODUCTION

This Heritage Impact Statement (HIS) has been prepared by Lydon Lynch Architects in collaboration with Watson MacEwen Teramura Architects. The purpose of this report is to identify the cultural heritage value of five registered heritage buildings and how these may be impacted by the proposed development of the city block bounded by George, Granville, Duke and Hollis Streets in downtown Halifax.

Assisting in the preparation of this report was Allan Teramura, of Watson MacEwen Teramura Architects, Ottawa. WMTA was retained as the heritage conservation consultant for the project. Mr. Teramura is a specialist in the conservation, restoration and adaptive re-use of heritage buildings including the Halifax Armouries conservation, Supreme Court of Canada modernizations, National War Memorial conservation and the East Block interim Senate Chamber Study. WMTA conducted archival research into each of the five heritage buildings (provided in the attached report). WMTA coordinated and assisted in a detailed conditions assessment of each heritage building. As well, they were consulted on the overall strategies for the incorporation of heritage assets within the design and in the preparation of the Heritage Impact Statement.

Trevor Gillingwater, masonry conservation specialist, Montreal. Refer to Appendix A for Mr. Gillingwater's CV. Mr. Gillingwater conducted an extensive conditions assessment of the facades of each heritage building. The conditions assessment provides a detailed review of each façade with recommendations for how it may be restored and/or replaced.

In addition, we consulted with Malcolm Pinto of Pinto Engineering (structural engineer for the project) as well as Maritime Canstone, Stantec and Dexter Construction to investigate and discuss preliminary strategies for overall site demolition, site excavation and heritage asset retention and restoration.

This Heritage Impact Statement has been prepared to identify the cultural heritage value of five registered heritage buildings and how these may be impacted by the proposed development of the city block bounded by George, Granville, Duke and Hollis Streets in downtown Halifax. The report format follows the outline recommended by the Halifax Regional Municipality for the preparation of Heritage Impact Statements, which includes:

- Identification of heritage value and character defining elements
- Description of the proposed development
- Measurement of the development impact
- Consideration of mitigated measures
- Implementation and monitoring
- Summary statement and recommended conservation measures

Several resources were consulted in the preparation of this report. Key sources include:

- HRM Land Use Bylaw, including
 - Schedule S-1: Design Manual

- Downtown Halifax Secondary Municipal Planning strategy
- HRM By-law Number H-200, Respecting the Establishment of a Heritage Advisory Committee and a Civic Registry of Heritage Property, including
 - Schedule A: Content of Heritage Impact Statements
- Parks Canada, Standards and Guidelines for the Conservation of Historic Places in Canada, 2nd Edition, 2011
- US Secretary of the Interior, Standards for the Treatment of Historic Properties, 1995
- Nova Scotia Heritage Property Act
- Nova Scotia Archives, including
 - Building Reports
 - Historic photos
- HRM Archives, including
 - 1911 addition, Champlain Building
 - 1960s addition, Canada Savings and Loan (formerly Merchant's Bank)
 - other plans and property reports
- HRM Heritage Branch files and reports for all buildings

While HRM uses the United States Secretary of the Interior Standards for the Treatment of Historic Properties as a reference for conservation standards, the present report also refers to Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada. This is a comprehensive tool for assessing heritage value and impacts, and is specific to the Canadian planning context.

In addition to the above, a number of secondary sources were consulted including reference material on Halifax's architectural and cultural history and development. A short bibliography is included at the end of this report.

The approach taken here is to assess the historic resources for their cultural and architectural value; explore how these heritage resources can be comfortably integrated to the wider vision for development of this city block; identify elements to be protected; and establish appropriate / acceptable levels of change for each building.

1.2 INTRODUCTION TO SITE: LOCATION, CURRENT CONDITIONS

The development site is located in Precinct 4, lower central downtown Halifax¹. The site is bound by George Street to the south, Duke Street to the north, and Hollis and Granville Streets to the east and west, respectively. This city block contains five registered heritage buildings. These include:

5171 George Street:	Bank of Commerce Building (Merrill Lynch Building)
1813 Granville Street:	Hayes Insurance Building (Thumpers Hair Salon)
1819 Granville Street:	Merchant's Bank of Canada Building (Prenor Trust)
5162 Duke /1824 Hollis Streets:	Champlain Building (Bluenose Restaurant)

¹ *Downtown Halifax, Secondary Municipal Planning Strategy, 2009, p.12.*

1820 Hollis Street:

Flinn Building (Anna's Café)

This city block once consisted of several individual buildings and lots. Over time, as is the history of urban development, some buildings and lots were consolidated, while others were demolished and rebuilt. With this, the lot sizes were also subdivided and subsequently consolidated through the evolution of property ownership. The present-day block consists of fourteen (14) legal lots, all held by the same property owner, which will undergo an overall lot consolidation to enable this development to proceed.

The block contains a total of eight (8) buildings. The largest is the 15-storey RBC Tower, built in 1968, and which covers approximately 55% of the block. Surrounding the podium of the RBC Tower are the five heritage buildings listed above, as well as two additional in-fill office buildings. Together, these smaller buildings cover the remaining 45% of the block. There are no open spaces or empty lots.

In the 1950s a small infill office building was inserted between the Merchant's Bank of Canada and the Champlain Building (along Duke Street). This 5-storey building spans the two buildings and extends onto the roof of the Merchant's Bank of Canada, effectively creating a modern penthouse. In 1965, another 5-storey infill was inserted between the Merchant's Bank of Canada and the Hayes Insurance Building, along Granville Street. This Brutalist-Modernist style building was designed to integrate with and expand the Merchant's Bank building, which had then become the Eastern Canada Savings and Loan. While expressive of the design trends of their time, both buildings remain rather modest examples of their respective styles.

The four corners of this block are each anchored by different buildings: the main entrance to the RBC Tower faces the Province House across the street and anchors the corner of George and Hollis Street. The Bank of Commerce Building also faces Province House and anchors the corner of George and Granville. The Merchant's Bank of Canada Building anchors Granville and Duke, while the Champlain Building anchors Duke and Hollis. The two remaining heritage buildings are located in their respective mid-blocks along Granville and Hollis Streets.

The five heritage buildings under consideration in this report were municipally designated for their heritage value in about 1981. At the time, heritage designations tended to focus on the architectural composition and elements of the building. Accordingly, the designation reports for these five buildings list the architectural qualities and features, but make little to no mention of their contextual or cultural value. The heritage designations do not include the interiors of the buildings. The two 1950/1960s infill buildings do not have heritage designations.



Bank of Commerce Building



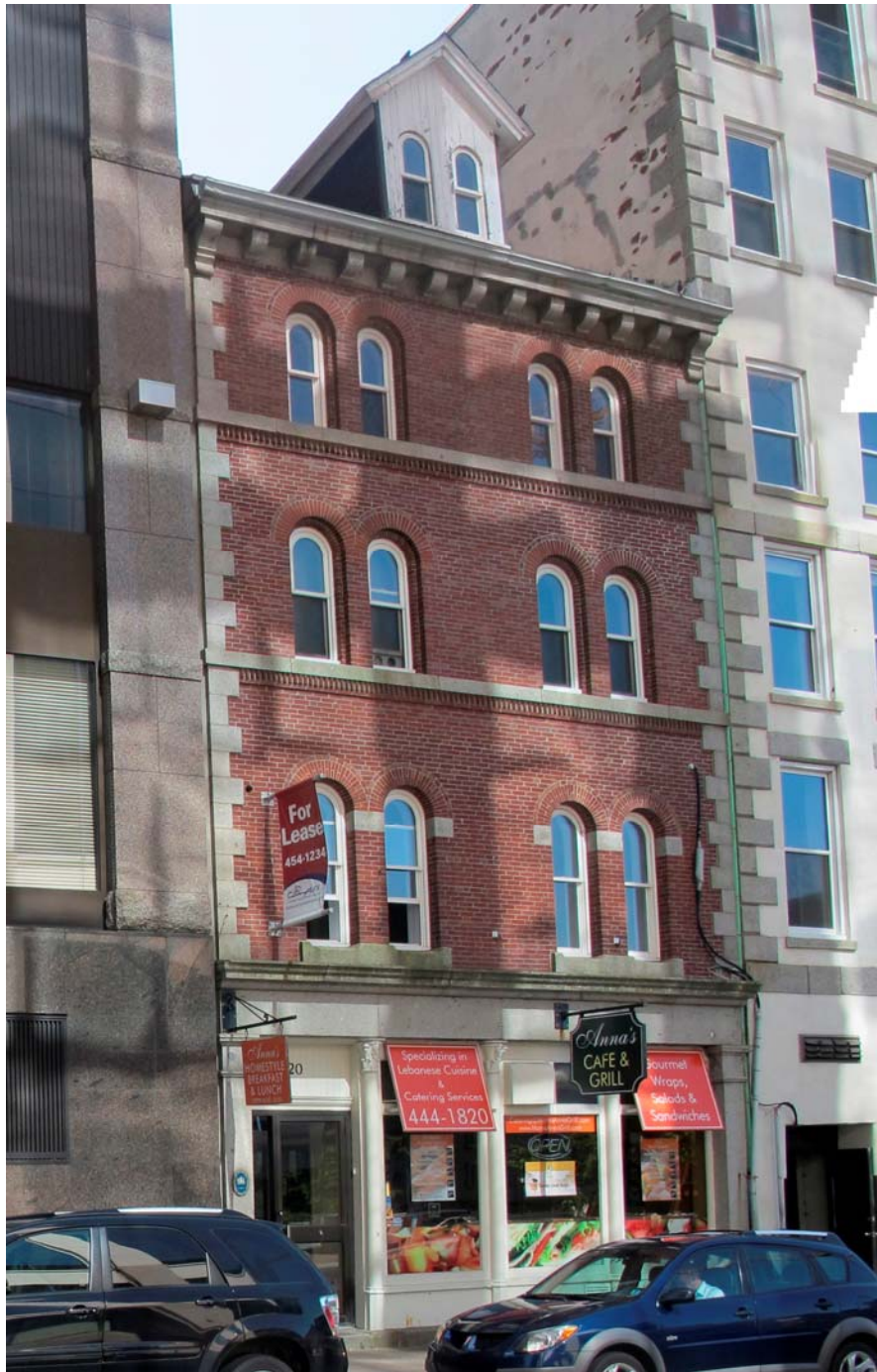
Hayes Insurance Building



Merchant's Bank of Canada Building



Champlain Building



Flinn Building

Each building has unique characteristics and values in terms of their prominence, their history and the values associated with their design and development. Accordingly, each building was carefully assessed and considered as to its historic, economic and environmental contribution to the landscape of downtown Halifax. The integration of each of these buildings into a larger development project presents unique challenges and opportunities, specifically in how they can and should be sensitively incorporated into the design for redevelopment of the block. The goal has been to find the right balance that respects the value of the heritage assets while fostering a meaningful and appropriate development opportunity.

Many of the challenges revolve around the ability to integrate several heritage buildings into a single, comprehensive development. Since each building was constructed as separate, independent buildings, they do not necessarily relate to one another in terms of construction methods and materials; alignment of floor levels; ability to interconnect; overall height; or architectural style. Consequently, they create challenges as to how the block can be redeveloped. Notwithstanding, they each have varying degrees of heritage value that need to be respected and incorporated into the design.

Other key challenges include the conditions of the buildings and in particular, their respective facades. It was determined that a variety of conditions exist whereas some buildings and facades are in very good condition, some in very poor condition and others in a varying state of in-between.

Each building can also be considered to have its own degree of heritage value. This value may be assessed in terms of its significance within the history of Halifax, its contribution or prominence to the streetscape, the extent to which it has remained as originally built, its character defining elements, or the extent to which it has been altered over time.

1.3 SITE CONTEXT

The development site is located in an established and historic part of downtown Halifax, an area which began to flourish commercially in the mid-19th century. Today, the area is characterized by a mixture of historic and new buildings, many of which are high-rise commercial towers. As the central business district, this area is gradually evolving to include a variety of high rise developments set amidst the context of historic buildings. This development trend has been ongoing since the 1960s. Indeed, the city block under review in this report is the location of one of Halifax's first high-rise office towers — the Royal Bank Tower, built in 1968.

The five heritage buildings located on this block have served a variety of commercial functions over time. The Flinn Building, Hayes Insurance Building and the original Champlain Building are the oldest, having been constructed within a few years of each other following the Great Fire of 1859. The two banking buildings — Bank of Commerce and Merchant's Bank of Canada — were built later, around 1906 and 1911, respectively.

Immediately north of the proposed development site is the Granville Block National Historic Site of Canada. This complex features a harmonious block of intact 19th century commercial buildings. The facades and select interior elements were preserved as part of a 1970s rehabilitation project, which established a precedent for Halifax and the heritage conservation movement generally. The redevelopment showed that historic buildings

could be integrated rather than being replaced. The facades are primarily four and five storeys and feature fine architectural detailing. This part of Granville Street presents a cohesive block, with common roof lines, use of similar building materials, similar floor-to-floor heights and a general “sameness of character.”²

The preservation of the Granville Block provides testimony to the role of Halifax in the commercial and maritime history of Canada³. The five buildings being studied here also contribute to this heritage environment.

To the south of the development site, immediately across George Street, is Nova Scotia’s legislature building, known as Province House. This provincially registered heritage property is a fine neo-classical building, set within a formal garden. The imposing structure is valued for its architecture and its role in the history of Nova Scotia’s democratic system.

To the west and continuing south of the development site is the Barrington Street Heritage Conservation District (HCD), which extends from Duke Street in the north to Bishop Street in the south. This historic street developed later than Hollis and Granville Streets and today serves as a main-street in downtown Halifax. Barrington Street is characterized by its collection of Victorian, Edwardian and early modern commercial buildings, which give this area its unique commercial heritage character.

To the east, a bit afield, are Halifax’s Historic Properties, a group of stone and wood-frame warehouses on Halifax’s waterfront. They are valued for “playing an important civic and commercial role since the early beginnings of settlement in Halifax and stand as representative of the great days of sail.”⁴

The new Waterside Centre is located across the intersection of Duke and Hollis Streets. This new office building incorporates the facades of several heritage facades as part of a comprehensive development project. Similarly, across Granville Street, the redevelopment of the TD Centre incorporates the largely reconstructed façade of the Macara-Barnstead building.

More modern additions to the immediate context includes 1801 Hollis Street, BMO Centre, TD Centre, and the CIBC Building. All of these buildings were constructed within the last 40 years as high-rise office complexes.

Given this historic context, it is fair to say that the five heritage buildings being studied here contribute to this heritage environment, albeit in a less cohesive way than either of the Granville Block or the Barrington Street HCD. Nonetheless, the fact of three historic buildings occupying prominent corner locations provides the advantage of allowing this block to continue to be understood as part of the historic urban landscape. This contributes to the heritage value of these buildings and the area as a whole, and will be an important consideration in the redevelopment proposal.

² *A Sense of Place, Granville Street*, p. 10.

³ *Statement of Significance, Granville Block National Historic Site of Canada*, www.historicplaces.ca.

⁴ *Statement of Significance, Historic Waterfront Buildings*, www.historicplaces.ca.

1.4 PLANNING CONTEXT

The development site is subject to the following:

- The Downtown Precinct Guidelines and the Heritage Design Guidelines, contained in the Land Use By-law Design Manual
- HRM's Building Conservation Standards for Heritage Properties
- The bonus zoning program

2.0 DESCRIPTION and HISTORY

Considerable research was undertaken and valuable historic materials obtained. This background material provided an important historical timeline for each heritage resource, allowing for a fulsome description of architectural style, original purpose, and subsequent changes either in use or physical alterations. Reference material also provided the relevant context, describing the period in which these buildings were built and influences that were at play at the time. Archival research is included as Appendix B to this report.

Beginning in the 1840s, commercial building and upgrading began to characterize this area of Halifax — specifically Granville and Hollis Streets, which were beginning to challenge Water Street as the “prime commercial row” in the city.⁵ Bank buildings filled Hollis Street, while fine commercial establishments began to differentiate Granville Street. Until the Great Fire of 1859, many buildings were constructed as 2-storey wood-frame structures. Following this event —and other fires in 1857 and 1861— building standards required that new construction be of stone and brick.

Replacement buildings were typically three to four storeys high, reflecting the sustained confidence among business owners that Halifax would continue to develop and prosper commercially. The effect was the development of coherent streetscapes, defined by similar building heights, materials and designs, including popularity for flat roof construction.

The subsequent development of this city block, as with a good part of downtown Halifax, is marked by the gradual grafting of layers and replacement of buildings over time. The effect is a literal building-up of the downtown city blocks. As noted earlier, infill buildings were added to the east and south of the Merchant’s Bank of Canada building in the 1950s and 1960s, respectively. Both of these infill buildings replaced earlier structures. By creating links from the original bank building into the new infill buildings, these two additions served to expand the functional use of the original bank building.

The history of the Champlain Building is also an interesting, albeit less evident example of the story of grafting and expansion. Following the Great Fire of 1859, a four-storey brick building was erected at the corner of Duke and Hollis streets. It was flanked by other four-storey masonry buildings along both Duke and Hollis streets. The rectangular Champlain building featured six bays on the Hollis Street elevation and nine bays along the Duke Street elevation. An 1871 photo of the building suggests that a main floor commercial entrance was located within the two central bays along Hollis Street. The same photo also shows an adjacent two-bay building inserted between the Champlain and the Flinn Buildings along Hollis Street. While its floor-to-floor heights and cornice line appear to match those of the Champlain Building relatively closely, the design of its commercial storefront appears to be more like the adjacent Flinn Building. Absent are the dressed granite columns and arched openings; rather the commercial level appears to have a simple cornice with a large opening, possibly containing steel frame windows. Neither does this small building appear to feature the granite quoins of the adjacent Champlain Building; however its window sills do appear to have been built with granite (or some other stone) that contrasted the wall surface.

⁵ *Buggey, p.92.*

Fire insurance plans dating from 1878 through 1914 show these two buildings as two separate structures, with clearly different functions: the Champlain Building served as a Wholesale Drugstore and Warehouse, whereas the adjacent structure served variably for a 'Tailor' and 'Office.'

At the same time, an adjacent 'Warehouse' along Duke Street was preparing to be integrated to the Champlain Building. Beginning in 1895, the City of Halifax Insurance Plan shows then-occupant Brown and Webb Company expanding its operations into the adjacent Duke Street building. At this time, all three buildings remain as separate four-storey structures.

In 1911, architect G.H. Jost prepared plans for an expansion to the Champlain Building. The new occupant is J&M Murphy Ltd, one of Halifax's first and oldest dry goods companies. The plans propose a two-storey addition to the top of the Champlain Building and the adjacent 'Warehouse' building along Duke Street. Indeed, the fire insurance plans of the same year show the Champlain Building and the 'Warehouse' as six-storey structures, with an interior doorway opened between the two structures.

Meanwhile, the small 'Office' along Hollis Street remains a four-storey structure. By the time of the 1914 Insurance Plan of Halifax, all three buildings appear to be occupied by J & M Murphy Ltd, and all three buildings are described as six-storeys. It is not known who designed the two-storey addition onto the 'Office' on Hollis Street; nor is it known at what point the two buildings (Champlain and 'Office') were visually integrated.

By the time of the 1952-65 Insurance Plan of the City of Halifax, the 'Warehouse' along Duke Street has been replaced by a new modern infill building, an expansion to the Merchant's Bank of Canada Building. The Champlain Building is illustrated and described as a single 6-storey building, with only a broken line suggesting the original division between this and the 'Office' on Hollis Street. At first glance, the building we see today presents as if this were its original configuration. Upon closer inspection, it becomes evident that floors were added, and that the two southern-most bays along Hollis Street were originally part of a separate and different building.

Aside from the 1859 fire, the other most dramatic change to this city block is owed to the Royal Bank of Canada (RBC). This institution began its existence as the Merchant's Bank of Halifax, founded in 1864 and incorporated in 1869 by a group of enterprising Halifax merchants. The Bank's original head office was located in a rented building on Bedford Row, where it took advantage of its waterside location to provide financial services to the fishing and timber industries, as well as the trade of retail goods from Europe into the colony. Sometime in the 1870s, the main branch and office moved to the corner of George and Hollis Streets —a prestigious corner with views of the waterfront, Citadel Hill and, of course, Province House immediately across the street. In 1901, to avoid confusion with the Merchant's Bank of Canada, and to reflect its pan-Canadian scope, the name of the institution was changed to The Royal Bank of Canada. To further reinforce the Bank's "coming of national age," the head office moved from Halifax to Montreal in 1907.⁶

Despite moving its headquarters to Montreal, RBC maintained a strong foothold at its George Street address in Halifax. The RBC was in good company at this location, as many banking institutions were relocating from the waterfront to prestigious locations around Province House. Its immediate neighbours included the Bank of Nova

⁶ *rbc.com*

Scotia, the Bank of British North America, the Bank of Commerce, and later the Bank of Montreal, among others. Beginning in about 1918, alterations were brought to the original Royal Bank building at 5161 George Street, including alterations to the roof, and relocating the main entrance to the banking hall. In the 1930's, the Royal Bank purchased and expanded into the Bank of Nova Scotia building — located immediately north along Hollis Street. By the 1960s, additional properties had been acquired within the same block, including the renowned Wood Brothers Dry Goods Store, an operation that spanned several buildings bridging Hollis and Granville Streets. Many of these buildings appear to have stood vacant while the RBC prepared for another expansion.

In one powerful gesture, the Royal Bank demolished and replaced its own building and all the other buildings acquired on this block with an altogether new and modern structure. This would affirm the Royal Bank's place within Halifax and mark a turning point in the development and intensification of downtown by constructing one of the city's first high-rise office buildings. The new RBC Tower opened on 5 September 1968. At the time, the media reported that the opening was of special significance; the Royal Bank having had its humble beginnings on the Halifax waterfront over 100 years prior.

2.1 Building Descriptions and Design

Archival research is included as Appendix B to this report. Considerable research was undertaken and valuable historic materials obtained. This provides an important historical timeline for each heritage resource, describing architectural style, original purpose, subsequent changes either in use or physical alterations, and relevant context as to when it was built.

These five heritage buildings are independent structures built between the 1860s and 1911. All are of masonry construction and range in height from 4 to 6 storeys. The following descriptions are derived in part from the heritage designation reports and files held by HRM.

The Bank of Commerce building, located at 5171 George Street, was designed in a classical-revival style. Built as a banking establishment in 1906 to the designs of Albert Kahn and Ernest Wilby, this building served the Bank of Commerce until 1977, at which point it was adapted for use as offices and a restaurant. The building is designed in the style of a Greco-Roman temple, an expression of both power and stability. The design features four free-standing Ionic columns, framing a recessed entranceway, and supporting a monumental pediment. The facade is entirely composed in granite, a suitably noble material that relates well to its context, specifically to Province House.

The Hayes Insurance Building, at 1813 Granville Street, was originally one part of a tripartite brick and stone structure, built in about the mid-1860s to the designs of Henry Elliot, a prominent Halifax architect. Only this southernmost portion of the building remains extant today, the other two-thirds having been replaced by an expansion to the Eastern Canada Savings and Loan Company (see description of the Merchant's Bank below). The building features an Italianate design with deep bracketed cornice, moulded stone window lintels, supported by stone pilasters on two floors, and a stone cornice framing the store front. The latter is a reinstatement of the original wood frame pilasters and large windows, which replaced an unsympathetic

modification from many years earlier. The building has served a variety of commercial businesses, with Smith Brothers Dry Goods being the most notable tenant, starting in the 1870s.

The Merchant's Bank of Canada building, at 1819 Granville Street, was another purpose-built bank, constructed in 1911 to the designs of Hogle & Davis architects of Montreal. The classical design features a flat roof structure, with a deep parapet mounted by a robust balustrade. The walls are articulated by fluted pilasters. The exterior finish in white glazed terra cotta would seem an unusual finish in Halifax, where stone and brick predominate. The two-storey banking hall features tall windows and ornate plaster detailing on the ceiling and walls. The Merchant's Bank of Canada was merged with the Bank of Montreal in 1921. The building subsequently served most of its history as the head office of the Eastern Canada Savings and Loan Company. During this period the building was expanded, first on the east side with the 1958 five-storey addition along Duke Street, and then to the south in 1965 with another five-storey addition. The Duke Street addition, designed by Allan F. Duffus, also added an additional storey on top of the bank building. The Granville Street addition, to the designs of J. Philip Dumaresq included a major renovation of the original bank building to enable the three structures to function as one integrated office. The original bank building now serves a retail function, while the adjacent buildings host a variety of office, retail and restaurant tenants.

The Champlain Building, at 5162 Duke Street, was built in the early 1860s, before the Flinn Building. It served as a warehouse and store for a variety of dry goods companies, the most notable of which were J & M Murphy, a company that is still in operation to this day. This commercial building, designed in Victorian style, features a stuccoed finish applied over brick walls and granite quoins. The retail level features a dressed granite arcade; however, the arched portion of these window openings has been concealed. The generous detailing in the granite quoins, stringcourse, window sills and lintels lend a sense of substance to this otherwise unadorned building. The flat roof structure is defined by a generous but simply detailed cornice, which is clad in copper. The building was built as a four-storey structure. It was expanded to six-storeys in about 1911, and at the same time incorporated the last two bays on the Hollis Street elevation to create a seemingly single larger structure.

The Flinn Building, at 1820 Hollis Street, is a four storey commercial building, designed in the Italianate style. This building replaced an earlier structure on the same footprint in about 1863. The design features use of red brick with granite details, a side gable roof and gabled dormer window. The facade is divided into two bays featuring pairs of arched windows in each bay. The windows on the upper floors feature continuous bracketed granite sills. The cornice is also granite and is bracketed. The storefront level features granite columns at the outer edges and wood-clad intermediate columns. The building was restored in around the same time as it was designated.

3.0 HERITAGE VALUE and CHARACTER DEFINING ELEMENTS

Each of the buildings considered in this report has its own distinct character and value. While one may argue that some are more valuable or charismatic than others, they are all considered to be heritage resources. Therefore, it is with a sense of basic equality that we may then determine what aspect of these buildings and their context are open to change, and which attributes require special care and protection.

3.1 HERITAGE VALUE

The HRM Heritage Registry does not rank the registered properties or buildings according to a hierarchy of significance. However, it is evident that some of the built resources on this city block are more valuable (in a tangible sense) than others. Despite being of different styles, this dispersed ensemble of buildings represents the rebuilding of the city after successive mid-19th century fires, and the continued growth of the city, specifically the role of the banking sector and fine retail establishments in this growth.

Despite being of different styles, the ensemble of the Hayes Insurance, Champlain and Flinn buildings represents the rebuilding of the city after successive mid-19th century fires. The Hayes Insurance and Flinn buildings, in particular, were designed in a style that reflected the merchant's confidence in the future of the city. In a broader sense, both the Italianate style of these commercial buildings and the robustness of the Champlain building gave expression to an era of confidence and prosperity in Halifax's history.⁷

Due to their association with some of Canada's earliest banks, as well as their grand use of classical architectural style and materials, both the Bank of Commerce and Merchant's Bank of Canada buildings are of considerable value and character. The use of granite and glazed terra cotta, respectively, their finely crafted detail and ornamentation, and their formal scale contribute to their consideration as highly valuable resources.

While few buildings of the first half of the 19th century were architect-designed — most having been created by skilled builders who adapted designs from pattern books to incorporate the use of local materials — the period after the fires would see an influx of architects and design builders to the city. Indeed, as Susan Bugey notes in her study of the development of Halifax following the great fires, "central to the expansion of downtown Halifax were the architects, builders and artisans who carried out the building process."⁸ Each of these five buildings can be associated with some prominent figures in the development of the city, be they architects or the merchants who hired them.

The prominent corner location of the Bank of Commerce, Merchant's Bank and Champlain buildings contributes significantly to their respective heritage value. In a broader sense, the anchoring of these corners with historic buildings reinforces the overall heritage environment of downtown Halifax and allows this part of the city to continue to be read and understood as an historic urban landscape, albeit one that continues to evolve and grow.

⁷ *Architects of Nova Scotia*, p. 142.

⁸ *Bugey*, p. 96.

These five buildings form part of a broader heritage environment and reinforce this environment in several ways: by their integrity; their prominence in the streetscape, specifically the Bank of Commerce which is arguably a landmark structure; by their similarity and compatibility with other contemporaneous commercial buildings; and by their respective and individual designs, each of which expresses of an era of confidence and prosperity in Halifax's history.

Bank of Commerce, 5171 George Street

The Bank of Commerce is a landmark structure that benefits a prominent location with direct views of Province House. The Bank's classical design, in the style of a Greek temple, expresses both the power and stability of the banking sector. The design is attributed to the Detroit firm of Albert Kahn Architect, with Ernest Wilby Associate. Best known for his contribution to North America's industrial architectural heritage, Albert Kahn is sometimes referred to as the Architect of Detroit owing to his design of several automotive plants and countless other buildings in and around that city. Perhaps less well-represented are his designs for university buildings, office towers and private commissions such as banks, private residences and mausoleums.

While Kahn expressed a clear interest in historically-styled buildings, it is unclear what his level of involvement would have been in the firms' smaller, more classical commissions in Canada. At the time the Bank of Commerce was commissioned, Kahn was collaborating with British-born architect Ernest Wilby, a talented designer in his own right. Many of their Canadian commissions, largely in the Windsor area, were jointly attributed to Kahn as architect and Wilby as associate. It seems likely then, that "Kahn may have delegated the smaller Canadian commissions to [Ernest] Wilby, who contributed much to the designs for banks, residences and commercial projects in the Windsor area."⁹ Indeed, the Halifax branch of the Bank of Commerce is nearly identical to the branch they designed for Walkerville, Ontario around the same time.

Appropriate to its prestigious location, the building's exterior is composed entirely in granite, a suitably noble material given the purpose and context of this building. While not designated, the interior of this building is largely original and intact and features fine workmanship, and use of materials and detailing. The Bank of Commerce is perhaps the most publicly recognizable of the five buildings in question.

The significance of the Bank of Commerce relates to:

- The importance of Halifax as a financial centre and the many fine bank buildings designed to express this
- The 20th century development of Halifax's banking sector, specifically with the move of these establishments from the waterfront to prestigious locations around Province House
- Albert Kahn, renowned Detroit-based architect responsible for much of Detroit's industrial heritage, as well as a number of buildings in Walkerville, Ontario (now part of Windsor, Ontario). This was one of only two such buildings designed and constructed by the Detroit firm.
- This building is one of the last remaining of a cluster of bank buildings designed around the turn of the 20th century, and designed in the grand styles

Merchant's Bank of Canada, 1819 Granville Street

⁹ <http://www.dictionaryofarchitectsincanada.org/architects/view/1722>, entry: Kahn, Albert.

The Merchant's Bank of Canada is a fine example of the use of architectural terra cotta. The Halifax branch was designed by the firm of Hogle and Davis, a Montreal-based architectural practice that was commissioned to design most, if not all, of the Merchant's Bank of Canada branches across Canada. The classical design of this building was typical of bank architecture, and sought to convey a sense of nobility and stability with its robust Corinthian pilasters and heavily articulated balustrades.

The Merchant's Bank of Canada was merged with the Bank of Montreal in 1921, and is presumably the time at which this banking company moved out of the building. It would then be occupied by the Eastern Canada Savings and Loan Company, the tenant responsible for expansion of the building with two infill additions on the east and south sides. This building makes an important contribution to the Duke Street viewscape and successfully extends the theme of banking and commercial development onto this corner.

The significance of the Merchant's Bank of Canada relates to:

- Association with the development of an important banking sector in Halifax's economy
- Association with the Merchant's Bank of Canada, which would later be merged into the Bank of Montreal
- Association with Hogle & Davis, architects of the Merchant's Bank of Canada buildings
- Association with the Eastern Canada Savings & Loan Company, a later and long time occupant of the building

Hayes Insurance Building, 1813 Granville Street

The Hayes Insurance Building, built 1863, was once part of a larger three-bay building, of which this extent portion represents but one bay. Designed by Halifax architect, Henry Elliot and built by Malcom Robert, the building features stone detailing in a unique Italiante style.¹⁰ Henry Elliot was responsible for the design of many fine residences in Halifax and Dartmouth, and was recognized for his expertise in the Italianate style. In addition to the Hayes Insurance Building, he was also responsible for a number of other fine commercial buildings on Prince Street, Bedford Row and Hollis Street.

The significance of the Hayes Insurance Building relates to:

- The rebuilding of downtown Halifax following the Great Fire of 1859
- Smith Brothers Dry Goods, the original occupant of the building
- More broadly, an association with the development of Granville Streets as the premiere location for fine merchants and dry goods retailers and wholesalers
- Association with Henry Elliot, Halifax architects

Flinn Building, 1820 Hollis Street

The Flinn Building is a small commercial building, characterized by the use of Italianate detailing and motif. Despite being located mid-block, the building is recognizable for its distinctive paired arch windows, and simple yet elegant granite detailing. Not much is known about the history and development of this building. However, the design of adjacent commercial buildings (since demolished) have been attributed to Henry Elliot, the same architect as the Hayes Insurance Building on Granville Street. Given the similarities between the

¹⁰ *Architects of Nova Scotia*, p. 101.

Hayes Insurance and the Flinn buildings, it seems plausible that Elliot may also have been the architect of the Flinn Building. This building remains representative of the confident aspirations of a growing commercial sector in mid-19th century Halifax.

The significance of the Flinn Building relates to:

- The rebuilding of downtown Halifax following the Great Fire of 1859
- The development of Hollis Street, along with Granville Streets, as the premiere location for fine merchants and dry goods retailers and wholesalers

Champlain Building, 5160 Duke Street / 1824 Hollis Street

The Champlain Building was built as a wholesale warehouse and office. While it benefits a relatively prominent location, its design does not celebrate this advantage. The plain detailing and relatively utilitarian design expresses the building's original function. Nonetheless, the substantial detailing of the granite quoins, stringcourse, window sills and lintels lend a sense of confidence and stability to this otherwise unadorned building. The building lost much of its original character when the original wood sash windows were replaced with vinyl units. A further detraction is the loss from view of the original arched storefront windows. It is assumed that the arches remain intact, and were simply covered over at some point in time.

Despite its modest features, the significance of the Champlain Building relates to its associative values, namely:

- The rebuilding of downtown Halifax following the Great Fire of 1859
- J&M Murphy Dry Goods, one of Halifax's earliest and oldest dry goods businesses — the firm still being in operation to this day¹¹ — and who occupied the building in the early part of the 20th century and were responsible for the two-storey addition in 1911.
- More broadly, an association with the development of Granville and Hollis Streets as the hub for fine merchants and dry goods retailers and wholesalers;
- The continued and growing commercial development of downtown Halifax, expressed in the addition of two floors in 1911, and incorporation of the adjacent 'Office' building along Hollis Street
- Association with George Henry Jost, a Halifax-based architect responsible for many commercial buildings including the reconstruction of the Herald Building (now the Dennis Building), the Orpheus Music Hall, and the Garden Crest Apartments on Summer Street.¹²

3.2 CHARACTER DEFINING ELEMENTS

Parts of the following descriptions are drawn from the designation reports for each of the buildings. The common character-defining elements shared among these five buildings include their:

- setting within historic downtown Halifax
- massing, specifically their generally uniform heights and projecting cornices that provide a sense of enclosure on the streetscape and thereby lend a sense of human scale
- masonry facades (brick, stone, terra cotta, stucco)
- ornate detailing, specifically on the Bank of Commerce, Hayes Insurance Building, Merchant's Bank of Canada and Flinn Building

The character-defining elements that contribute to the heritage value of each individual building include:

Bank of Commerce:

- Prominent position on a corner lot, facing Province House
- One of last surviving original bank buildings in a series of important banking institutions that lined George Street and surrounding lots

¹¹ <http://jmmurphy ltd.com/about-us>

¹² *Architects of Nova Scotia: A Biographical Dictionary 1605-1950*, p. 213.

- Three-storey all granite massing
- Classical design, executed to the finest level of detail: Massive Ionic columns, entablature, pediment and balustrade parapet
- Wood frame and sash windows
- Fine ornamentation defining the banking hall entrance, including the massive entry doors, detailed stone work surrounding both the door and the window above, including an exaggerated carved keystone

Merchant's Bank of Canada

- Prominent position on a corner lot
- Fine use of white glazed architectural terra cotta
- Its classical design including the balustrated parapet, the deep entablature, Corinthian pilasters, and balustrades in front of the main floor windows
- Large round top windows on the main floor, and 6-over-6 windows on the second floor
- Detailed ornamentation including decorated stringcourse between the first and second storey windows, and detailed keystone above main floor windows

Hayes Insurance Building:

- Italianate design featuring contrasting brick with granite detailing
- Arched windows with stone lintels supported by stone colonettes, and stone sills
- Bracketed cornice
- Finely restored storefront, matching original in design and intent

Champlain Building:

- Prominent position on a corner lot
- Traditional commercial building, designed in an austere Victorian style featuring simple proportions and minimal adornment
- Arcaded openings at street level (currently concealed, but presumably intact), framed by dressed granite jamb and arch stones
- Regular pattern and proportioning of windows
- Granite quoins, and contrasting granite stringcourse, window sills and lintels
- Flat roof with simple parapet, which was a popular feature for commercial buildings of the time

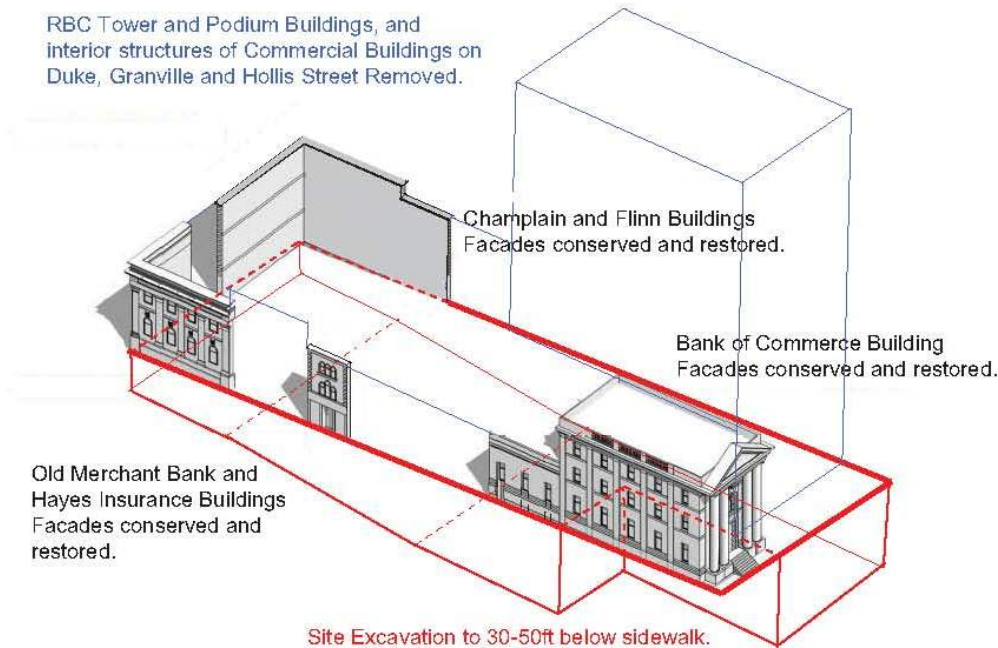
Flinn Building:

- Italianate design featuring contrasting brick with granite detailing
- Preserved store front
- Stone quoins and detailing around windows
- Pairs of semi-round windows featuring brick voussoir, granite springer stone, and granite sills
- Bracketed stone cornice

4.0 DESCRIPTION OF THE PROPOSED DEVELOPMENT

The Site Plan Approval submission provides details of the proposed development including floor plans, elevations and 3D images, which should be referred in order to gain further understanding of the proposed development. The submission describes and illustrates how the heritage resources will be integrated into the overall development.

Because each heritage resource is its own separate building, they have independent floor levels which do not align with one another or with the proposed floor levels of the new development. In combination, this makes it not only difficult to incorporate the buildings but also impractical since contiguous floor spaces could not be created and the structure for the towers above could not weave through the heritage buildings in a practical or effective manner. Consequently, an over-arching strategy is required whereby the existing buildings, in behind their respective facades, are to be demolished. This will allow the development opportunity to be realized while still preserving the principal value of the character defining elements, namely the facades.



The exception to this strategy will be the Bank of Commerce Building, which as previously stated, is considered to be of very high value and therefore, it's exterior will be retained largely in its entirety. This is considered to be an appropriate recognition of its significance within downtown Halifax and the development has been designed to not only retain the building but to repair and enhance it. The new development which surrounds the Bank of Commerce Building has been designed to defer and enhance its architectural presence. Along George Street, a plinth is established in the form of a planter wall, which will be clad in similar salt & pepper granite. It frames a new plaza which will utilize similar granite paving material (but with a flamed finish). As a formal element, the plinth extends around the corner onto Hollis Street, which visually connects the new building to the Bank of Commerce Building. The south tower, which extends along side the Bank of Commerce Building, is separated by an atrium serving as a mediator between the new and the old. As the tower continues to rise, it

eventually extends over the Bank of Commerce Building in a dramatic cantilever. This cantilever occurs approximately 40 feet above the parapets of the Bank of Commerce Building, which provides an appropriate amount of “air” between the two that allows the Bank of Commerce Building to maintain its visual independence.

With regards to the façade retention of the other four buildings, this will be done using conventional methods of temporary shoring and bracing techniques (as recently done at the Waterside Centre and TD Centre projects). Mass site excavation will be done in a carefully coordinated manner to ensure that the facades’ existing foundation walls are underpinned. As well, any site blasting will be carefully controlled to meet regulatory requirements but more importantly, to be within safety tolerances so as not to cause damage to the facades.

The development presents several challenges both in terms of the overall development objectives and retention of heritage resources but also in terms of site logistics during construction. With regards to development objectives, any downtown development, in order to be viable and competitive, requires a compliment of vehicular parking that will support the appropriate number of anticipated commuters, visitors and residents. Downtown Halifax is already extremely stressed for parking, so it is increasingly important to be self-sustaining with on-site parking and not depend on public parking, which is largely unavailable. Accordingly, the development is designed to provide three levels of underground parking for the office, hotel and condominium. However, in order to achieve this, the site must be excavated to its outermost boundaries in order to accommodate the dimensional requirements for parking spaces and driving aisles. This, in and of itself, presents a complex logistical challenge in order to accommodate the retention of existing facades while allowing vertical excavation to occur immediately in behind to a depth ranging from 30 to 50 feet below sidewalk levels.

Considerable consultation and due diligence has been undertaken to determine to most effective and least disruptive methods for solving these challenges. In order to minimize the depth of excavation, a hydraulic stacking system will be used for hotel and condominium parking. This will allow 2 cars to park above and below one another, thus maximizing space utilization. Consequently, a valet service will be required for these parking spaces. To be able to utilize the full width of the site (in order to meet dimensional criteria for parking) excavation will have to be absolutely vertical and directly at the site boundaries. This becomes particularly challenging at the heritage facades. Firstly, the existing foundations can be as much as 3 feet in depth, which begins to reduce the available width of the site available to accommodate parking. However, systems and methods have been sourced, which have not been previously utilized in our region that will allow for vertical excavation to occur directly behind the facades, which in turn will allow the construction of new concrete foundation walls directly against and below the existing foundations. Existing facades will be retained using conventional shoring and bracing systems, which can accommodate facades up to 4 stories in height. This will resolve all facades except for the Champlain Building, which is 6 storeys in height. Using steel brace frames for this façade would result in the braces extending across 2 full lanes into Hollis and Duke Streets. In addition, because of its height and relative thinness (the existing masonry walls are 16” thick), the façade would essentially behave like a sail - so in a significant wind event, the brace frames could not be guaranteed to support the facades without significant damage or total collapse. This would be not only present risk to public safety and surrounding property damage, but in the worst case scenario, also defeat the intent of preserving the heritage facades.

Therefore, in order to mitigate risk and ensure the success of retaining the façade of the Champlain Building, the upper 2 levels will be removed in order to reduce the height of the facades – note that these 2 levels were a later addition to the original 4 storey building. This would allow the facades to be safely braced without closing down significant portions of streets or creating undesirable risk. The original 4 storey façade would then be repaired and restored as later described in this report.

This selective and partial reconstruction will retain the majority of the facades while only those portions which cannot be safely supported during construction would be removed. In principle, this is not dissimilar from what has been undertaken nearby at the Waterside Centre or for the Macara-Barnstead façade (as part of the TD Tower redevelopment) where a balance of retained, salvaged and reconstructed portions of the facades have been carefully considered.

A detailed conditions assessment was prepared for each of the five building facades (refer to Appendix C). The report contains a detailed account of the current condition of each façade, what the probable cause is for areas of disrepair or failure, and what the recommended approach should be for repair, restoration and/or reconstruction. These recommendations will ultimately inform the contract documents which will detail and specify the means and methods to be used for construction.

The impact on the heritage resources will therefore include a comprehensive strategy requiring a combination of demolition, repair, restoration and reconstruction. This will be done in a manner that respectfully restores the dignity of each heritage resource while integrating them into the overall development.

5.0 MEASUREMENT OF DEVELOPMENT OR SITE ALTERATION IMPACT

The city — especially an historic city — is not a static monument. Rather it is subject to economic, social and cultural forces that shape the fabric of the city through time. New development has the potential to reinforce the role and meaning of its historic context.

A holistic approach to urban development would see the integration of heritage, economic, environmental and socio-cultural factors in the planning process. It is important to see the evolution of the urban landscape as more than a question of physical fabric, but increasingly as the evolution of environmental, social and cultural concerns. For this reason, this development proposal is considered not only for its effect on the fabric of the five historic buildings, but for the larger impact on the development of Halifax and its downtown.

The approach taken here is to assess the historic resources for their cultural and architectural value; assess the vulnerability of these heritage resources to socio-economic pressures; explore how the heritage resources can be comfortably integrated to the wider vision for urban development; identify elements to be protected; and establish appropriate / acceptable levels of change for each building.

The goals of heritage conservation can be integral to the goals of cultural and economic development. The key is to sustain the quality of place (both the tangible and intangible qualities), while allowing for continuing evolution. In other words, as an evolving historic urban landscape, downtown Halifax will continue to change over time. While the downtown retains an active social and economic role in the development of the city, it also exhibits material evidence of this evolution over time.

The redevelopment of this block will benefit from a cohesive and integrated solution — one that seeks to incorporate the heritage resources in a manner that enhances the existing historic fabric, while facilitating the new development. This requires a careful balance between facilitating development and protecting heritage values.

Each building has unique characteristics and values related to their individual history, their design, their contribution to and prominence within the streetscape, as well as values related to their association with Halifax's commercial development. Each building has been carefully assessed and considered as to its historic, economic, environmental contribution to the historic urban landscape of downtown Halifax. The integration of each of these buildings into the larger development project presents unique challenges and opportunities, specifically in how they can and should be sensitively incorporated into the design for redevelopment of the block. In this assessment, the goal has been to strike a balance between respecting the value of these heritage assets while fostering a meaningful and appropriate development opportunity.

The development challenge of this site resides in the ability to integrate these diverse heritage buildings into a single, comprehensive development without overwhelming the heritage resources, nor rendering the new construction unnecessarily complex. As separate, independent structures, these buildings do not relate to one another in terms of construction methods and materials; alignment of floor levels; overall height; or architectural style. Notwithstanding, in the redevelopment process, each building's heritage value needs to be respected and incorporated into the design.

Other key challenges include the conditions of the buildings and in particular, their respective facades. It was determined that a variety of conditions exist whereas some buildings and facades are in very good condition, some in very poor condition and others in a varying state of in-between.

Each building has its own degree of heritage value, which may be assessed in terms of its significance within the history of Halifax, its contribution or prominence to the streetscape, the extent to which it has remained as originally built, its character defining elements, and the extent to which it has been altered over time.

The proposed development seeks to positively strengthen the clarity of the historic urban landscape — both as an idea and as a physical form — in four important ways: by maintaining a sense of the cornice line that historically defined the building heights on these streets; by maintaining pedestrian access to the new development through the original entry doors of the historic buildings; where the new building meets the street, by designing these facades in a manner that defers to and is distinguishable from the existing historic buildings; and by largely retaining the entirety of the Bank of Commerce building.

The existing buildings are all relatively small in footprint and are scattered about the block. As a result of successive in-fill developments, each of these historic buildings tends to be read as an individual historic element in the urban landscape, rather than a cohesive historic whole. The interstitial space between the buildings, largely occupied by the 1968 Royal Bank infill building, would seem open to considerable change, as long as this change does not adversely affect the integrity of the existing historic fabric.

The proposed development does not obscure, radically change or have a negative impact on the character-defining materials and forms of the historic building facades.

Ultimately, the challenge resides in how to marry the old with the new in a way that benefits both elements. The richness of each of these buildings can be highlighted by the modern facade of the infill development. Retention of these buildings — even if only their facades — will serve as a reminder of the city as it was, while the backdrop expresses the sense of evolution through time.

The central question remains: will the values of this historic urban landscape be protected and enhanced; or will they be undermined? In other words, will the new infill development disrupt the existing aesthetics and valued rituals, or will it respect them. If it respects them, the development may come to be seen as contributing a new vitality and new equilibrium to its historic setting. The equilibrium will become all the more complex and diverse and celebrated, all the while still encompassing the old.

The proposed construction is to be placed in a non-character defining location — that is, in between and behind the historic building facades, and in some cases set back from the historic facades. The character defining views of these heritage resources will not be obscured, rather the prominent views, along George and Duke Streets in particular, will remain.

With the exception of the Bank of Commerce building, the interiors of these historic buildings have either been significantly altered, or are generally banal, specifically in the case of the Hayes Insurance Building and the Champlain Building. Their retention is not critical to maintaining the integrity of the chief character-defining elements, which are the facades. With regards to facade retention, it can be justified to replace what lies

behind the facade with a building whose use can enable the continued use of the site. In the end, the contributing features of these buildings, with the exception of the Bank of Commerce lies almost entirely in their relationship to the streetscape.

Comparatively speaking, the Champlain Building is considered to have the least amount of character-defining elements of all the heritage resources on the site. Its lack of detail and ornamentation result in a building that has a much more modest sense of place within the block. In 1911 (approximately 50 years after the original building was built), a significant addition was constructed, adding two additional storeys as well as an extra bay along Hollis Street (refer to Tombstone reports for further details). The additional 2 levels replicated the lower floors with regards to materials and window patterns while a new cornice was added but without a frieze as was present on the original facade. These floors were added with no enhancement to the original streetscape while its height became out of context with the remainder of the block, which otherwise remained consistent at 4 storeys.

As previously noted in this report, the upper 2 levels of the façade will be removed while the lower 4 levels will be retained and restored. While this solves the logistical challenges during construction, it also offers an opportunity to restore the facades in a manner that will more closely resemble their original and intended appearance. Most noticeably, this will re-introduce the ground floor arched windows, which were arguably the character-defining elements with the greatest impact to the streetscapes. In addition, a new corner entrance will be created at the intersection of Duke and Hollis Street as was intended in a 1911 architectural drawing



which was never realized (see image below).

Partial 1911 Drawing showing proposed corner entrance at lower left

The restoration of the original 4 floors of the Champlain façade will re-establish a consistent streetwall height in relation to its neighbouring heritage buildings, which will be further enhanced and reinforced by the height of the new infill facades, thus creating a consistent streetwall around the block. The restoration of the ground floor arched windows and creation of the corner entrance become viable enhancements made possible as a

result of not investing in the reconstruction the upper 2 levels of the façade. If reconstructed, the upper 2 levels would present their own technical and logistical challenges which would result in a noticeable difference between new and old – the reconstructed 2 levels would be done using current building systems, materials and methods and therefore could not be constructed to seamlessly blend in with the existing façade. The result would be a 4-storey façade with a noticeable 2-storey addition. This would be an undesirable outcome.

The lower 4 levels, which are to be retained, will be cleaned and repaired. The parged finish, which comprises the majority of the façade, will require remedial repair to conceal stains that have been translated through as a result of rusted wire mesh directly in-behind the parging. Any new parging will be finished to match the existing texture. The entire facade will then be refinished with an appropriate paint coating that can bond to the existing finish. This may become part of an ongoing maintenance program as more rust may continue to become visible.

A new frieze and cornice will be constructed along the top of the 4-storey façade which will resemble the original design to the extent that it can be determined from archival photographs (see photo below). The entire façade will have new wood windows installed in keeping with its original appearance. Overall, a restored 4 storey façade of the Champlain Building will recapture much of its original character-defining elements including its ground floor arched windows and its original scale within the block.



Photo taken in 1871 showing original building including arched windows and frieze/cornice condition

Each heritage building's integration strategy shall be as follows:

- 1. Bank of Commerce Building:** As noted, this building's exterior will be largely kept intact. As per the conditions report, repair work is required and will be undertaken. The interior of the main banking hall will be maintained and restored to the extent possible with consideration towards current building codes for fire-resistance ratings, sprinklers, and limitations for combustible material. The rear, 2 storey section, which was added to the original building will be retained only as a façade. A new addition will be constructed behind this facade but set back and separated. This will create an outdoor arcade that will become the main entrance for the condominium tower while also creating a pedestrian passage connecting to the centre plaza. Within this façade, the two existing window openings will be extended down to grade similar to the third window, which had previously been extended to accommodate a doorway from an interior stair. This will create a consistent pattern of openings within the façade while creating an opportunity for entryway and passage. New canopies will extend through the three openings as a means of addressing the condo entrance. Existing wood windows appear to be in fairly good condition and it is the intent to repair, restore and incorporate insulated glass units. The main roof of the building will become a terrace accessible to patrons of the restaurant and hotel.
- 2. Hayes Insurance Building:** The façade shall be retained and incorporated into the redevelopment. The façade is largely in good condition with the exception of many of the sandstone pieces, of which some have deteriorated to a considerable degree and require netting as a temporary safeguard. As required, the sandstone will be repaired and/or replaced. At street level, the wood storefronts and entrances will be refurbished to the extent possible; otherwise they will be reconstructed to visually match what exists. Overall, new wood windows will be designed and installed in keeping with the original intent.
- 3. Merchant Bank of Canada:** The façade shall be retained and incorporated into the redevelopment. Large amounts of the façade are in extremely poor condition and will require full replacement and/or repair, which will require significant investment. Upon careful examination, it has been determined that all terra cotta above and including the cornice, have to be replaced due to significant deterioration – as a result, temporary hoarding has been installed to protect pedestrians from potential hazard. In other areas, sporadic pieces will either have to be replaced and/or repaired. It is determined that given the significance and prominence of this heritage resource, a commitment to investing in the restoration of the facade is warranted, expected to be in the range of \$2M. This can only be achieved as a result of the economics of the overall development and could not otherwise be feasible. New terra cotta pieces will be replicated based on measurements of existing pieces and installed into the restored facade. Overall, new wood windows will be designed and installed in keeping with the original intent.
- 4. Champlain Building:** The façade shall be retained and incorporated into the redevelopment. As described in Sections 30. & 5.0 of this report, the upper 2 levels of the façade will be removed in order to meet the logistical demands during construction and thus facilitating the original façade to be saved. The ground level will be restored to incorporate the original arched windows. As well, a corner entrance at the intersection of Duke and Hollis Street will be created as was intended in a 1911 architectural drawing which was never realized (see image below). New wood windows will be designed and installed throughout in keeping with the original appearance.

5. Flinn Building: The masonry façade, up to and including the cornice, shall be retained and incorporated into the redevelopment. The exterior masonry is in very good condition and in general, will only require cleaning. At street level, the wood storefronts and entrances will be refurbished to the extent possible; otherwise they will be reconstructed to match what exists. Overall, new wood windows will be designed and installed in keeping with the original intent.

Positive impacts include:

- Rehabilitation of the site with a new development that ensures a diversity of uses and seeks to activate the street front on all facades by maintaining pedestrian access through existing storefronts as well as through new points of entry.
- Minimizing impact on heritage fabric by retaining the historic facades and thereby the legibility of the street as a historic commercial row.
- Potential retention of the interior banking hall of the Bank of Commerce building and sensitively linking to this building while minimally intervening in the historic fabric of this prominent and important heritage resource.
- Minimizing impact on the character-defining views of the Bank of Commerce building by stepping back the infill development immediately adjacent to this building.
- Maintaining the historic cornice lines by stepping back the upper floors of the new construction where these extend above the historic buildings.
- Enhancing the functionality and quality of the commercial core by providing for additional retail units.

6.0 CONSIDERATION OF MITIGATION MEASURES

Appendix C of this report contains the Condition Investigation Report as prepared by our conservator, Trevor Gillingwater. This report provides an overview of the following, for each of the 5 heritage buildings:

- General description of the building
- Detailed examination of the facades in terms of material conditions
- Recommendations for repair, restoration and/or replacement

Accordingly, this report responds to our approach towards alternatives, mitigation and conservation methods.

7.0 IMPLEMENTATION AND MONITORING

All of the heritage resources on the property will be retained to an extent that is appropriate and in accordance with jurisdictional requirements. As described throughout this report and within its appendices, each heritage resource will undergo a mitigation and implementation strategy that will improve upon their present condition and ensure their long-term viability as part of a comprehensive development. Work shall be carried out in accordance with HRM's Building Conservation Standards for Heritage Properties. As previously mentioned, even though HRM references the United States Secretary of the Interior Conservation Standards, this report also relies on Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada for assessing the impact of the proposed development on the five heritage buildings. The latter document is a comprehensive tool and is specific to the Canadian planning context.

During the course of detailed design & documentation, as well as during construction, our historic preservation consultant and conservator will remain involved. In collaboration, the team will design, specify and monitor the work for and during construction in accordance with applicable and appropriate conservation standards.

8.0 SUMMARY STATEMENT

As a result of our examinations as outlined herein, the following summarizes the overall strategy for the redevelopment of the block and the integration of the five heritage resources:

1. The Bank of Commerce Building continues to have a significant prominence with the downtown. Its location along George Street, its association with the financial district as one of the original bank buildings, its location across from Province House, its grand sense of classical design, its sense of permanence by virtue of its granite facades, and its remaining in largely good condition, all contribute directly to its significance as a heritage building and ability to be incorporated into the redevelopment. Consequently, it will be retained, largely in its entirety. The redevelopment has been designed to integrate the building in a meaningful and appropriate manner, respecting its place along George and Granville Streets. The original wood windows remain and are good candidates for restoration.
2. The MacLeod Building is a modest building along Granville Street and remains in reasonable condition. Other than the sandstone detailing, the façade remains in good condition and can be restored without significant effort or investment. Sandstone will be repaired and replaced as required and new wood windows will be designed and installed in keeping with the original design.
3. The Merchant's Bank of Canada Building is a lovely example of glazed terra cotta design and construction and continues to play a prominent role in identifying the intersection of Granville and Duke Streets. A roof top addition was added in the 1950s, which will be removed in its entirety. Large amounts of the façade are in extremely poor condition and will require full replacement and/or repair. New, replicated terra cotta pieces will be fabricated and installed. New wood windows will be designed and installed in keeping with the original design.
4. The original 4 storey facade of the Champlain Building will be retained and repaired with only the upper 2 levels being removed. Arched windows at street level will be re-introduced as well as a new corner entrance at Duke and Hollis Street. New wood windows will be designed in keeping with the original design.
5. The Flinn Building, similar to the MacLeod Building, is a small, modest building but with a very well designed and constructed facade. The façade will be cleaned and restored. New wood windows will be designed and installed in keeping with the original design.

Overall, the development will retain the Bank of Commerce Building, perceivably, in its entirety, while the remaining four buildings will have their facades retained, restored and/or partially reconstructed. This will result in a cohesive, contiguous, respectful, functional and feasible development that will provide a significant contribution and enhancement for downtown Halifax.

9.0 BIBLIOGRAPHY

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Additional Sources

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List of People Contacted

Seamus McGreal, Heritage Planner, Halifax Regional Municipality

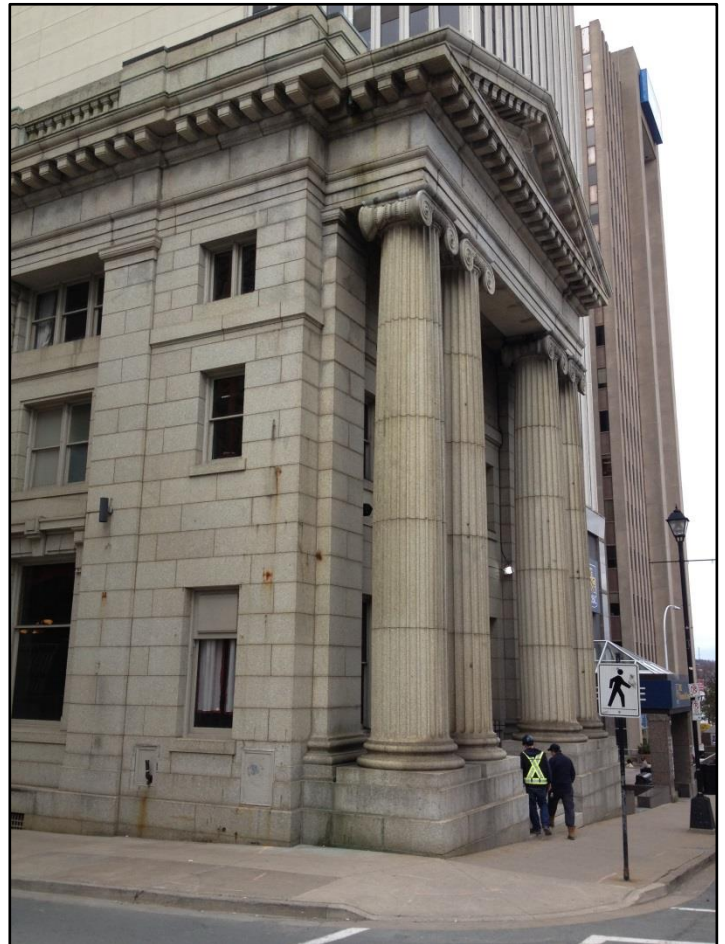
Recommended Reading

Recommendation on the Historic Urban Landscape, UNESCO, 10 November 2011:
http://portal.unesco.org/en/ev.php-URL_ID=48857&URL_DO=DO_TOPIC&URL_SECTION=201.html

Attachment K: Current Photographs - Bank of Commerce Building



Photograph 1: Front facade of the Bank of Commerce, 5171 George Street, Halifax.



Photograph 2: Bank Commerce building, 5171 George Street, Halifax.



Photograph 3: Side elevation, showing main and rear addition of the Bank of Commerce building.



Photograph 4: Window detail - main building, Bank of Commerce building.



Photograph 5: Bank of Commerce rear addition.

Attachment L: Current Photographs – Hayes Insurance Building



Photograph 1: Front facade of the Hayes Insurance Building, 1813 Granville Street, Halifax.



Photograph 2: Upper storeys of the Hayes Insurance building.



Photograph 3: Storefront of the Hayes Insurance building.

Attachment M: Current Photographs – Merchants Bank of Canada Building



Photograph 1: Front facade of the Merchants Bank of Canada, 1819 Granville Street, Halifax.



Photograph 3: Side elevation of the Merchants Bank of Canada building, corner of Granville and Duke Streets.



Photograph 2: Main entrance of the Merchants Bank of Canada building.

Attachment N: Current Photographs – Champlain Building



Photograph 1: Duke Street elevation of the Champlain building, 1824 Hollis Street, Halifax.



Photograph 2: Hollis Street elevation of the Champlain building.



Photograph 3: Side elevation of the Champlain building, corner of Duke and Hollis Streets.



Photograph 4: Upper storeys of the Champlain building.

Attachment O: Current Photographs – Flinn Building



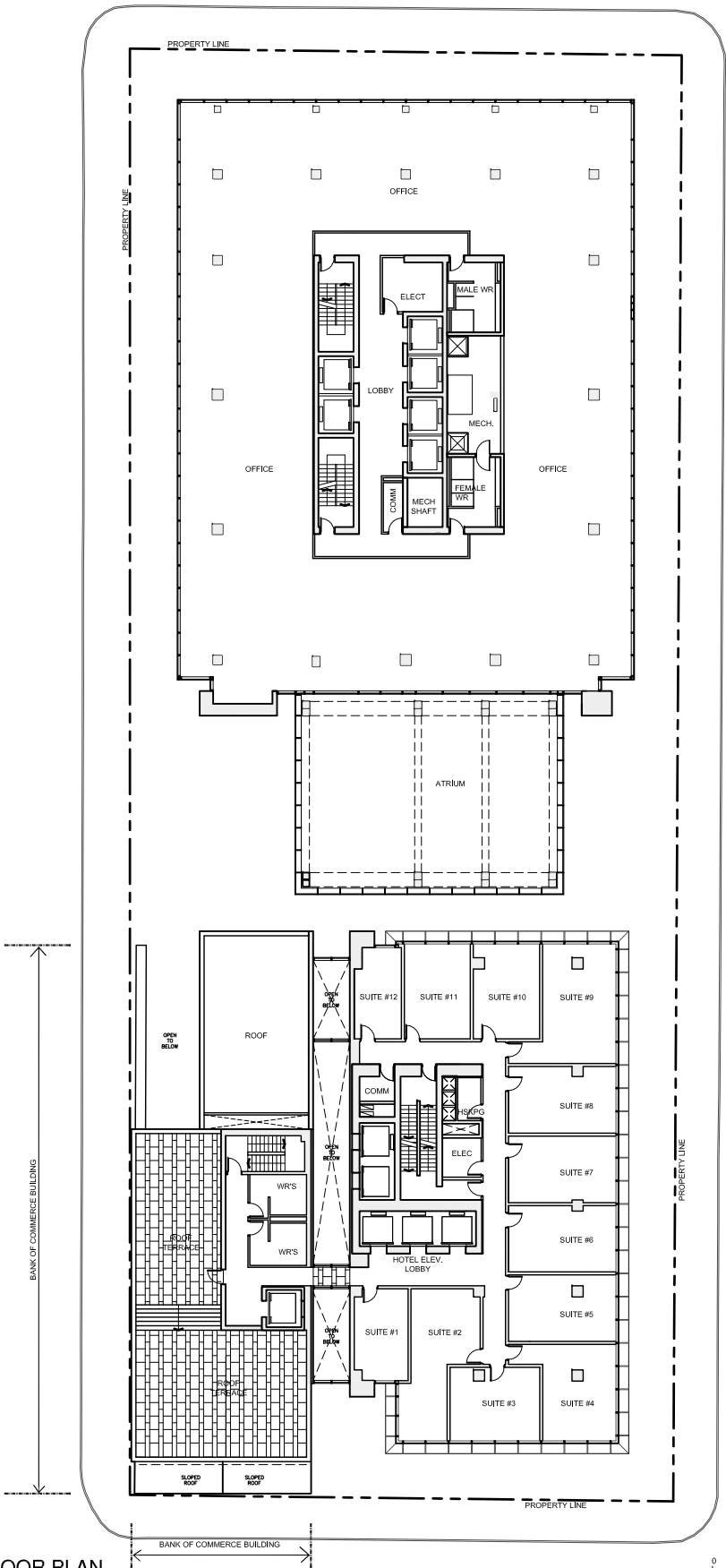
Photograph 1: Front elevation of the Flinn building, 1820 Hollis Street, Halifax.



Photograph 2: Upper storeys of the Flinn building.

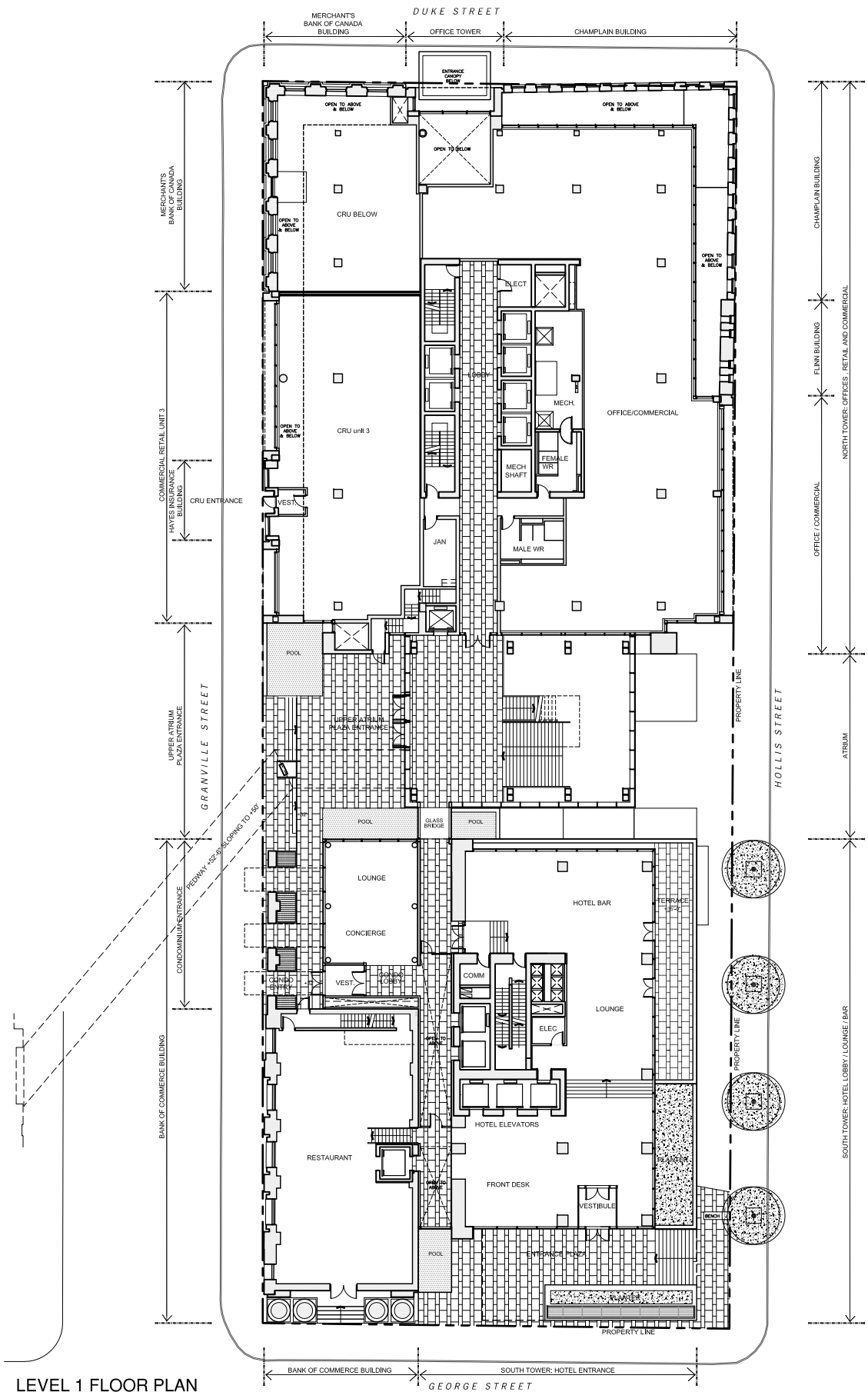


Photograph 2: Storefront of the Flinn building.



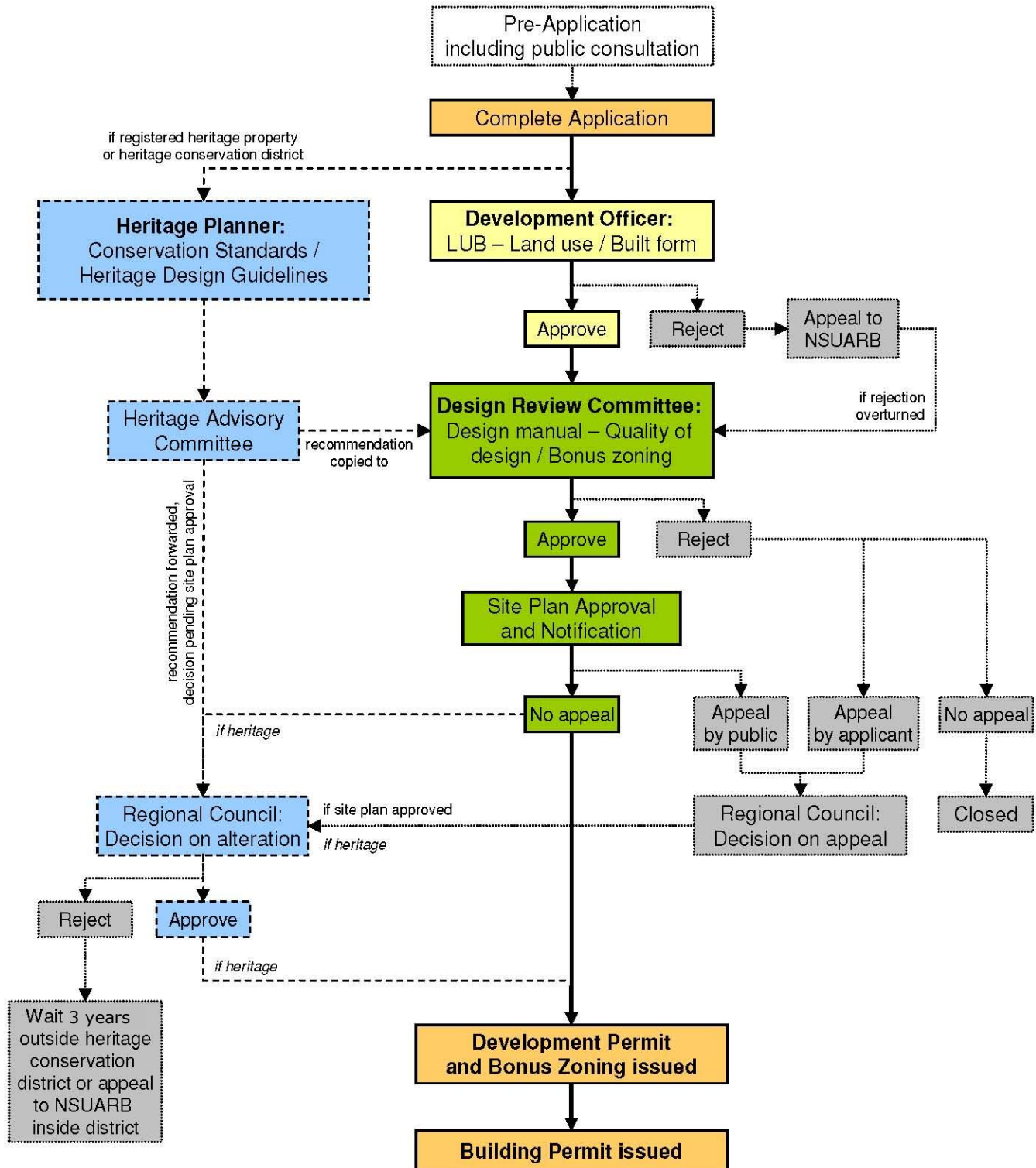
LEVELS 4 & 5 FLOOR PLAN





Downtown Halifax Site Plan Approval Process

Substantive Applications - Heritage



Attachment 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 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. (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 T: Staff Review of Heritage Building Conservation Standards (Bank of Commerce)

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.

STANDARD	Complies	Discussion	N/A
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)		<p>The building will remain in commercial use, and there are very few exterior changes to the main building.</p> <p>The bank addition will have its roof, interior structures and sidewall removed. The façade will not be tied back into the new development; in essence it will become freestanding wall.</p> <p>Additionally, the two windows will have the sills lowered to grade creating door openings with modern canopies. These changes are altering defining characteristics of the building.</p>	
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.		<p>The proposal will see the entire main building retained (interior and exterior).</p> <p>The bank addition will have the majority of its building fabric removed with only the street wall being retained.</p>	
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.		Changes to the bank addition (removal of the roof, interior structures and the lowering of the two window sills) will create a false sense of historical development.	
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.		The bank addition was created after the main building and it carries its own significance.	
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize the property shall be preserved.		The large windows in the addition would be considered distinctive to the property.	

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.		Facade restoration to the main building and exterior wall of the bank addition will be based on building condition and detailed building assessment. Repairs will be in kind as needed.	
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. (See Note 2)		The proposal will require the removal of a portion bank addition wall to allow the windows to become doors. For comment on the massing, size and scale please refer to comments on compliance with the Design Manual.	
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 creation of the new additions (tower and infills) will require the removal of the roof and interior structures and part of the sidewall of the bank addition.	

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 U: Staff Review of Heritage Building Conservation Standards (Hayes Insurance)

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.

STANDARD	Complies	Discussion	N/A
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)		The building will remain in commercial use, however only the front façade will be retained (the pitched roof, sidewalls and internal structures will be removed). The roof is a defining characteristic of the building.	
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.		The proposal will see the façade saved but the removal of the internal building structure and pitched roof removed. There are no alterations to the front façade features or spaces that characterize the property. The building is distinguished as being one of two heritage buildings on the block that has a pitched roof.	
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		Facade restoration is based on building condition and detailed building assessment. Repairs will be in kind as needed.	

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. <i>(See Note 2)</i>		The additions will require the removal of the pitched roof. For comment on the massing, size and scale please refer to comments on compliance with the Design Manual.	
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 creation of the new additions (tower and infills) will require the removal of the roof and interior structures of the building.	

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 V: Staff Review of Heritage Building Conservation Standards (Merchants Bank)

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.

STANDARD	Complies	Discussion	N/A
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)		The building will remain in commercial use, however only the front and side façades will be retained (the roof, roof addition and modern side additions, sidewalls and internal structures will be removed).	
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.		The proposal will see front and side façades saved but the removal of the flat roof, internal building structure, and more modern additions. There are no alterations to the front façade features or spaces that characterize the property.	
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.		The white glazed terracotta exterior of the building is in a severely deteriorated condition and substantial restoration to both façades restoration will be needed. Repairs will be based on a detailed building assessment. Repairs will be in	

		kind as needed.	
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. (See Note 2)		The additions will require the removal of the flat roof. For comment on the massing, size and scale please refer to comments on compliance with the Design Manual.	
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 creation of the new additions (tower and infills) will require the removal of the flat roof and interior structures of the building.	

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 W: Uchi'T gxlgy 'qhlHeritage Building Conservation Standards'Champlain Building

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.

STANDARD	Complies	Discussion	N/A
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)		The building will remain in commercial use, however only the front façade will be retained (the roof, sidewalls and internal structures and top two floors will be removed) and incorporated into a new, larger development.	
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.		The proposal will see the removal of the roof, internal structures, and top two floors of the building.	
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.		The removal of the top two floors of the building and creation of a new cornice at the 4 th floor will create a false sense of historical development.	
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.		The additions to the building, both above and on Hollis and Duke Streets, explain the history of the buildings development acquiring historic significance of their own. Only the additions of the 5th and 6th floors are proposed for removal.	
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.	*	The alterations to the ground floor with the round-headed windows and corner entrance are based on photographic evidence and architectural drawings. Facade restoration is based on	

		building condition and a detailed building assessment. Repairs will be in kind and as needed.	
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. <i>(See Note 2)</i>		The additions will require the removal of the 5 th and 6 th floors of the building. For comment on the massing, size and scale please refer to comments on compliance with the Design Manual.	
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 creation of the new additions (tower and infills) will require the removal of the roof and interior structures of the building.	

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 X: Staff Review of Heritage Building Conservation Standards (Flinn Building)

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.

STANDARD	Complies	Discussion	N/A
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)		The building will remain in commercial use, however only the front façade will be retained (the pitched roof, dormers, sidewalls and internal structures will be removed). The roof and dormers are defining characteristics of the building.	
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.		The proposal will see the façade saved but the removal of the internal building structure and pitched roof removed. There are no alterations to the front façade features or spaces that characterize the property. The building is distinguished as being one of two heritage buildings on the block that has a pitched roof, and the only one with dormers.	
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		Facade restoration is based on building condition and detailed	

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.		building assessment. Repairs will be in kind as needed.	
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. (See Note 2)		The additions will require the removal of the pitched roof. For comment on the massing, size and scale please refer to comments on compliance with the Design Manual.	
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 creation of the new additions (tower and infills) will require the removal of the roof and interior structures of the building.	

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 Y – Design Manual Section 4 Checklist

Section	Guideline	Complies	Discussion	N/A
4	Heritage Design Guidelines			
4.1	New Development in Heritage Context			
4.1.3	Contemporary Design			
	New work in heritage contexts should not be aggressively idiosyncratic but rather it should be neighbourly and respectful of its heritage context, while at the same time representing current design philosophy. Quoting the past can be appropriate; however, it should avoid blurring the line between real historic buildings, bridges and other structures. “Contemporary” as a design statement does not simply mean current. Current designs with borrowed detailing inappropriately, inconsistently, or incorrectly used, such as pseudo-Victorian detailing, should be avoided.		The new work is contemporary and does not blur the lines between historic and new.	
4.1.4	Material Palette			
	As there is a very broad range of materials in today’s design palette, materials proposed for new buildings in a heritage context should include those historically in use. The use and placement of these materials in a contemporary composition and their incorporation with other modern materials is critical to the success of the fit of the proposed building in its context. The proportional use of materials, drawing lines out of the surrounding context, careful consideration of colour and texture all add to success of a composition.	*		
4.1.5	Proportion of Parts			
	Architectural composition has always had at its root the study of proportion. In the design of new buildings in a heritage context, work should take into account the proportions of buildings in the immediate context and consider a design solution with proportional relationships that make a good fit. An example of this might be windows. Nineteenth century buildings tended to use a vertical proportion system in the design and layout of windows including both overall windows singly or in built up groups and the layout of individual panes.	*		

Attachment Y – Design Manual Section 4 Checklist

Section	Guideline	Complies	Discussion	N/A
4.1.6	Solidity versus Transparency			
	Similar to proportion, it is a characteristic of historic buildings of the 19th century to have more solid walls with punched window openings. This relationship of solid to void makes these buildings less transparent. It was a characteristic that was based upon technology, societal standards for privacy, and architectural tradition. In contrast buildings of many 20th century styles use large areas of glass and transparency as part of the design philosophy. The relationship of solidity to transparency is a characteristic of new buildings that should be carefully considered. It is an element of fit. The level of transparency in the new work should be set at a level that provides a good fit on street frontages with existing buildings that define the character of the street in a positive way.		There is a large amount of curtain wall within the podium giving it a higher degree of transparency.	
4.1.7	Detailing			
	For new buildings, detailing should refer to the heritage attributes of the immediate context. Detailing can be more contemporary yet with deference to scale, repetition, lines and levels, beam and column, solid and transparent that relates to the immediate context. In past styles, structure was often unseen, hidden behind a veneer of other surfaces, and detailing was largely provided by the use of coloured, shaped, patterned or carved masonry or added traditional ornament, moldings, finials, cresting and so on. In contemporary buildings every element of a building can potentially add to the artistic composition of architectural, structural, mechanical and even electrical systems.	*		
4.4	Guidelines for Integrated Developments and Additions			
	In instances where the heritage value of a building includes its three-dimensional character (width, depth and height), the entire building envelope should be conserved, and the transition of new construction to, and from, heritage building should respect all three dimensions.		Two storeys of the Champlain buildings are being removed and its three dimensional quality is not being preserved.	

Attachment Y – Design Manual Section 4 Checklist

Section	Guideline	Complies	Discussion	N/A
4.4.1	Building Set Back			
4.4.1a	<p>New buildings proposed to abut heritage buildings on the same site (integrated development) should generally transition to heritage buildings by introducing a building setback from the building line. This setback can be accomplished in several alternate ways, including:</p> <ul style="list-style-type: none"> • new construction is entirely setback from the heritage building, resulting in a freestanding heritage structure . This is suitable where multiple façades have heritage value (see diagram for Option 1 at left). • new construction is setback from the street frontage of the heritage building, but only to a depth required to give the heritage structure visual prominence (see diagrams in the Design Manual). • new construction is setback along its entire façade from the street line established by the heritage structure (see diagrams in Design Manual) 	*		
4.4.1b	<p>Consideration should only be given to the construction of new buildings abutting, or as an addition to, a heritage resource, when the parts of the heritage building that will be enclosed or hidden from view by the new construction do not contain significant heritage attributes.</p>		Both the Hayes Insurance and Flinn buildings have pitched roofs which will be lost to the new additions above.	
4.4.2	Cornice Line and Upper Level Setbacks			
4.4.2a	<p>Maintain the same or similar cornice height for the podium building (building base) to create a consistent streetwall height, reinforcing the frame for public streets and spaces.</p>	*		
4.4.2b	<p>Stepback building elements that are taller than the podium or streetwall height. Stepbacks should generally be a minimum of 3 metres for flat-roofed streetwall buildings and increase significantly (up to 10 metres) for landmark buildings, and buildings with unique architectural features such as peaked roofs or towers.</p>		Meets with the exception of the Hayes building which have pitched roof, and the Flinn building has a pitched roof and two dormers.	
4.4.2c	<p>Greater flexibility in the contemporary interpretation of historic materials and design elements is permitted.</p>	*		

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Section	Guideline	Complies	Discussion	N/A
4.4.3	Facade Articulation and Materials			
	<i>Contrast:</i>			
4.4.3f	Consider existing architectural order and rhythm of both horizontal and vertical divisions in the façade in the articulation of the new building.	*		
4.4.3g	Provide contrasting materials and surface treatments that complement the heritage building. Use of glass can be effective both for its transparency and reflectivity.	*		
4.4.3h	Ensure materials and detailing are of the highest quality. In a downtown-wide context, use of contrast should result in the most exemplary buildings in the downtown.	*		
4.5	Guidelines for Facade Alteration on Registered Heritage Buildings and Buildings in Heritage Conservation Districts <i>These guidelines shall apply to all registered heritage buildings, and all buildings in heritage conservation districts.</i>			
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.		<p>Changes to the storefront of the Champlain building are based on photographic evidence and original building drawings.</p> <p>However, changes to the rear addition of the Bank of Commerce do not meet this guideline.</p>	
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.	*		

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Section	Guideline	Complies	Discussion	N/A
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	<p>The following features should be incorporated in the design of rehabilitated or restored shop fronts, as applicable:</p> <ul style="list-style-type: none"> • Restoration of cast iron or masonry elements; or • A high percentage of glazing, in the display window area, transom windows and in the entry door(s); or • A recessed entry with a rectangular or trapezoidal plan; or • Transom window above the entry and display windows, often stretching the full width of the shop front; or • Base panels rich in detail and of durable materials; or • A shop front cornice and sign band which is generally a reduced version of the main cornice atop the building; or • Access to upper floors should be in the original configuration. 	*		
4.5.3	Contemporary Expression Within the Historic Shop front Frame			
	<p>The objective is to allow and encourage contemporary shop front design in historic commercial buildings to support and stimulate revitalization, through the following approaches:</p> <ul style="list-style-type: none"> • Traditional Approach • Veneer of Renovations • Details Painted Over • Infolding Windows and Doors 			*
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,	*		

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Section	Guideline	Complies	Discussion	N/A
	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.	*		
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.		Lowering the sills on the Bank of Commerce addition is not compatible with the architecture of the building and does not meet this guideline.	
4.5.5	Windows			
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, 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		Altering windows to become doors	

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Section	Guideline	Complies	Discussion	N/A
	compatible with the original composition in terms of alignment, proportion, surrounds, and ornamentation.		on the Bank of Commerce addition is not in keeping with the original composition of the building and will be out of proportion.	
4.5.5g	<p>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:</p> <ul style="list-style-type: none"> • The dimensions of frames, sashes, muntins, etc., should be similar to traditional wood windows. • The window should be divided into a minimum of two sash or panes; more divisions are also possible. • Operable windows are encouraged and the method of opening should replicate that of traditional window types. • Horizontally sliding windows are discouraged as they are not traditional. • Glass should be clear; tints, colours or mirrored surfaces are not acceptable • Frames and sashes should preferably be of painted or stained wood but aluminum clad windows are also acceptable. • Vinyl windows are not permitted • The sash should be recessed within the window frame at least 4 inches from the exterior surface of the building facade. 			*
4.5.6	Materials – The objective is to retain the character of historic building facades by using traditional materials for both rehabilitation and new construction.			
4.5.6a	Brick in a range of buff/beige through red colours, traditional dimension.	*		
4.5.6b	Building stone, particularly granite and sandstone.	*		
	Terracotta, tile and glazed brick materials and decorative	*		

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Section	Guideline	Complies	Discussion	N/A
4.5.6c	elements.			
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	*		

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Section	Guideline	Complies	Discussion	N/A
	required.			
4.5.7b	Repairs should be undertaken with matching materials and anchoring systems should be reinforced to ensure safety.			*
4.5.7c	If cost or structural considerations make conservation of existing cornices difficult, substitute materials can be considered.		The cornice on the Champlain building will be re-created at the 4 th floor.	
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.		Metal/glass canopies are designed for the rear addition of the Bank of Commerce building which	

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Section	Guideline	Complies	Discussion	N/A
			extends through the three window openings. This is not based on historic design or evidence.	
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.			*