

AGENDA

Built Heritage Experts Panel

Thursday, April 18, 2019

12:00 pm

Conference Room A

4th Floor, City Hall

ST. JOHN'S

AGENDA

BUILT HERITAGE EXPERTS PANEL MEETING

April 18, 2019 – 12:00 p.m. – Conference Room A, 4th Floor, City Hall

1. Call to Order & Approval of the Agenda

2. Delegation

- a. Mr. Peter Jackson, Architect re: Decision Note dated April 12, 2019 re: 331 Water Street (At Bishop's Cove) Office and Retail Building

3. Adoption of the Minutes

- a. Minutes of March 27, 2019

4. Business Arising

5. New Business

- a. Decision Note dated April 15, 2019 re: Metal Roofs and Solar Panels in St. John's Heritage Areas.

6. Date of Next Meeting

7. Adjournment

DECISION/DIRECTION NOTE

Title: 331 Water Street (at Bishop's Cove)
Office and Retail Building

Date Prepared: April 12, 2019

Report To: Chair and Members, Built Heritage Experts Panel

Councillor & Role: Councillor Maggie Burton, Planning and Development Lead

Ward: 2

Decision/Direction Required: To seek approval for the design of an office and retail building located at 331 Water Street (at Bishop's Cove).

Discussion – Background and Current Status:

The City has received an application for the development of an office and retail building at 331 Water Street. The proposed development will be approximately 4,180m² (45,000 ft²), three storeys in height and will include two levels of parking.

The subject property is located in Heritage Area 1, the Commercial Downtown District of the St. John's Municipal Plan and is zoned Commercial Central Retail (CCR). Both office and retail stores are permitted uses within the CCR Zone. In addition to being in Heritage Area 1, the property is located adjacent to the Murray Premises National Historic Site of Canada, and within the vicinity of a number of St. John's designated Heritage Buildings and the Water Street National Historic District.

The application is being reviewed by staff for development approval. To date, a site plan has not been provided as the applicant is looking for feedback on the design first. The application is brought to the Built Heritage Experts Panel for a recommendation regarding the building design. The proposal is a modern design which does not meet the standards of Section 5.9.4 Heritage Area Standards (Table) of the Development Regulations. As per Section 5.9.4, new buildings that do not meet the standards may be approved by Council through a comprehensive design package. Therefore, this development, as currently proposed, will require Council's approval.

From the renderings, the proposed building does not appear to include materials that are typical of this area. More information regarding the building materials will be discussed with the applicant during the Panel meeting. While modern materials can be incorporated into the design, it is recommended that the first and second storeys use traditional materials that resemble the surrounding area. The proposed height of three (3) storeys on Water Street is an appropriate height for this location, however, it is recommended that the development have a continuous cornice line (see below) with the adjacent buildings. Further, it is recommended that the new development include similar storey heights and maintain the same rhythm with

ST. JOHN'S

respect to the height, size and proportions of the windows, doors and sign band as the surrounding properties. The west elevation in the applicant's submission displays the differences in these elements between the proposed building and the adjacent building.

It is recommended that the building be re-designed to better reflect the surrounding area. Modern materials may be incorporated, but the design should be respectful of the heritage context.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Other Stakeholders: Not applicable.
3. Alignment with Strategic Directions/Adopted Plans:
A Sustainable City – Plan for land use and preserve and enhance the natural and built environment where we live.
4. Legal or Policy Implications: Not applicable.
5. Engagement and Communications Considerations: Not applicable.
6. Human Resource Implications: Not applicable.
7. Procurement Implications: Not applicable.
8. Information Technology Implications: Not applicable.
9. Other Implications: Not applicable.

Recommendation:

It is recommended that the building be re-designed to better reflect the surrounding area. Modern materials may be incorporated, but the design should be respectful of the heritage context.

Prepared by/Signature:

Ann-Marie Cashin, MCIP – Planner III, Urban Design and Heritage

Signature: _____

Approved by/Date/Signature:

Ken O'Brien, MCIP – Chief Municipal Planner

Signature: _____

Attachments:

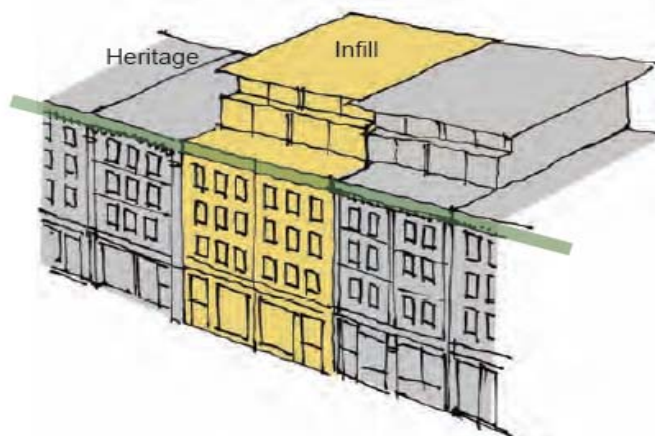
- Location of Subject Property
- Example of Continuous Cornice Line
- Applicant's Submission

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**Location of Subject Property
331 Water Street**



Example of Continuous Cornice Line
Source: Downtown Halifax Design Manual



Consistent cornice line

VIEW FROM SIDEWALK

PERSPECTIVE



RENDERING IS REPRESENTATIVE OF DESIGN INTENT ONLY. IT IS NOT A PHOTOREALISTIC REPRESENTATION OF ACTUAL MATERIALS PROPOSED AND AS SUCH SHOULD BE CONSIDERED PRELIMINARY AT ALL STAGES.

VIEW FROM HARBOUR ST

PERSPECTIVE



RENDERING IS REPRESENTATIVE OF DESIGN INTENT ONLY. IT IS NOT A PHOTOREALISTIC REPRESENTATION OF ACTUAL MATERIALS PROPOSED AND AS SUCH SHOULD BE CONSIDERED PRELIMINARY AT ALL STAGES.

A PROJECT FOR
ALRE

ST. JOHN'S

09/10/18

NEWFOUNDLAND Author 183029

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VIEW FROM WATER STREET

PERSPECTIVE



RENDERING IS REPRESENTATIVE OF DESIGN INTENT ONLY. IT IS NOT A PHOTOREALISTIC REPRESENTATION OF ACTUAL MATERIALS PROPOSED AND AS SUCH SHOULD BE CONSIDERED PRELIMINARY AT ALL STAGES.

A PROJECT FOR
ALRE

ST. JOHN'S

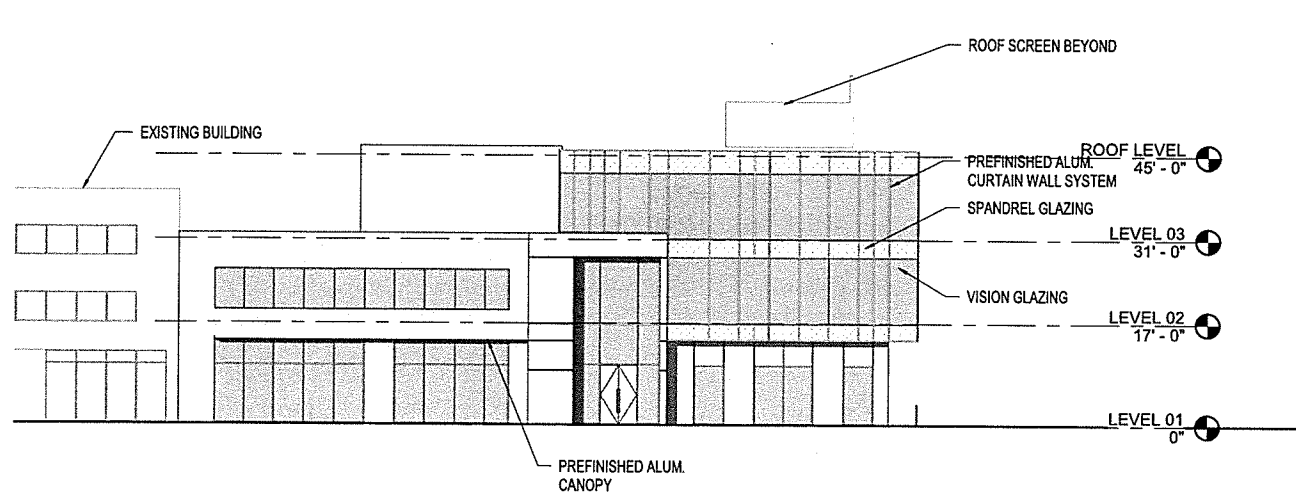
09/10/18

NEWFOUNDLAND Author 183029



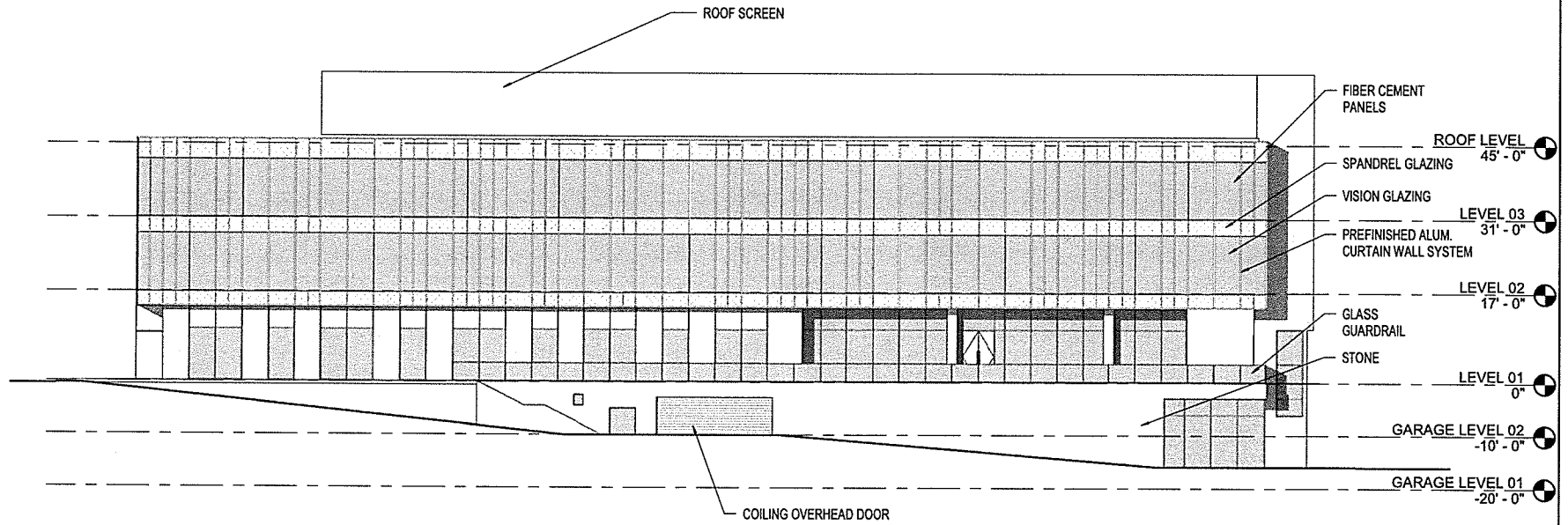
OVERALL ELEVATIONS

SCALE: 1/16" = 1'-0"



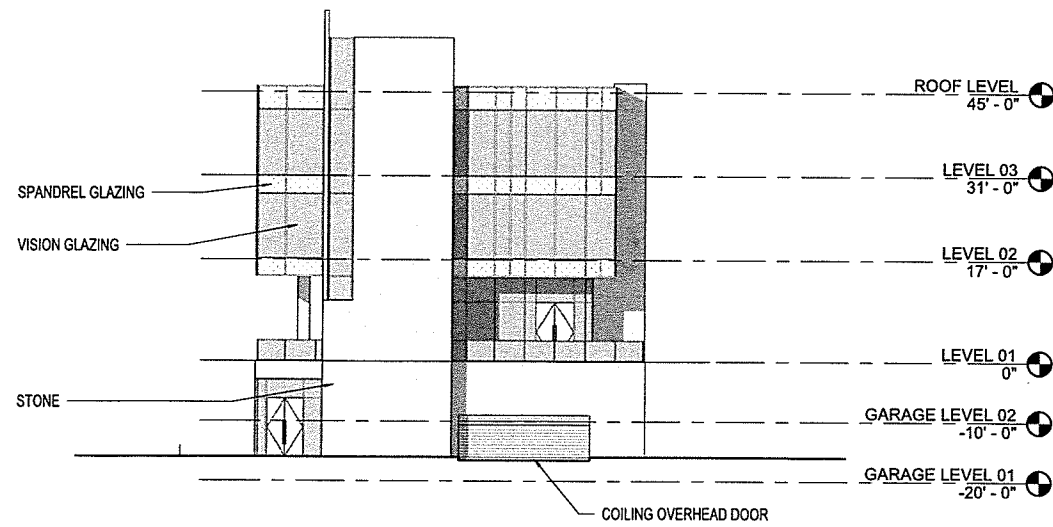
OVERALL WEST ELEVATION

SCALE: 1/16" = 1'-0"



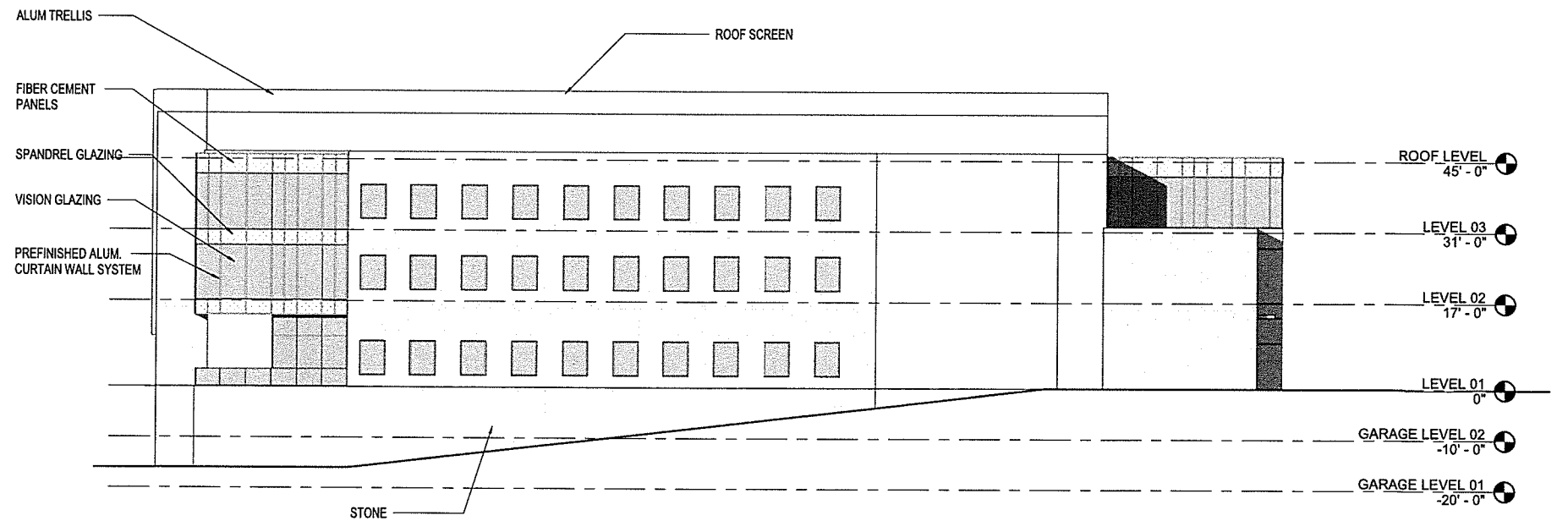
OVERALL SOUTH ELEVATION

SCALE: 1/16" = 1'-0"



OVERALL EAST ELEVATION

SCALE: 1/16" = 1'-0"



OVERALL NORTH ELEVATION

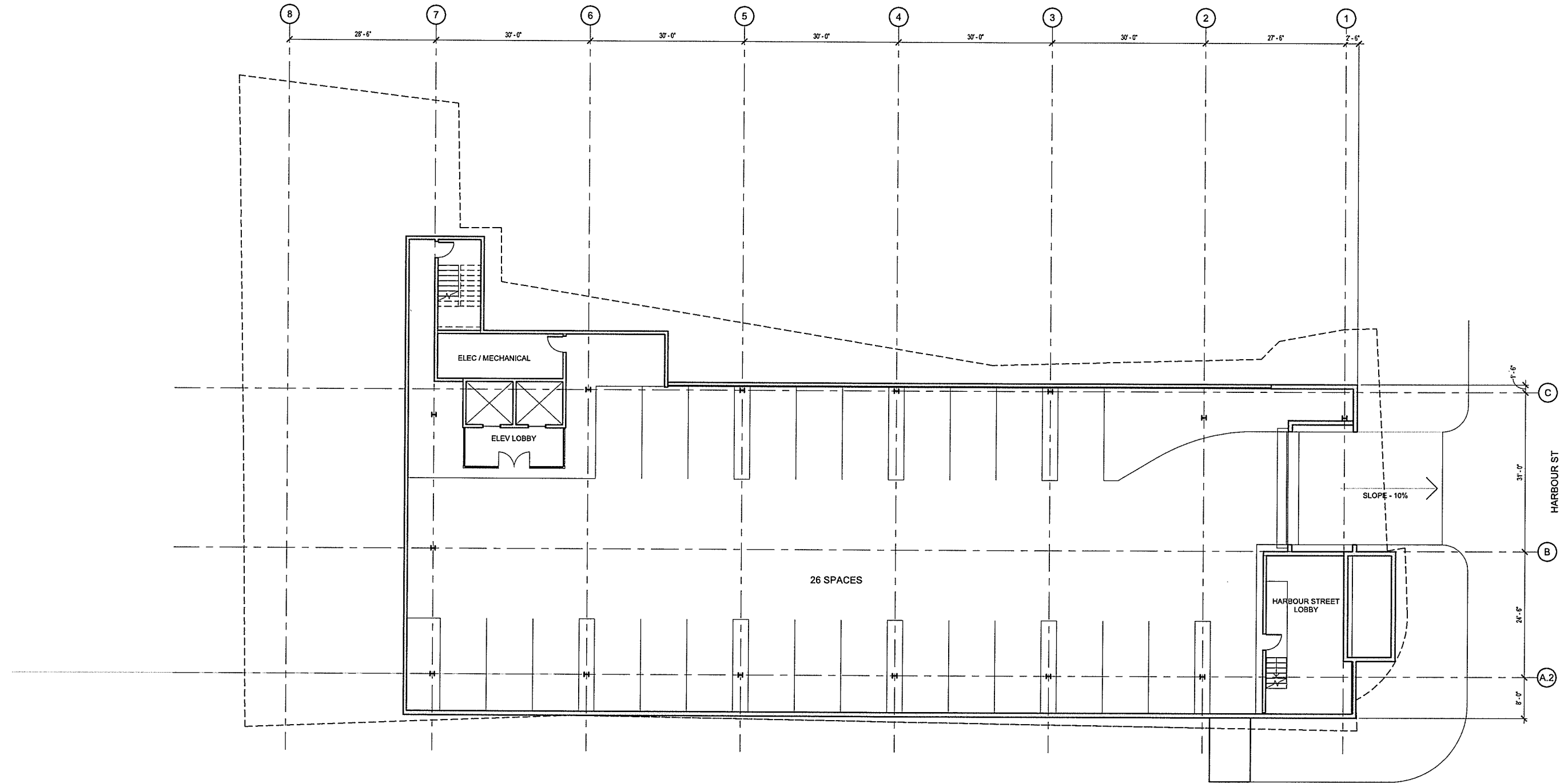
SCALE: 1/16" = 1'-0"

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GARAGE - LOWER

OVERALL FLOOR PLAN

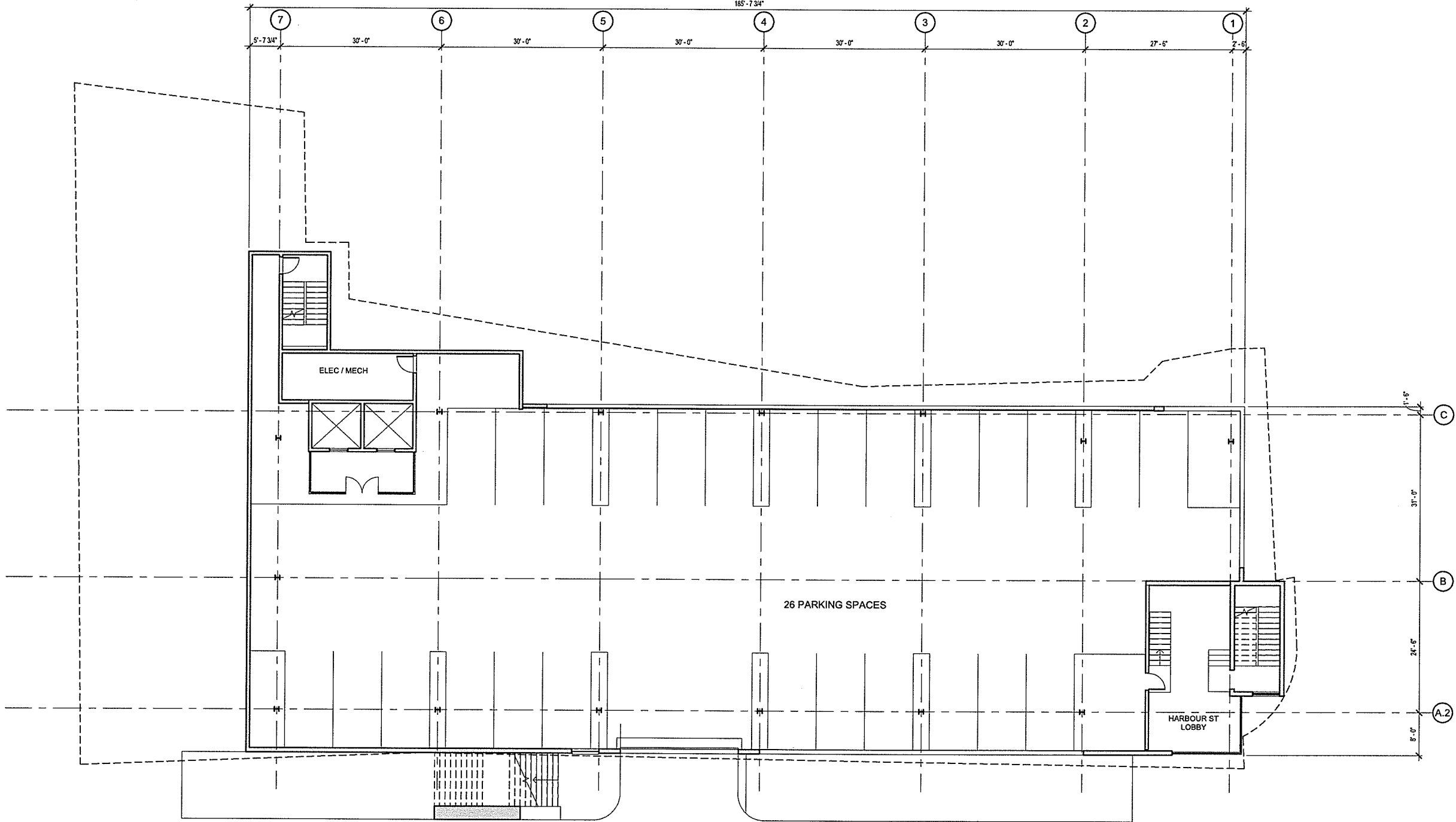
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GARAGE - UPPER

OVERALL FLOOR PLAN

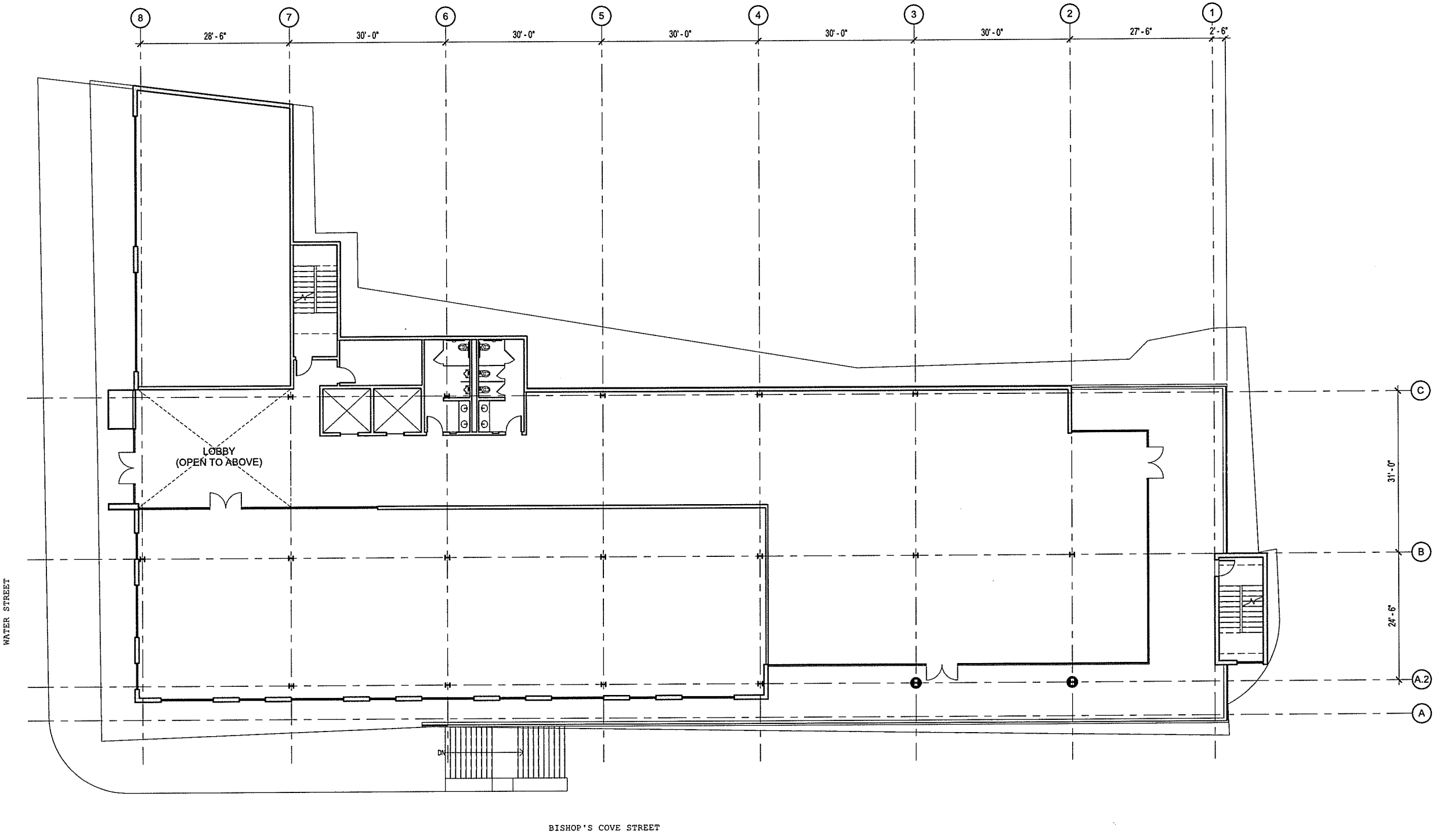
SCALE: 3/32" = 1'-0"



1ST FLOOR PLAN

OVERALL FLOOR PLAN

SCALE: 3/32" = 1'-0"



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A PROJECT FOR
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ST. JOHN'S

10/16/18

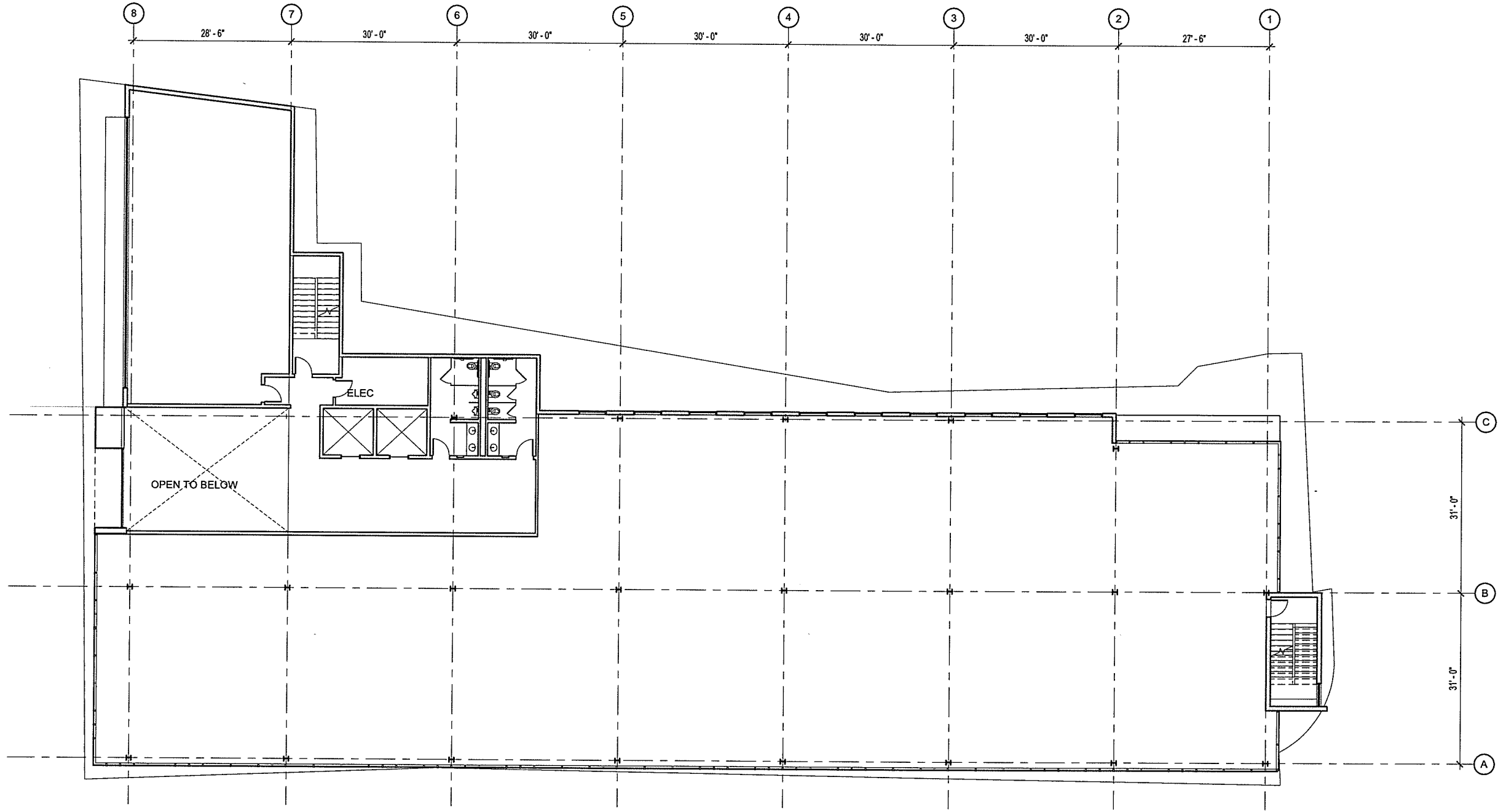
NEWFOUNDLAND Author 183029

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2ND FLOOR PLAN

OVERALL FLOOR PLAN

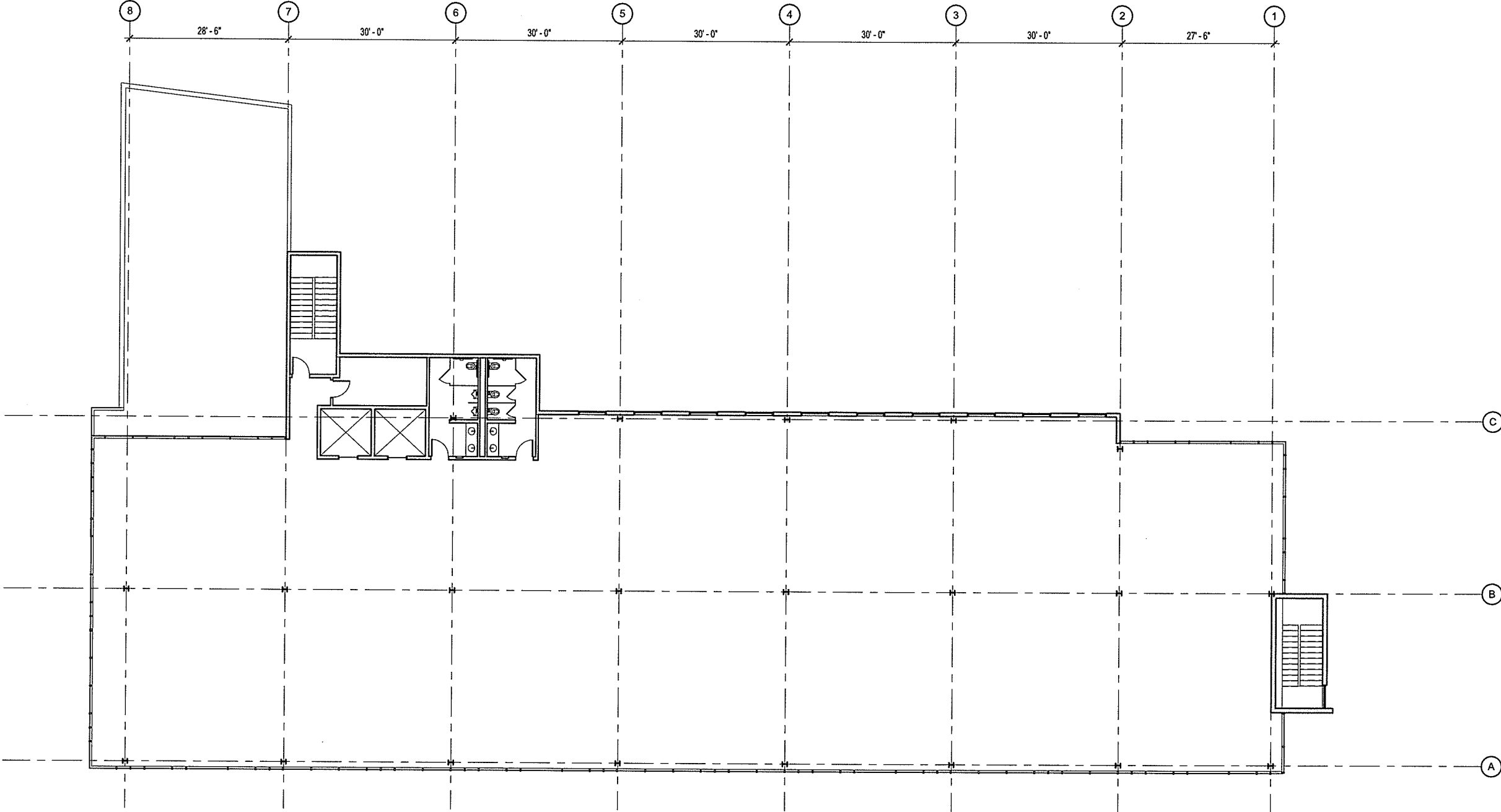
SCALE: 3/32" = 1'-0"



3RD FLOOR PLAN

OVERALL FLOOR PLAN

SCALE: 3/32" = 1'-0"



**MINUTES
BUILT HERITAGE EXPERTS PANEL MEETING
March 27, 2019– 12:00 p.m. – Conference Room A**

Present: Glenn Barnes, NLAA, MRAIC, Chair
Ken O'Brien, Chief Municipal Planner
Ann-Marie Cashin, Planner III, Urban Design and Heritage
Rob Schamper, Technical Advisor
Rachael Fitkowski – Landscape Architect
Robert Sweeny – Historian
Mark Whelan, HW Architecture
Dawn Boutilier, Planner
Maureen Harvey, Legislative Assistant

Regrets: Garnet Kindervater, Contractor
Bruce Blackwood, Contractor

ADOPTION OF AGENDA AND MINUTES

Moved – Rachael Fitkowski; Seconded – Robert Sweeny

That the agenda be adopted as presented.

CARRIED UNANIMOUSLY

Moved – Robert Sweeny; Seconded – Mark Whelan

That the minutes of February 27, 2019 be adopted as presented.

CARRIED UNANIMOUSLY

BUSINESS ARISING

Information Note – 9 Buchanan Street, 426 and 430 Water Street – Proposed Hotel Extension and Concert Hall – Land Use Assessment Report

Panel Member Rachael Fitkowski declared a conflict of interest and vacated the meeting for discussion on the above-noted.

The Panel considered the above noted information note. Discussion took place on the revised drawings and LUAR which has been submitted. The applicant has made minor modifications to the design and materials which include the following:

- Glass – a revised product is proposed as an important component of the concert hall but it is uncertain if this will be the final choice. Metal may be considered which will substantially change the look of the building. A revised drawing showing both options to be submitted.

- An additional door onto Water Street is proposed, as suggested by the Panel. However, the current design shows it as a fire exit door only, with little to offer to functionality and visual improvement.
- Green space – There may be some ability to realign to provide for some green space / landscaping on the City-owned land on Water Street but this has not yet been determined.
- While a layby on Water Street is recommended, it may cut into the green space area significantly.
- A second entrance is proposed on Buchanan Street which is identified as a hotel entrance but it appears that its proposed use in relation to the concert hall entrance on George Street West is questionable.

It was noted that staff is reviewing the LUAR and will provide comments to the applicant. Once staff is satisfied with the LUAR, the application will be referred to a Public Meeting chaired by an independent facilitator. Any recommendations from the Panel will be sent to the applicants with the staff comments and will be included in the information forwarded to Council following the public meeting.

The Panel expressed frustration with the process which, because of legislative restrictions, limits what the City can require in terms of heritage requirements.

With respect to the application before the Panel, it feels that discussion ought to have been held with the proponent prior to the detailed drawings being submitted. The Panel believes that with the extensive resources that have been infused in the application, that options to incorporate more heritage characteristics are not now well received due to cost prohibitions.

While the Panel is pleased with the proposed mixed use of the development, it is disappointed that greater discussion was not held at the conceptual stage. It is the belief of the Panel that the massing and materials being used for the building is out of context and does not fit its surroundings. Had there been early consultation at the conceptual stage, that could have better influenced the architecture.

Panel Member Rachael Fitkowsky returned to the meeting following the foregoing discussion.

DELEGATIONS

Decision Note dated March 19, 2019 re: Exterior Façade Renovations and Rooftop Alteration – Quality Hotel Harbourview, 2 Hill O’Chips

Mr. Ron Fougere (Architect) and Jane Kingston (Manager).

The City received an application for exterior façade renovations and rooftop alteration to Quality Hotel Harbourside located at 2 Hill O’Chips. The property fronts onto Hill O’Chips and Water Street and is visible along Duckworth Street. The applicant is proposing to stain the existing brick, install aluminum plank ‘wood’ cladding (aluminum

that looks like wood) to parts of the building, install a new copper clad entrance canopy and install a rooftop extension with a canopy.

The subject property is located within Heritage Area 3, is in the Commercial Downtown (CD) District and is zoned Commercial Central Mixed Use (CCM). The building is not designated by Council as a Heritage Building.

Discussion took place with the delegation noting its proposal is to improve the look of the building. Dialogue ensued with respect to expanding the existing rooftop canopy which currently houses an elevator penthouse. Uses in this expansion have not yet been determined but it is proposed that the area be occupiable for a bar, gym, and meeting rooms.

Recommendation

Moved – Robert Sweeny; Seconded – Mark Whelan

That approval be given to the exterior façade renovations and rooftop alteration at 2 Hill O’Chips as proposed.

CARRIED UNANIMOUSLY

Decision Note dated March 20, 2019 re: Conversion to Condominium Units and Exterior Renovations – 26 Alexander Street

The Panel welcomed a delegation of Mr. Dick Cook (Applicant), David Kelland (Architect) and PJ Power (owner) to the meeting.

The City received an application for the development of a 34-unit condominium at 26 Alexander Street (former Power’s Salvage Building and Mammy’s Bakery). The subject property is within Heritage Area 3, is in the Residential Medium Density District of the St. John’s Municipal Plan and is zoned Commercial Local (CL). The building is not designated by Council as a Heritage Building.

The existing property was a warehouse with few windows so will require exterior renovations for the proposed residential development. As per Section 5.9.4 of the St. John’s Development Regulations, major renovations to out-of-character buildings are required to meet the Heritage Area Standards. This portion of Alexander Street is primarily residential with a variety of housing styles. Most dwellings are clad with traditional siding, however, the roof forms and decorations vary along the street. Therefore, there are several elements for architectural inspiration.

Discussion took place with the delegation, noting the existing structure is bunker style but structurally sound. The proposal works with the existing footprint with the exception of a small extension on a concrete block.

Two renderings of the proposal were displayed with the Panel showing more preference to the first drawing (an earlier application). The following comments are noteworthy in

relation to the second drawing (the current application):

- a. Proposed fusion stone near ground level is not recommended in this location.
- b. Simple roof line as shown in the first drawing is preferred. The angular gables at the rooflines in the second drawing are not.
- c. Larger windows are recommended where possible.
- d. If siding is proposed, clapboard finish is preferred over vinyl siding.
- e. While it is recognized that substantial landscaped features are not possible, it was thought that the extra outside parking space might accommodate some small landscape feature. Any greening of the site would be welcome.

Given the foregoing discussion and the proponent’s willingness to modify the proposal to create an improved blend of features consistent with the neighborhood, it was agreed to defer staff’s recommendation to facilitate incorporation of recommended changes.

The Panel will reconsider upon receipt of the revised proposal.

Adjournment and Date for Next Meeting

The meeting adjourned at 1:30 pm. The date of the next meeting is April 18, 2019.

**Glenn Barnes, NLAA, MRAIC
Chairperson**

DECISION/DIRECTION NOTE

Title: Metal Roofs and Solar Panels in the St. John's Heritage Areas

Date Prepared: April 15, 2019

Report To: Chair and Members, Built Heritage Experts Panel

Councillor & Role: Councillor Maggie Burton, Planning and Development Lead

Ward: All

Decision/Direction Required:

To discuss options for energy efficient retrofits on buildings in the St. John's Heritage Areas, specifically the use of metal roofs and solar panels.

Discussion – Background and Current Status:

As older buildings are renovated, many residents and property owners are looking for ways to make their buildings more energy efficient. The City wishes to encourage adaptive re-use of buildings in the Heritage Areas, and therefore the City is seeking ways to strike a balance between preserving the heritage and character defining elements of a buildings and allowing renovations to make the building more energy efficient. In particular, the use of metal roofs and solar panels are brought to the Panel for discussion and recommendation. This discussion is limited to buildings in the Heritage Area and does not include designated Heritage Buildings because any renovation to a designated Heritage Building would be assessed on its own merit and require Council's approval.

Metal Roofs

The City is beginning to receive requests for metal roofs. As per Section 5.9.4 Heritage Area Standards (Table) of the St. John's Development Regulations, modern roofing materials may be used in all three Heritage Areas. In Heritage Area 1, modern materials may be used provided such materials, in the opinion of the Inspector, replicate the period style and materials of the structure.

Metal roofs have about a 50-year lifespan and are a good option for areas with high winds. While metal roofs are about three times the cost of asphalt shingled roofs, some residents prefer metal due to the long lifespan. Similar to other roofing materials, metal roofs come in a variety of shapes, styles and colours. One of the more popular styles is the gauged/standing seam roof style, but other options include slate style, shake style and Mediterranean tile, among others (see below). The gauge style typically does not replicate the period style of the St. John's Heritage Areas. In some cases, the other styles may be more appropriate but generally cost 50% more than the gauged style.

The City allows a variety of roofing materials in the Heritage Area, as long as it replicates the roofing styles along the streetscape; metal shingled styles could be permitted but the gauged



metal roof style would not be recommended. While allowing shingled metal roof styles may be a balance between heritage preservation and energy efficiency, there will be an additional cost for residents if the City limits the style choice.



Gauged Style



Slate Style



Steel Shingle Style



Cedar Shake Style

Solar Panels

Solar technologies are important for both environmental and financial reasons. As technologies advance, so do the options for solar panels. Research on solar panel policies in heritage conservation areas in other municipalities shows that there are a variety of policies ranging from very restrictive to no restrictions at all. Below is a summary of such policies and the benefits and drawbacks of each:

- Solar panels not permitted – This type of policy ensures that heritage conservation areas are maintained in their purest form with other original materials permitted. While the historic features are maintained, it is argued that denying applications outright may make historic homes unsustainable in the future energy economy.
- Solar panels are only permitted on sides not facing a public road – This type of policy ensures that the view of the building from the street is preserved while allowing the potential for installation on another side of a sloped roof. This may work for some residents; however, the disadvantage is that depending on the orientation of the street

and the building, there may be cases where one neighbour may be permitted solar panels while the other is not.

- Solar panels are permitted as long as they do not detract from the look of the building – This type of policy is fairly flexible and does not limit the location of the solar panel but is subjective. It is not a clear-cut policy that informs the property owner if they would be approved or not. This type of policy would benefit from an information pamphlet indicating what placement would be appropriate in a Heritage Area.
- Solar panels are permitted – This type of policy removes any subjectivity, but also removes the control of placement of solar panels. There is a risk that the solar panels may alter the look of the heritage conservation area.

The St. John's Heritage Area is at an advantage with respect to solar panels because a large portion of buildings in the Heritage Areas have flat roofs and solar panels may not detract from the look of the building. It would not be recommended to install a solar panel on the sloping side of a mansard roof.

The topic is brought to the Panel for a discussion on appropriate solar panel policies for the St. John's Heritage Areas, and options for gabled and sloped roof styles.



Solar panels that blend with the existing roof. Note, more expensive solar panels generally include pure black panels that do not have a metal frame or rims and only extends five inches from the roof's surface



Solar panels that detract from the look of the building.
Source: citylab.com

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Other Stakeholders:
Heritage Foundation of Newfoundland and Labrador
3. Alignment with Strategic Directions/Adopted Plans:
A Sustainable City – Plan for land use and preserve and enhance the natural and built environment where we live.
4. Legal or Policy Implications: Not applicable.
5. Engagement and Communications Considerations: Not applicable.
6. Human Resource Implications: Not applicable.
7. Procurement Implications: Not applicable.
8. Information Technology Implications: Not applicable.
9. Other Implications: Not applicable.

Recommendation:

The topics of metal roofs and solar panels in the St. John's Heritage Areas are brought to the Built Heritage Experts Panel for discussion. More research may be required prior to making a recommendation to Council.

Prepared by/Signature:

Ann-Marie Cashin, MCIP – Planner III, Urban Design and Heritage

Signature: _____

Approved by/Date/Signature:

Ken O'Brien, MCIP – Chief Municipal Planner

Signature: _____

AMC/dlm

Attachments: Not applicable.