

Staff Report



Development Services Department

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REPORT TO: Heritage Kitchener

DATE OF MEETING: January 9, 2024

SUBMITTED BY: Garett Stevenson, Director, Housing and Development Approvals,
519-741-2200 ext. 7070

PREPARED BY: Jessica Vieira, Heritage Planner, 519-741-2200 ext. 7291

WARD(S) INVOLVED: Ward 4

DATE OF REPORT: December 12, 2023

REPORT NO.: DSD-2024-012

SUBJECT: Heritage Permit Application HPA-2023-IV-031
628 New Dundee Road
Partial Demolition and Relocation of Original Farmhouse

RECOMMENDATION:

That pursuant to Sections 30(2), 33, and 34 of the *Ontario Heritage Act*, Heritage Permit Application HPA-2023-IV-031 be approved to permit:

1. The partial demolition of the dwelling involving the removal of the contemporary additions on the south and west elevation; and
2. The relocation of the remaining dwelling, approximately 50 metres to the south-west of the original location,

On the subject property municipally addressed as 628 New Dundee Road, in accordance with the supporting documentation submitted and subject to the following conditions:

- a) That the final Heritage Impact Assessment and Conservation and Relocation Plan be submitted and approved by the Director of Housing and Development Approvals prior to the issuance of a Heritage Permit;
- b) That a final Documentation and Salvage Plan be submitted to the satisfaction of the City's Manager of Development Review and the City's Heritage Planner prior to the issuance of a Heritage Permit;
- c) That a final Commemoration and Interpretation Plan be submitted to the satisfaction of the City's Manager of Development Review and the City's Heritage Planner prior to the issuance of a Heritage Permit;

- d) That the final demolition permit be reviewed, and heritage clearance provided by Heritage Planning Staff prior to the issuance of a demolition permit; and**
- e) That the final building permit be reviewed, and heritage clearance provided by Heritage Planning Staff prior to the issuance of a building permit.**

REPORT HIGHLIGHTS:

- The purpose of this report is to present the proposed redevelopment of the subject property municipally addressed as 628 New Dundee Road, which is currently listed as a non-designated property of cultural heritage value or interest on the Municipal Heritage Register. A Notice of Intention to Designate the property was passed by Council on December 11, 2023. The applicant is proposing relocating the existing two-storey farmhouse on site, approximately 50 metres to the southwest, in order to facilitate the construction of eleven blocks of stacked townhomes in addition to on-site amenity space and an internal private road system.
- The key finding of this report is that though partial demolition and relocation of the building is proposed, the work maintains the identified heritage attributes and the cultural heritage value or significance of the subject property.
- There are no financial implications.
- Community engagement included consultation with the Heritage Kitchener Committee.
- This report supports the delivery of core services.

EXECUTIVE SUMMARY:

Heritage Permit Application HPA-2023-IV-031 proposes the partial demolition and relocation of a 19th century farmhouse on the property municipally addressed as 628 New Dundee Road. The proposal is intended to facilitate the redevelopment of the subject property and adjacent property, which includes the construction of a new townhome development. 628 New Dundee Road is currently listed as a non-designated property of cultural heritage value or interest on the Kitchener Municipal Heritage Register. A Notice of Intention to Designate the property under Part IV of the Ontario Heritage Act was passed by Council on December 11, 2023, though a designating by-law has not yet been passed.

A draft Heritage Impact Assessment (HIA) was completed as part of the site plan application for the proposed work, and the original components of the farmhouse were identified as being the primary heritage attributes of the site. As such, and in combination with the recommendations made by the HIA, the protection and conservation of the heritage attributes will be achieved as the new construction takes place. Additional key documents were also requested as part of the site plan and have been prepared and submitted to City Heritage Planning Staff as part of this Heritage Permit Application. The information within these documents outlines how the work proposed will ensure the protection and conservation of the identified heritage resource and have helped to inform Heritage Planning Staffs recommendation for approval. These key documents are summarized in this report.

BACKGROUND:

The Development Services Department is in receipt of Heritage Permit Application HPA-2023-IV-031, which seeks permission for the partial demolition of the dwelling on the subject property municipally addressed as 628 New Dundee Road. The contemporary additions to the south and west are proposed to be removed, and the original 1848 portions retained. The retained portion is then proposed to be lifted from the original foundation and relocated on-site to a new foundation located approximately 50 metres to the southwest. This work is part of an active site plan application (SP23/053/N/ES), which also encompasses the property adjacent to the east identified as Block 111 on Plan 58M-528.

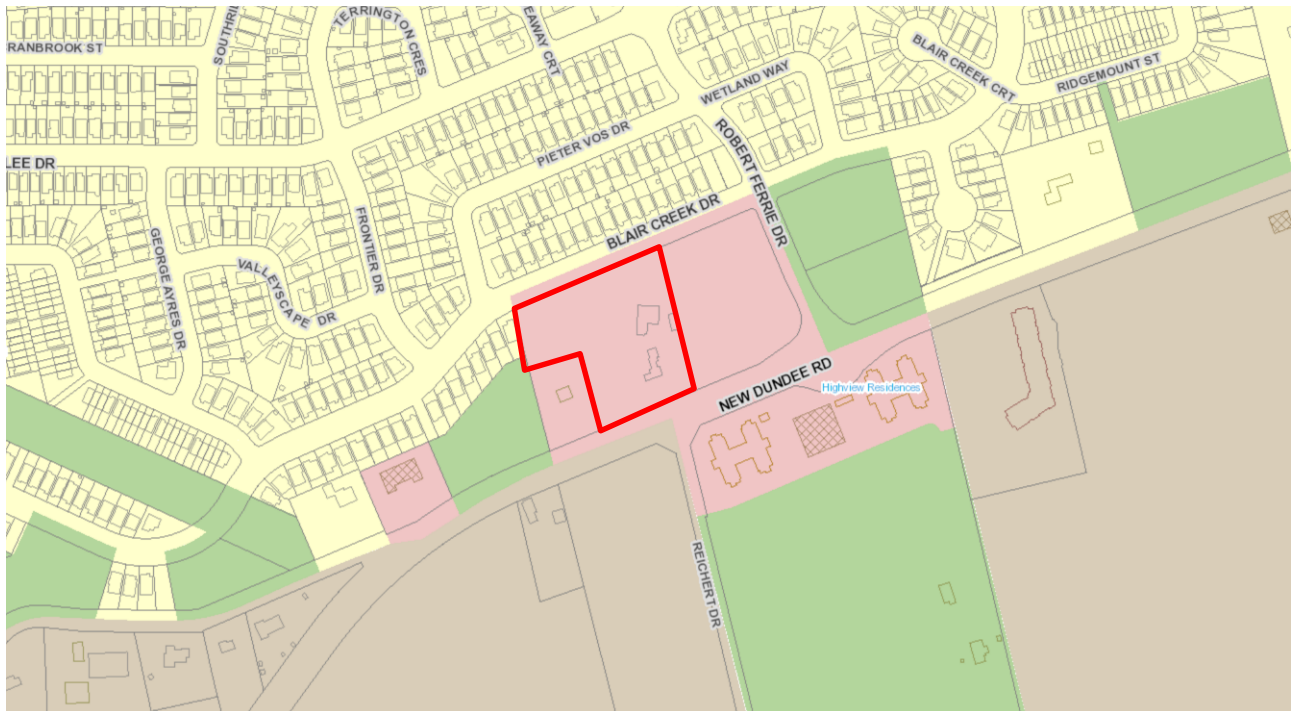


Figure 1: Location Map of Subject Property

628 New Dundee Road is listed as a non-designated property of cultural heritage value or interest on the Kitchener Municipal Heritage Register. Due to the subject property's status, the submission of a Heritage Impact Assessment (HIA) was made a requirement for the complete submission of the above-noted planning application. The resulting HIA was prepared by MHBC Planning Ltd. on behalf of Fusion Homes and presented to the Heritage Kitchener Committee on September 5th, 2023.

The Notice of Intention to Designate 628 New Dundee Road under Part IV of the Ontario Heritage Act was presented to the Heritage Kitchener on November 7, 2023, and was passed by Council on December 11, 2023. Council resolved:

"That pursuant to Section 29 of the Ontario Heritage Act, the Clerk be directed to publish a Notice of Intention to Designate the property municipally addressed as 628 New Dundee Road as being of cultural heritage value or interest as outlined in Development Services Department report DSD-2023-482."

The Notice of Intention to Designate is anticipated to be published on December 15th, 2023. A designating by-law has not yet been passed by Council. The conditional approval of the site plan includes a condition requiring the designating by-law to be passed under Part IV of the Ontario Heritage Act prior to final Site Plan Approval. The designating by-law will be passed within 120 days of the ad being published. Through the designating by-law, 628 New Dundee Road will be recognized for its design/physical, historical/associative, and contextual value. It is identified as meeting the following criteria:

Criteria	Criteria Met?
1. The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, material, or construction method.	Yes
2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.	No
3. The property has design or physical value because it demonstrates a high degree of technical or scientific achievement.	No
4. The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.	Yes
5. The property has historical or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.	Yes
6. The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.	No
7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.	No
8. The property has contextual value because it is physically, functionally, visually, or historically linked to its surroundings.	Yes
9. The property has contextual value because it is a landmark.	No

The heritage attributes identified in the attributes list of the proposed Statement of Significance to accompany the designating by-law are as follows:

- Elements related to the original 1848 farmhouse structure, including:
 - 1.5 storey yellow brick construction in the Gothic Revival Cottage architectural style, including the original portion of the building as well as the rear summer kitchen addition;
 - Side-gabled roofline with steeply pitched south (front) elevation gable;
 - Bullnose stretcher bricks at the base of the dwelling, above the foundation at the south, east, and west elevations;
 - South (front) elevation fronting New Dundee Road, including the following:
 - Symmetrical 3-bay façade with central door opening and rectangular window openings;
 - Arched window opening within the front elevation gable, including decorative brickwork/drip mold;
 - All brick voussoirs above window openings and concrete sills;
 - West (side) elevation of dwelling:
 - Yellow brick construction;
 - Original window openings
 - East (side) elevation of dwelling:
 - Yellow brick construction; and
 - Two rectangular-shaped window openings at the second storey, including brick voussoirs and concrete sills.
 - One rectangular-shaped window opening at the first storey, including brick voussoirs and concrete sills;
 - Rear addition (summer kitchen): East elevation door opening at the first storey, including brick voussoir;
 - Rectangular-shaped window opening located south of the door opening at the first storey, including concrete sill.
 - Visibility of the primary (front) elevation of the dwelling from New Dundee Road.

REPORT:

The subject property municipally addressed as 628 New Dundee Road is located on the north side of New Dundee Road, south of Blair Creek Drive and west of Robert Ferrie Drive. The subject property currently contains three structures; a farmhouse constructed c.1848, an original barn constructed c. 1848, and an outbuilding whose exact construction date is unknown. The farmhouse and barn both have multiple contemporary additions that were added in the twentieth century. The structures are situated on a parcel of land approximately 3.69 acres in size located within the Doon South Planning Community of the City of Kitchener, Region of Waterloo.



Figure 2: South (Front) Façade of Original Farmhouse (photo provided by MHBC)



Figure 3: East Side Façade of Original Farmhouse (photo provided by MHBC)

Demolition of Contemporary Additions

Several additions have been added to the 19th century farmhouse, including a rear addition and garage to the north and a side addition to the west, constructed c. 1966, and a gable and balcony to the east, constructed sometime in the 20th century. These contemporary portions are comprised of concrete block foundations, vinyl siding, and contemporary vinyl windows. Two of the chimneys on the house were also determined to be 20th century additions, and not original to the structure. The HIA concluded that the original portion of the dwelling held heritage value, while the additions did not hold any significance.

Per the HIA, the removal of the contemporary additions can be classified as a neutral impact but will necessitate sympathetic alterations to the elevations exposed by their removal. A submitted Conservation Plan provides appropriate guidance for these alterations, and an additional Heritage Permit Application for these changes is anticipated to be submitted at a later date. Photographic documentation and measured architectural drawings of the home in its current state have been completed and included in a Documentation and Salvage Plan, creating a permanent record of the property's history. The heritage attributes referenced in the Notice of Intention to Designate, and the Draft Statement of Significance for the Designating By-law are limited to features located on the original 1848 part of the farmhouse only. There are no references to elements on or within any of the existing additions. Details on the proposed methodology for the demolition of the additions and treatments after demolition are provided in the section of this report titled "Draft Conservation and Commemoration Plan" which summarizes the information provided within the submitted Draft Conservation and Commemoration Plan.



Figure 4: Additions Proposed for Removal Highlighted in Red



Figure 5: West Side Elevation with Contemporary Additions to be Removed Identified as "C" and "E"



Figure 6: East Side Elevation with Contemporary Additions to be Removed Identified as "C" and "D"

Relocation

Once the contemporary additions have been removed, it is proposed that the original 19th century farmhouse be removed from its foundation and relocated on-site to a new foundation approximately 50 metres to the southwest. This will place it on a large corner lot in a prominent location of the new redevelopment, being located at an entrance point. Per the site plan, the home will then be accessed via a new driveway stemming from the new internal road system and the land directly to the east of the new location for the dwelling will be landscape. The orientation of the home remains the same and visibility of the heritage resource from New Dundee Road will be maintained.

Further details on how this work is proposed to be undertaken is provided in the section of this report titled “Draft Conservation and Commemoration Plan”.

Additional Supporting Documentation

The following sections provide a summary of the studies and plans requested as part of the development process. The intent of these key documents is to provide a detailed review of the work proposed, an assessment of potential impacts, a description of the methodology involved to carry out the work, and an explanation on how the protection and conservation of the identified heritage resource will be ensured through the duration of construction.

Draft Heritage Impact Assessment

The HIA completed by MHBC Planning Ltd. as part of the development review process established that the subject property is a significant cultural heritage resource and met the criteria for designation. The heritage attributes were confined to the original portions of the 19th century farmhouse dwelling. In addition to this assessment, the HIA provided an analysis of anticipated impacts of the proposed redevelopment on the heritage resource, using the framework provided in the Ministry of Heritage, Sport, Tourism, and Culture Industries *Info Sheet #5 Heritage Impact Assessments and Conservation Plans*. It drew the following conclusions:

- The retention of farmhouse would be a beneficial impact and allow for long-term conservation.
- Relocation would be considered an adverse impact, as it removes the existing dwelling from its original location and removes the fabric of the original foundation. Measures are recommended to mitigate this impact.
- The removal of the contemporary additions would be considered a neutral impact, but would necessitate sympathetic alterations to the elevations exposed by their removal;
- The existing windows and doors are not original to the building and their replacement would have a neutral impact;
- Repairs undertaken in an appropriate manner using like-materials and completed by qualified experts would have a beneficial impact;
- There is no anticipated adverse impact from shadows;
- The removal of the barn is considered an adverse impact. Mitigation measures, including documentation and commemoration, are recommended.

The following recommendations are made within the HIA to mitigate identified impact:

- That the barn, outbuilding, and dwelling be documented;
- Should the barn not be re-used by the current tenants in a new location, that the dismantled parts be made available to other interested parties so that it could be re-used as opposed to being deposited as landfill;
- That select materials (i.e. beams) of the barn be retained as commemoration/interpretive features on-site within the amenity area;
- That a Conservation Plan for the dwelling be completed;
- That an Interpretation Plan be completed; and
- That the HIA be accepted into the City's database to supplement the historic record.

Draft Conservation Plan and Commemoration Strategy

Structural Assessment

A Structural Assessment was requested by Heritage Planning Staff as part of the conditional approval for the submitted site plan. The intent of this requested study was to ensure that the farmhouse was in good condition and an appropriate candidate for the proposed relocation. The Structural Assessment of 628 New Dundee Road was completed by Tacoma Engineers on October 30th, 2023, and is included as Appendix C in the Draft Conservation and Commemoration Plan. The Structural Assessment Report notes that the assessment of the building is based on a visual assessment from grade at a site visit conducted on June 30th, 2023.

The Structural Assessment determined that the exterior of the farmhouse is in fair condition, with some signs of deterioration due to deferred and inadequate maintenance. This includes settlement cracks over most window openings and some degraded masonry joints that have been previously repaired with hard cement mortars or sealants. It concluded that the house was a good candidate for relocation and recommended that the brick masonry be restored after the home has been placed in its final location, as the move will likely induce some additional cracking.

Preparation for Relocation

The removal of the contemporary additions is the first step to be undertaken in preparation for relocation the structure. The Conservation Plan advises that this will be done using small machinery and hand tools, to avoid damages to the portion of the building being retained. Openings that are exposed as a result of the removal of these additions are proposed to be boarded up shortly after exposure, using drywall and contemporary materials. Any original brick or fabric that is exposed as a result of the removal of the additional is recommended to be repaired where possible.

The concrete stairs at the front elevation, as well as the concrete stairs and patio on the east elevation, will also be removed. Security fencing is to be installed around the perimeter of the building prior to relocation in order to protect it from large machinery and equipment. Finally, an inspection by a qualified heritage mason is to be undertaken, to ensure that any issues related to masonry are remediated so that the building is stabilized during the move.

Additional masonry work that does not affect the stabilization of the building is proposed to be done after the building is placed on its new foundation.

Moving the Structure

While a building moving company has yet to be retained and the exact method of relocation confirmed, the Conservation Plan advises that the following general procedure is expected:

- The building is to be lifted and placed on steel structures with bracing underneath;
- This supporting framework is then to be placed atop a system which slowly and gently moves the building to its proposed new location; and
- The haul route to the new location is to be graded to allow for a smooth movement process.

The building is not proposed to be relocated until the new foundation is ready to receive the structure at the new location. The openings created by the partial demolitions will remain boarded-up during the relocation process. Heritage Planning Staff have identified that the Conservation Plan should provide the qualifications and background of the person(s) or company completing the moving of the heritage resource.

After Relocation

Following the placement of the original farmhouse onto the new foundation, repair and stabilization work as well as rehabilitation will need to be undertaken. Repair and stabilization are proposed to consist of the following:

- Repair any localized masonry issues as noted in the structural condition report. Masonry repairs should be carried-out with those who have experience in historic materials and refer to the Parks Canada Standards & Guidelines for masonry & use of lime rich mortar materials.
- Replace any masonry elements which cannot be repaired using either salvaged bricks from the building (where available), or new colour-matched bricks.
- Where required, clean bricks using non-abrasive methods (i.e., steam rather than harsh/abrasive methods such as sand blasting).

Guidance is provided for the alterations necessitated by the relocation, to ensure they are consistent with recognized best practices. These alterations will remediate the openings left by the removal of the contemporary additions and ensure the farmhouse's continued use and function as a residential dwelling. Anticipated alterations may include but are not limited to window and door replacements, rehabilitation of elevations, and the construction of patios and walkways. A second Heritage Permit Application will be submitted at a future date and will detail the full extent of the proposed alterations.

Monitoring and Communication Strategy

The Conservation Plan proposes that the retained Heritage Specialists for the projects provide letters to the City at key intervals of the project, including after the building has been prepared prior to relocation, once the building has been successfully moved, and after stabilization and repair work is complete.

In terms of long-term monitoring, it is recommended that a comprehensive condition and structural analysis occur every 15-20 years, to ensure that the building remains structurally sound and there are no outstanding issues.

Commemoration and Interpretation Strategy

A commemoration and interpretation strategy has been proposed for the site. It consists of two parts; the first is salvaging material for the construction of a new structure by the former property owners as well as for incorporation into the design of the redevelopment, and the second involves the installation of an interpretive panel or plaque within the proposed amenity area.

Within the redevelopment of the subject property, salvaged material is proposed to be used to construct a monument feature in the southeast corner. The concept design for the feature proposes a composition of vertical hand-hewn timbers/beams of varying heights, placed in an undulating curve with the name of the redevelopment on the front.

It is also proposed that a commemorative panel be created which outlines the history of the property and its cultural heritage value, using images, text, and maps. The panel is proposed to be placed in the amenity area in the centre of the site, so as to be easily visible by all residents and visitors of the property. It is proposed that the panel also utilize salvaged material, with the post and base structure being comprised of timber salvaged from the barn.

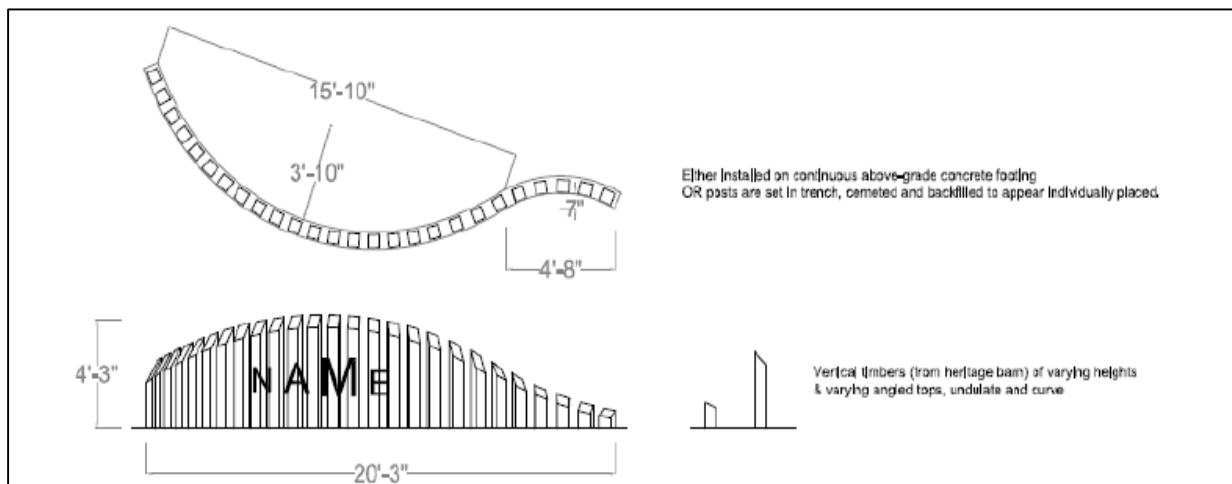


Figure 8: Concept Design of Feature Using Salvaged Material



Figure 9: Map Indicating Proposed Location of Commemorative Panel Documentation and Salvage Plan

A Documentation and Salvage Plan was requested by Heritage Planning Staff as part of the conditional approval for the submitted site plan. The purpose of this study is twofold: the first intent is to record and document the known history, buildings, and structures identified as having cultural heritage value or interest on the subject property. The second intent is to identify historic materials that may be salvaged, reused, and/or interpreted in the proposed new development.

Thorough documentation is provided within this Plan, in the form of measured architectural drawings including elevations and cross-sections and a phot map and photographic documentation. The photographic documentation includes both perspective and elevation photos, as well as close-ups of detailed elements such as sills, masonry, and foundations.

A list of items proposed for salvage are also provided within the Plan. This list includes wood timbers and beams obtained from the barn interior, loose field stones from the barn exterior, and surplus bricks. Each of these items are identified as having modest heritage value, meaning they are items representative of an identified architectural style or period, are in fair condition, and which are suitable for re-use in the same or similar capacity as their former use. All material is recommended to be stored in an area off site, on skids elevated above the ground and covered with tarps and straps to provide protection from the elements. Regular inspection of the salvaged material should be completed so their condition is monitored.

It should be noted that much of the material from the existing barn is proposed to be salvaged and utilized at an alternative location off-site by the former owners. The intent is to have a qualified demolition expert disassemble the barn in a manner that leaves the barn material in-tact, so that it may be transported to the previous owner's new property and used in the construction of an accessory building.

Heritage Planning Comments

In reviewing the merits of this application, Heritage Planning Staff note the following:

- The existing building is currently listed as a non-designated property of cultural heritage value or interest on the City's Municipal Heritage Register;
- A Notice of Intention to Designate was passed by Council on December 11, 2023, to designate the property under Part IV of the Ontario Heritage Act;
- Per the HIA, the identified heritage attributes of the site are located on the original portions of the dwelling constructed c. 1848;
- The relocation of the original 19th century farmhouse and removal of all additions was previously identified as the preferred conservation option in the approved Heritage Impact Assessment;
- The new location is on a large corner lot of the redevelopment, in a place of prominence that maintains the dwellings relationship and visibility to New Dundee Road;
- Recommended measures will be undertaken, including the implementation of a monitoring system, to ensure the original farmhouse is made secure;
- All aspects relating to the removal of existing additions, the physical move to its new permanent location within the planned redevelopment, the repair and reinforcement of the original farmhouse once in its final location, and the alterations to be made as a result of the partial demolition will be undertaken under the guidance of experienced heritage professionals;
- A separate Heritage Permit Application will be submitted to address the alterations necessary to rehabilitate the farmhouse after its relocation.
- The requested documents, including the Conservation and Commemoration Plan, detail the specifics on how the identified heritage attributes will be adequately protected and conserved during and after construction activities. The final approval of these key plans is required prior to the issuance of this heritage permit.
- Photographic documentation and measured drawings have been provided in the Documentation and Salvage Plan;
- Heritage Planning Staff are generally in agreement with the conclusions of the HIA dated July 2023 in terms of impact analysis. Though partial demolition and relocation are proposed, the retained portion of the building conserves the identified heritage attributes, and the building remains on-site and maintains a relationship to New Dundee Road. Heritage Planning Staff agree with the measures outlined in the HIA and are of the opinion that the recommended measures, in addition to other identified conditions, will be sufficient in appropriately protecting, conserving, and integrating the heritage resource.

The proposed work has also been assessed against the best practices and guidelines from the following provincial documents.

Guiding Principles in the Conservation of Historical Properties

The Guiding Principles in the Conservation of Historical Properties, prepared by the Ministry of Citizenship and Multiculturalism and endorsed by the Ontario Heritage Trust, provide a framework for decision making in architectural conservation, so that interventions respect or minimize effects on character, features, and context. The proposed work complies with the eight principles. In particular the following are met:

- *Respect for documentary evidence* – do not base restoration on conjecture. Conservation work should be based on historical documentation, such as historical photographs, drawings and physical evidence.
- *Respect for historical material* – repair or conserve rather than replace building materials and finishes, except where absolutely necessary. Minimal intervention maintains the historical content of the resource.
- *Maintenance* – with continuous care, future restoration will not be necessary. With regular upkeep, major conservation projects and their high costs can be avoided.

Standards and Guidelines for the Conservation of Historic Places in Canada.

The proposed work is also in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada, prepared by Parks Canada and adopted by government bodies across the country. Like the Guiding Principals, it establishes a set of principals that can be used when planning for, intervening on, and using historic places so that conservation is achieved. In particular, the proposed work meets the following:

- Conserve the heritage value of an historic place. Do not remove, replace, or substantially alter its intact or repairable character defining elements. Do not move a part of an historic place if its current location is a character-defining element.
- Recognize each historic place as a physical record of its time, place, and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted.
- Find a use for an historic place that requires minimal or no change to its character-defining elements.
- Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.
- Maintain character-defining elements on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.
- Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable on close inspection. Document any intervention for future reference.
- Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.

It should be noted that the approval of an application under the *Ontario Heritage Act* is not a waiver of any of the provisions of any legislation, including but not limited to the requirement of the Ontario Building Code and Kitchener's Zoning By-law. In this regard, the applicant is advised that full site plan approval and a building permit are still required.

STRATEGIC PLAN ALIGNMENT:

This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:

Capital Budget – The recommendation has no impact on the Capital Budget.

Operating Budget – The recommendation has no impact on the Operating Budget.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City’s website with the agenda in advance of the council / committee meeting.

CONSULT – The Heritage Kitchener Committee has been consulted.

PREVIOUS REPORTS/AUTHORITIES:

- Ontario Heritage Act, 1990
- Draft Heritage Impact Assessment (HIA) – 628 New Dundee Road (DSD-2023-356)
- Notice of Intention to Designate 628 New Dundee Road (DSD-2023-482)

REVIEWED BY: Rosa Bustamante, Director, Planning and Housing Policy / City Planner
Natalie Goss, Manager, Policy and Research

APPROVED BY: Justin Readman, General Manager, Development Services

ATTACHMENTS:

- Attachment A – Heritage Permit Application HPA-2023-IV-031
- Attachment B – Conservation and Commemoration Plan
- Attachment C – Documentation and Salvage Plan