

Staff Report



Development Services Department

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REPORT TO: Heritage Kitchener

DATE OF MEETING: August 6, 2024

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

PREPARED BY: Deeksha Choudhry, Heritage Planner, 519-741-2200 ext. 7602

WARD(S) INVOLVED: Ward 10

DATE OF REPORT: July 22, 2024

REPORT NO.: DSD-2024-324

SUBJECT: Heritage Permit Application HPA-2024-V-015
Construction of a rear-yard addition

RECOMMENDATION:

That pursuant to Section 42 of the *Ontario Heritage Act*, Heritage Permit Application HPA-2024-V-015 **be refused** to construct a rear-yard addition on the property municipally addressed as 99 College Street, in accordance with the supporting information submitted with this application.

REPORT HIGHLIGHTS:

- The purpose of this report is to present Heritage Planning staff's recommendation for the proposed partial demolition and construction of an addition at the subject property municipally addressed as 99 College Street.
- The key finding of this report is that the proposed addition does not meet the policies included within the Civic Centre Neighborhood Heritage Conservation District Plan for new additions to existing buildings and would have a negative impact on the integrity of the Civic Centre Neighborhood Heritage Conservation District.
- There are no financial implications associated with this report.
- Community engagement included consultation with the City's Heritage Kitchener committee.
- This report supports the delivery of core services.

EXECUTIVE SUMMARY:

Heritage Permit Application HPA-2024-V-015 proposes the partial demolition and construction of an addition on the property municipally addressed as 99 College Street. The subject property is located within the Civic Centre Neighborhood (CCNHCD) and is designated under Part V of the Ontario Heritage Act. The CCNHCD Plan includes various policies for new additions to ensure that any new development or redevelopment within the district is sympathetic to and compatible with the existing buildings within the District. In assessing whether the proposed development satisfies these policies, it is staff's

opinion that the proposed addition does not meet these policies and would have a negative impact on the existing building as well as the CCNHCD.

BACKGROUND:

The Development Services Department is in receipt of Heritage Permit Application HPA-2024-V-015 (Attachment A) seeking permission for the partial demolition of the laundry room and staircase, and construction of a rear-yard addition on the property municipally addressed as 99 College Street (Fig 1).

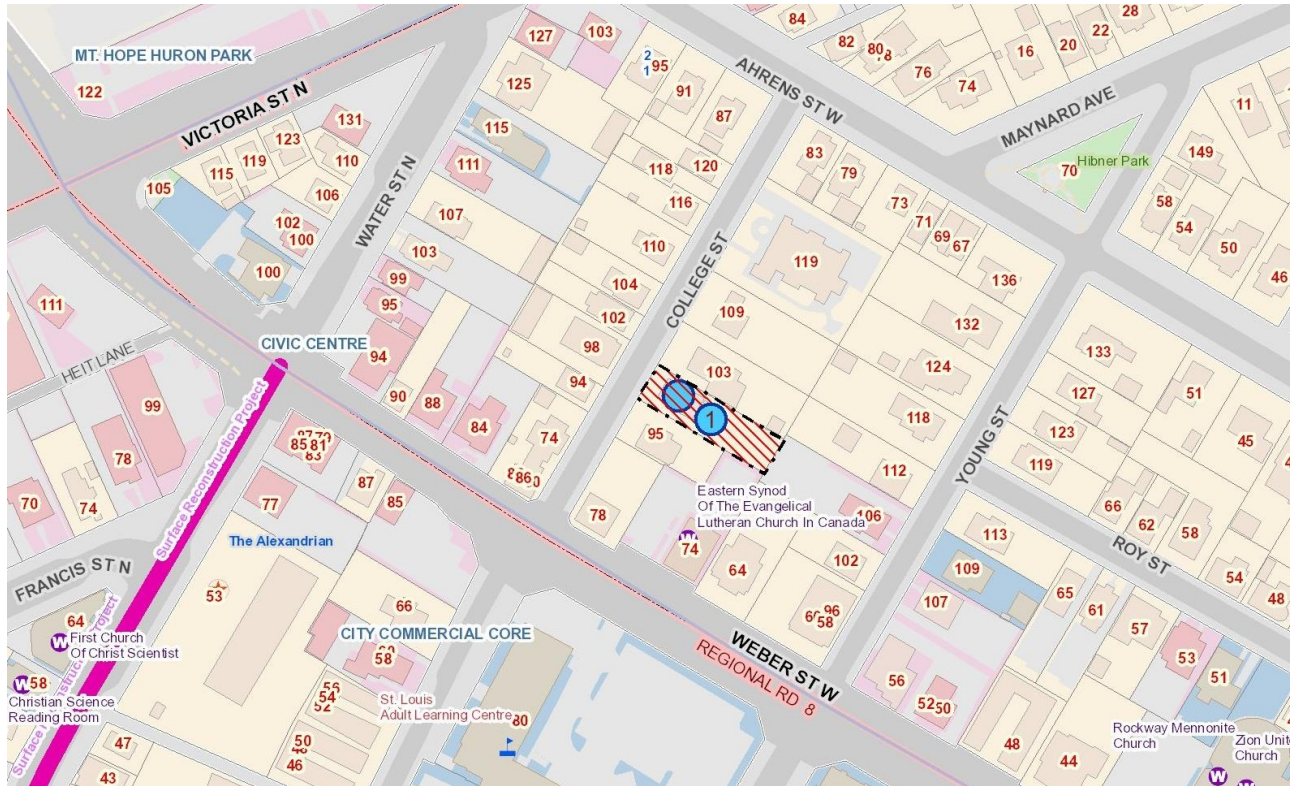


Figure 1. Location Map of subject property

REPORT:

The subject property is located on the east side of College Street between Weber Street West and Ahrens Street West. The property currently includes a two-and-a-half storey residential dwelling built c. 1910 in the Kitchener Vernacular architectural style (Fig. 2).



Figure 2. Front Elevation of subject property

The subject property is located within the Civic Centre Neighborhood Heritage Conservation District (CCNHCD) and is designated under Part V of the Ontario Heritage Act. The building has been classified as a Group 'B' building within the CCNHCD Plan.

Civic Centre Neighborhood Heritage Conservation District

The CCNHCD is an important historical residential neighborhood that can be linked to several key periods in the development of the City of Kitchener. This neighborhood helps tell the story of Kitchener's phenomenal growth at the turn of the 19th century and of the development of its extensive industrial sector. Almost two-thirds of the existing houses were built between 1880 and 1917 and in most cases were occupied by owners, managers, or workers for some of the key industries that defined the community at the turn of the century.

The heritage attributes of the CCNHCD include:

- Its association with important business and community leaders during a key era of development in Kitchener;
- A wealth of well maintained, finely detailed buildings from the late 1800s and early 1900s that are largely intact;

- A number of unique buildings, including churches and commercial buildings, which provide distinctive landmarks within and at the edges of the District;
- A significant range or recognizable architectural styles (Queen Anne, Berlin Vernacular, Italianate, etc.) and features including attic gable roofs, decorative trim, brick construction, porches, and other details, associated with the era in which they were developed;
- The presence of an attractive and consistent streetscape linked by mature trees, grassed boulevards and laneways; and
- Hibner Park, Kitchener’s second oldest city park, in the centre of the District.

Proposed Development at 99 College Street

The proposed development at the subject property involves the partial demolition of the rear staircase and laundry room, and the construction of a three-storey addition with basement in order to accommodate eight (8) units on the property (Fig. 3-6).

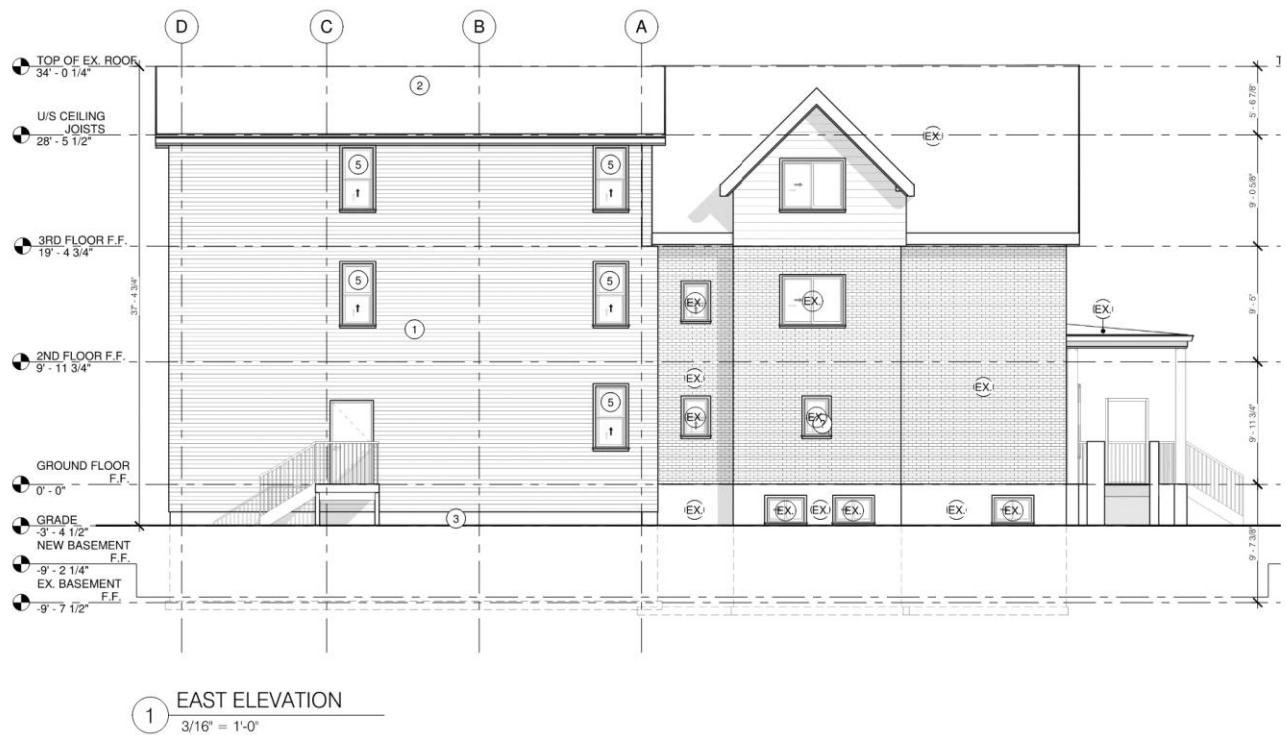
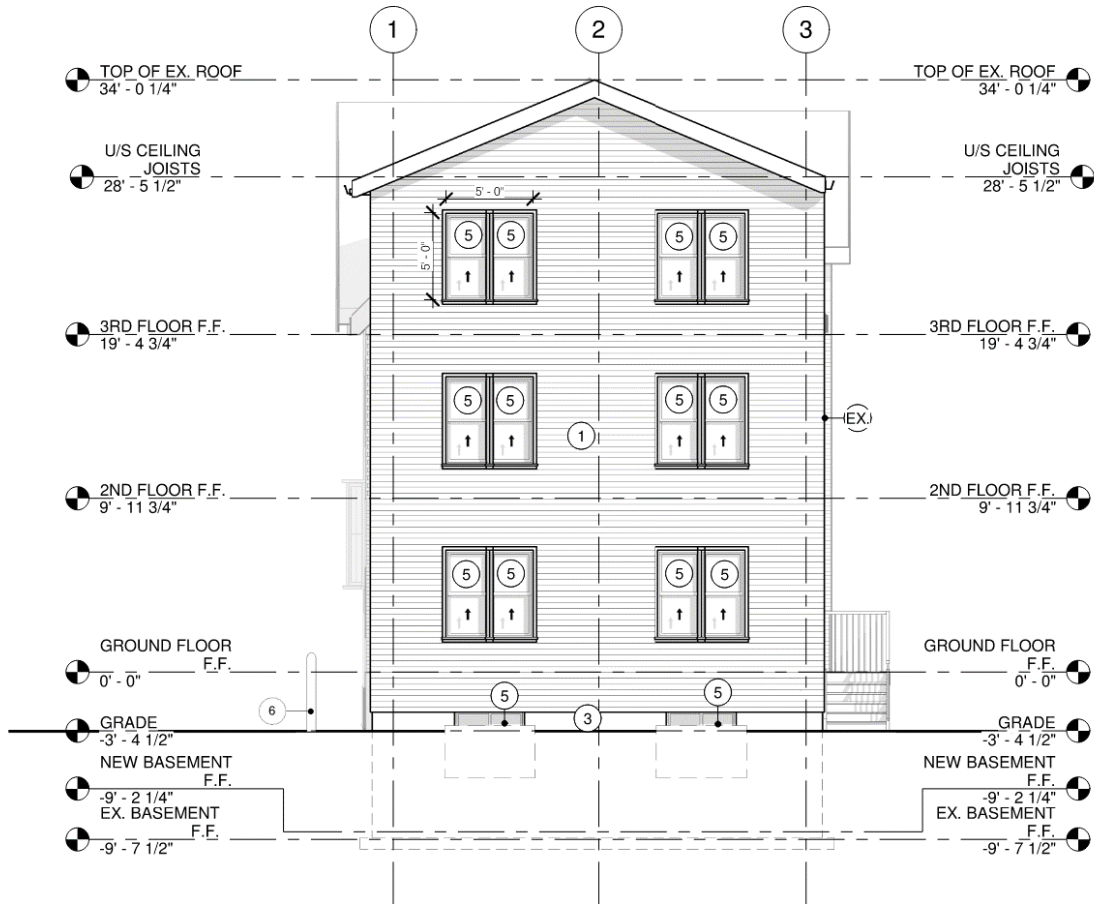


Figure. 3 – East (side) elevation of the existing dwelling with the proposed addition.



2 SOUTH ELEVATION
 $3/16'' = 1'-0''$

Figure 4. South (rear) elevation of the addition.



1 WEST ELEVATION
 $3/16'' = 1'-0''$

Figure 5. West (side) elevation of the existing building with the addition.

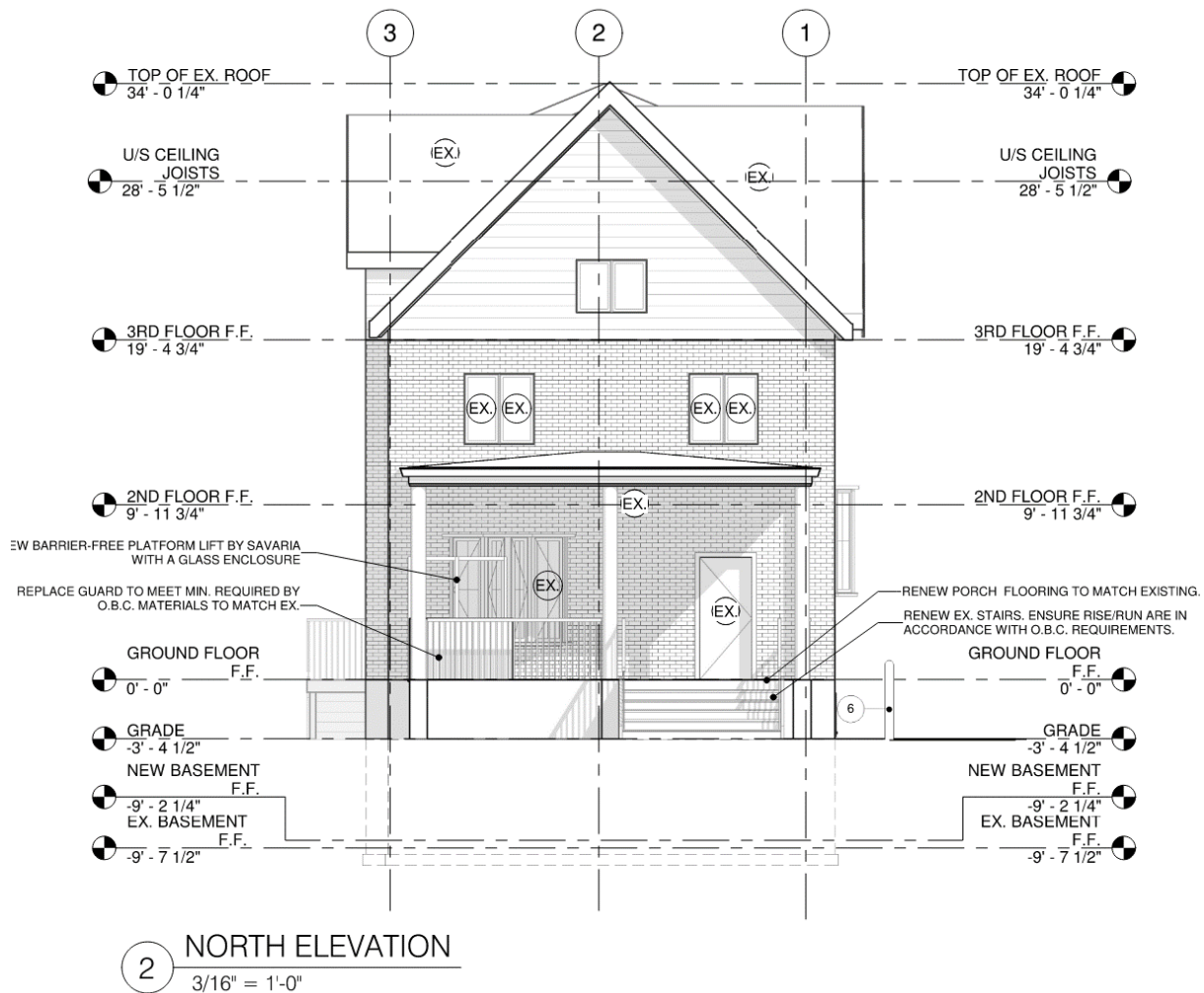


Figure 6. North (front) elevation of the property.

According to the heritage permit application and drawings that have been submitted, the addition is proposed to have a gable roof, with dark grey horizontal aluminum siding and white window trims. The application mentions that “the addition is necessary to provide additional housing in accordance with the Provincial Growth Plan”.

Conformity with the CCHNCHD Policies Regarding Additions

The CCNHCD Plan includes specific goals and policies for the preservation of the existing built heritage stock within the District. One of the Goals of the CCNHCD Plan with respect to buildings include “*establishing policies and design guidelines to ensure new development and alterations are sensitive to the heritage attributes and details of the District and are based on appropriate research and examination of archival and/or contextual information.*” One of the goals regarding Land Use speaks about “*ensuring that infill development or redevelopment is compatible with the heritage character and pedestrian scale of the District*”.

Sections 3.3.2, 6.4 and 6.5 of the Plan include policies that are meant to guide any alterations and additions to existing buildings within the district. These policies include:

- (a) *Minor exterior alterations and additions to single detached dwellings shall be permitted provided such alterations are not within any front or side yard.*
- a. The addition is located at the rear of the existing single detached dwelling. However, the addition being proposed would not be considered minor. It is proposed to be 3-storeys in height and larger in size to the existing dwelling.
- (b) *Structural alterations to the exterior of buildings are not permitted in the event of residential conversion. Any exterior stairs or fire escapes are to be enclosed and kept away from the façade of the structure.*
- ii. This is not a residential conversion.
- (c) *Major structural alterations to the exterior of buildings are not permitted for conversions in the Office-Residential Conversion designation.*
- iii. This is not a residential conversion.
- (d) *Additions shall be subordinate to the original structure to allow the original structure to allow the heritage features and built form to take visual precedence on the street.*
- iv. The proposed addition is not subordinate to the original heritage due to the following factors:
 1. It is bigger in size than the original structure (11.9 m x 9.04 m) with a liveable area of 95.44 square metres – whereas the existing structure has a liveable area of 83.74 square metres after the proposed demolition of the laundry room and staircase (Fig. 7).

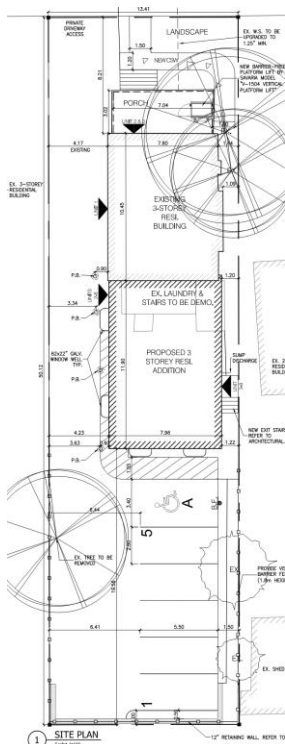


Figure 7. Proposed Site Plan for the subject property.

2. The existing building is two-and-a-half storeys in height, and the addition is proposed to be 3-storeys. This will have an impact on the existing roof and roofline, with the altered roofline being visible from the public realm. It is recommended that the roof of the addition be

of a sympathetic design as the existing. The proposed roof has a smaller roof slope and unsympathetically alters the roofline, thereby negatively impacting the roof.

3. Subordination doesn't include just size, but the impact of the addition on the overall appearance and symmetry of the original structure as well. Additions are recommended to be of similar or neutral colours, so they do not negatively detract from the original structure. The proposed addition has dark grey aluminum siding. Due to its size and proposed colour, this addition will be in greater contrast from the existing red brick structure, negatively impacting the existing heritage resource and detracting from the visual prominence that the original structure would have on the streetscape. The proposed roof design, roofline, along with the fenestration pattern has a negative impact on the overall symmetry of the building. Furthermore, there is a paved driveway on the western side of the property along with the driveway of the neighboring property, due to which this addition will be highly visible from the public realm and will have a negative impact on the established streetscape (Fig 8-11).



Figure 8. 3D Views submitted as part of the application



Figure 9. View from the street. Approximate location of the addition highlighted by red arrow and will be highly visible from the street.



Figure 10. 3D views submitted with the application.

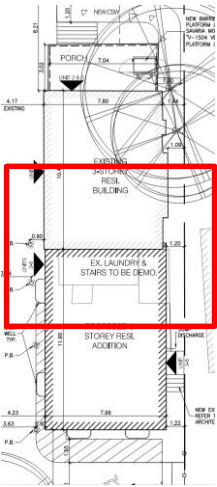




Figure 11. View from the street. Approximate location of the addition highlighted by red arrow and will be highly visible from the street.

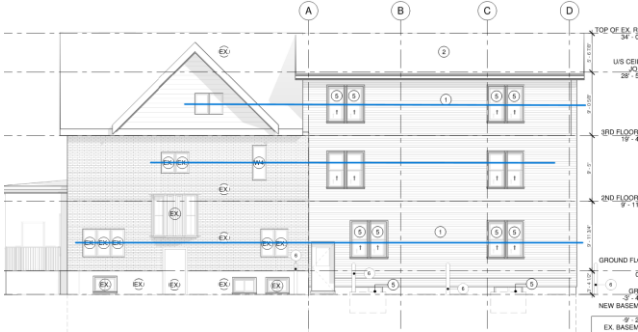
(e) *Design guidelines provided in Sections 6.4 and 6.5 of this Plan will be used to review and evaluate application for additions and alterations to ensure that the proposed changes are compatible with the existing dwelling and do not result in irreversible loss of heritage attributes.*

v. The proposed development has been assessed against these design guidelines in Section 6.5 and have been summarized in the table below.

CCNHCD Plan Section and Policy	Compliance with the HCD Policy
<p>Section 6.5 – Additions to Existing Buildings</p> <p>Policies:</p> <ul style="list-style-type: none"> <i>Additions that are necessary should be sympathetic and complementary in design as possible, clearly distinguishable from the original construction by form or detail. The use of traditional materials, finishes, and colours rather than exact duplication of form, can provide appropriate transition between additions and original structures.</i> 	<p>The proposed addition is clearly distinguishable from the original structure, but it is not sympathetic and complementary in design to the original structure. The addition does not use traditional materials, finishes and colours. The proposed material is aluminum siding in a dark grey colour, which is incompatible with the original structure. Due to these factors, the proposed development also does not provide for an appropriate transition between the addition and the original structure.</p>

<ul style="list-style-type: none"> • <i>Additions should be located away from the principal façade(s) of heritage properties, preferably at the rear of the building, to reduce the visual impact on the street(s).</i> 	<p>The proposed addition is located at the rear of the property; however, it will have a negative visual impact on the existing home and the street. The paved driveway located on the western portion of the property, along with the driveway of the neighboring property has resulted in the rear portion of the property to be highly visible from the public realm. The proposed addition, with its size, colour, and design, will be highly visible from the public realm and will have a negative visual impact on the street.</p>
<ul style="list-style-type: none"> • <i>Details of the addition should be complementary to the original construction, with respect to style, scale, and materials but distinguishable to reflect the historical construction periods of the building.</i> 	<p>Details of the proposed addition are not complementary to the original construction with respect to style, scale and materials. The addition is not compatible in size and scale with the existing dwelling. The western elevation of the proposed facades is almost flush with the existing building, with the eastern elevation projecting out (Fig. 12). Good heritage preservation practice recommends that any addition be subordinate in size and massing to the original structure, which this addition is not. The proposed roof and roofline would result in an undesirable alteration to the existing roofline.</p>  <p>Figure 12. Western facade of the addition flush with the existing dwelling, with the eastern façade projecting out.</p>
<ul style="list-style-type: none"> • <i>The height of any addition should be similar to the existing building and/or adjacent buildings to ensure that the addition does not dominate the original building,</i> 	<p>The height of the proposed addition is similar to the existing building; however, the design of the roof is not compatible with the existing building (Fig 13). Furthermore, due to its size and scale, the addition would most likely dominate the original building.</p>

<p><i>neighboring buildings or the streetscape.</i></p>	 <p>Figure 13. Incompatible roofline of the addition.</p>
<ul style="list-style-type: none"> <i>Additions should not obscure or remove important architectural features of the existing building.</i> 	<p>The addition does not propose to remove any important features of the original building. However, the addition will impact the roofline of the existing building.</p>
<ul style="list-style-type: none"> <i>Additions should not negatively impact the symmetry and proportions of the building or create a visually unbalanced façade.</i> 	<p>As mentioned above, due to the size, scale and massing of the proposed addition, it will have a negative impact on existing dwelling. Furthermore, the existing building is two-and-a-half storeys in height, with the proposed addition being 3 storeys in height, along with the proposed roofline has resulted in the creation of an unbalanced east and west façade and a negative impact on the overall proportions of the building (Fig. 14).</p>  <p>Figure 14. West elevation of the proposed development.</p>
<ul style="list-style-type: none"> <i>New doors and windows should be of similar style, orientation and proportion as on the existing building. Where possible, consider the use of appropriate reclaimed materials.</i> 	<p>New doors and windows are of similar style and orientation, but not of similar proportion as the existing building. The placement and location of the windows on the proposed addition is not sympathetic to the existing building. Since the roof slope of the existing building and the addition do not match, the window pattern on the addition contribute negatively to the overall proportion of the building and contribute to the creation of an unbalanced east, west, and rear façade with respect to the original construction. Furthermore, the fenestration pattern of the proposed addition is not in alignment with, sympathetic or cohesive to the fenestration pattern of the original dwelling (Fig. 15).</p>

	 <p>Fig 15. The proposed windows are not in alignment with existing windows, creating an unbalanced façade.</p>
<ul style="list-style-type: none"> • <i>New construction should avoid irreversible changes to original construction.</i> 	<p>To facilitate this addition, the existing laundry room and staircase at the rear of the house will have to be demolished, which is considered an irreversible change to original construction.</p>

There are other sources available to determine whether an addition is complementary and compatible with the existing heritage buildings. The proposed addition does not meet the intent of some of the standards included in the *Standards and Guidelines for the Conservation of Historic Places in Canada*. These include:

- *Aim for minimal intervention.*
 - The existing laundry room and staircase located at the rear of the property would have to be demolished and openings on the rear façade would have to be created to facilitate the construction of the addition.
- *Make sure the new work is physically and visually compatible with, subordinate to and distinguishable from the historic place.*
 - As has been demonstrated above, the new addition is not physically and visually compatible with and subordinate to the existing building. It is, however, distinguishable from the historic place.
- *Design new work so that it could be removed in the future (reversibility).*
 - The new addition could technically be removed in the future through demolition.
- *Select the location for a new addition so that the heritage value of the original building is maintained.*
 - The addition is located on the rear of the property; however, the scale, massing and style of the addition will have a negative impact on the heritage value of the original building.
- *Design that new addition in a manner that draws a clear distinction between what is historic and what is new.*
 - The proposed addition has been designed in a manner that draws a clear distinction between what is historic and what is new.
- *Design the addition so that it is compatible in terms of materials and massing with the exterior form of the historic building and its setting.*
 - The proposed addition is not compatible in terms of materials and massing with the exterior form of the historic building and its setting. Due to its proposed size, scale, massing, colour, fenestration pattern, and roof design,

construction of the addition would result in unbalanced facades and its visibility from the public realm would have a negative impact on the historic building and the streetscape.

- *Find solution to meet accessibility requirements that are compatible with the exterior form of the historic building, i.e., introducing a gently sloped walkway instead of a constructed ramp with handrails in front of an historic building.*
 - n/a
- *Work with accessibility and conservation specialists and users to determine the most appropriate solution to accessibility issues with the least impact on the character-defining elements and overall heritage value of the historic building.*
 - n/a

The policies and guidelines included within the CCNHCD recognizes that development or redevelopment is bound to occur in the HCD. In fact, these policies and guidelines have been put in place based on that assumption. The intent of these policies and guidelines, however, is to guide the compatibility of gentle infill with the existing heritage stock within the HCD, not to restrict it. There have been many properties over the last few years that have been successfully converted to multi-unit residential homes while still meeting the intent of these policies and guidelines. Some of these include, but are not limited to; 53 Margaret Avenue, which included construction a small third-storey addition to the existing triplex, and 58-60 Ellen Street West and 115 Lancaster Street West for which a site plan application has been approved to build a 2-storey addition to the existing building to increase the number of units.

Numerous other additions to existing homes have been supported by staff, only after it has been demonstrated that the proposed additions will not have a negative impact on the existing heritage resource. Staff do not have any concerns with the additional dwelling units proposed within the CCNCHD, however, staff do have concerns regarding the proposed design of the addition and the impact it might have on the existing heritage dwelling and on the streetscape. Staff have communicated a number of design interventions that could be used for the addition to better comply with the policies within the CCNHCD Plan to the applicant's architect, but those interventions have not been integrated into the final design.

In reviewing this application, heritage planning staff note that:

- The subject property municipally addressed as 99 College Street is located within the Civic Centre Neighborhood Heritage Conservation District and is designated under Part V of the Ontario Heritage Act;
- The proposed development includes the construction of a rear-yard addition to the existing building;
- The proposed addition does not meet the policies included within Section 3.3.2 and 6.5 of the CCNCHD Plan related to the additions to existing buildings;
- The proposed addition does not meet the intent of most of the standards and guidelines of the *Standards and Guidelines of the Conservation of Historic Places in Canada*; and
- The proposed addition will have a negative impact on the existing dwelling, and because it would be visible from the public realm, the CCNHCD streetscape.

As a result, Heritage Planning staff are of the opinion that the proposed addition to the property municipally addressed as 99 College Street will negatively impact the existing property and the integrity of the CCNHCD.

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 Heritage Kitchener committee meeting.

CONSULT – The Heritage Kitchener committee will be consulted on the subject Heritage Permit Application.

PREVIOUS REPORTS/AUTHORITIES:

- *Ontario Heritage Act, 2023*

APPROVED BY: Garrett Stevenson, Acting General Manager, Development Services

ATTACHMENTS:

Attachment A – Heritage Permit Application HPA-2024-V-015