

REPORT TO: Heritage Kitchener

DATE OF MEETING: May 6, 2025

SUBMITTED BY: Garrett Stevenson, Director of Development and Housing Approvals,
519-783-8922

PREPARED BY: Jessica Vieira, Heritage Planner, 519-783-8924

WARD(S) INVOLVED: Ward 10

DATE OF REPORT: April 11, 2025

REPORT NO.: DSD-2025-173

SUBJECT: Heritage Permit Application HPA-2025-IV-010
60 Victoria Street North
Demolition of Additions with Retention in Full of 1913 Building

RECOMMENDATION:

That pursuant to Sections 33 and 34 of the *Ontario Heritage Act*, Heritage Permit Application HPA-2025-IV-010 for the property municipally addressed as 60 Victoria Street North **BE APPROVED** to permit the demolition of three additions while retaining in full the 1913 building, in accordance with the supplementary information submitted with this application and subject to the following conditions:

1. That the final Cultural Heritage Conservation Plan be submitted and approved by the Director of Development and Housing Approvals prior to the issuance of a heritage permit;
2. That the final Structural Condition Assessment Report be submitted and approved by the Director of Development and Housing Approvals in consultation with the City's Chief Building Official prior to the issuance of a heritage permit;
3. That the Final Risk Management Plan be submitted and approved by the Director of Development and Housing Approvals prior to the issuance of a heritage permit;
4. That the final Temporary Protection Plan, including Demolition and Stabilization Plan, be submitted and approved by the Director of Development and Housing Approvals in consultation with the City's Chief Building Official prior to the issuance of a heritage permit;
5. That the retained Heritage Consultant inspect and certify that the measures outlined in the approved Conservation Plan, Risk Management Plan, and Temporary Protection Plan have been undertaken prior to and after

demolition in accordance with good conservation practice and to the satisfaction of the Direction of Planning;

- 6. That the final demolition permit be reviewed, and heritage clearance provided by Heritage Planning staff prior to the issuance of a demolition permit; and**
- 7. Should the Owner suspect or become aware of any structural damage to the retained portion of 60 Victoria Street North during the demolition, the Owner agrees to stop work in the vicinity and notify the Consulting Engineer, the Heritage Consultant, and the City's Heritage Planner so that corrective action can be taken to the satisfaction of the City's Heritage Planner.**

REPORT HIGHLIGHTS:

- The purpose of this report is to present a proposal for partial demolition of the building on the subject property municipally addressed as 60 Victoria Street North. The partial demolition seeks to remove three additions, while retaining in full the original 1913 portion of the building.
- The key finding of this report is that the demolition of the additions is not anticipated to impact the heritage attributes identified in Designating By-law Number 2024-141, as they relate specifically to the 1913 portion of the building which is to be retained in full. The submitted supporting studies provide further direction and recommendations which will assist in the short, medium, and long-term protection and conservation of the heritage resource.
- There are no financial implications associated with this report.
- Community engagement included consultation with the Heritage Kitchener Committee. This report supports the delivery of core services.

EXECUTIVE SUMMARY:

Heritage Permit Application HPA-2025-IV-010 proposes partial demolition of the building municipally addressed as 60 Victoria Street North. Specifically, three contemporary additions which were constructed in 1942, 1962, and 1968 respectively will be removed. The original portion of the building constructed c. 1913 will remain as well as a non-original staircase constructed c. 1968. This property is designated under Part IV of the *Ontario Heritage Act* through Designating By-law Number 2024-141.

In reviewing the merits of this application, Heritage Planning staff would note that the demolition retains in full the heritage attributes identified through the designating by-law, as they pertain only to the original 1913 portion of the building. Further, appropriate studies have been completed with recommendations and strategies to be implemented which will aid in the continued conservation of the heritage value and significance of the subject property. These studies have been completed by qualified consultants and include a Cultural Heritage Conservation Plan, Structural Condition Assessment, Risk Management Plan, and Temporary Protection Plan with Stabilization and Demolition Plan. A summary of each of the submitted supporting materials is provided in this report.

BACKGROUND:

The Development Services Department is in receipt of a complete Heritage Permit Application HPA-2025-V-010 for the property municipally addressed as 60 Victoria Street North. The applicants are seeking permission for the partial demolition of the building on

site. Specifically, they are looking to demolish three additions, while retaining in full the original 1913 portion of the building. The purpose of this proposal is to prepare for an anticipated adjacent future transit hub, known as the Kitchener Central Transit Hub.

A Heritage Study and Heritage Impact Assessment (HIA) was prepared by the Landplan Collaborative Ltd. with John MacDonald Architect Inc. for 60 Victoria Street North, 16 Victoria Street North, 50 Victoria Street North, and 520 & 510 King Street West as part of an Official Plan Amendment and Zoning By-law Amendment Application. At the time this Heritage Study / HIA was written, the subject property was listed on the Kitchener Inventory of Heritage Buildings but not designated under the *Ontario Heritage Act* or listed on the Municipal Heritage Register. Through the HIA, the heritage value and significance of 60 Victoria Street was assessed and conservation recommendations made. The heritage attributes identified within the HIA related specifically to the 1913 portion of the building. Recommended conservation measures included the retention of the 1913 portion of the Rumpel Felt building for adaptive re-use, as well as additional measures to be followed in the design of the adjacent transit hub and redevelopment of the Rumpel Felt building including ensuring that appropriate setbacks, stepbacks, etc. be incorporated.

The HIA was presented to the Heritage Kitchener Committee on October 2, 2012. Comments from several members included a desire to see the 1913 portion of the building protected via designation prior to site plan review.

In March 2024, a Notice of Intention to Designate (NOID) the property under Part IV of the *Ontario Heritage Act* was issued for 60 Victoria Street North. The Region of Waterloo was in support of the proposed designation, as indicated through conversations with regional staff and formally demonstrated through a Letter of Support dated February 9, 2024, which was provided by the Region during the NOID process. As part of the NOID, the Region also sought preliminary input and/or recommendations from the Heritage Kitchener Committee on the anticipated partial demolition and retention of the original 1913 portion of the factory for adaptive re-use. Comments were received regarding salvage of material for re-use where feasible. In July 2025 the Designating By-law was passed by Council.

REPORT:

60 Victoria Street North is located on the northwestern corner of the Victoria Street North and Duke Street West intersection. The subject property is designated under Part IV of the *Ontario Heritage Act* and contains an original 1913 three-storey brick factory with three contemporary additions constructed in 1942, 1962, and 1968 respectively.

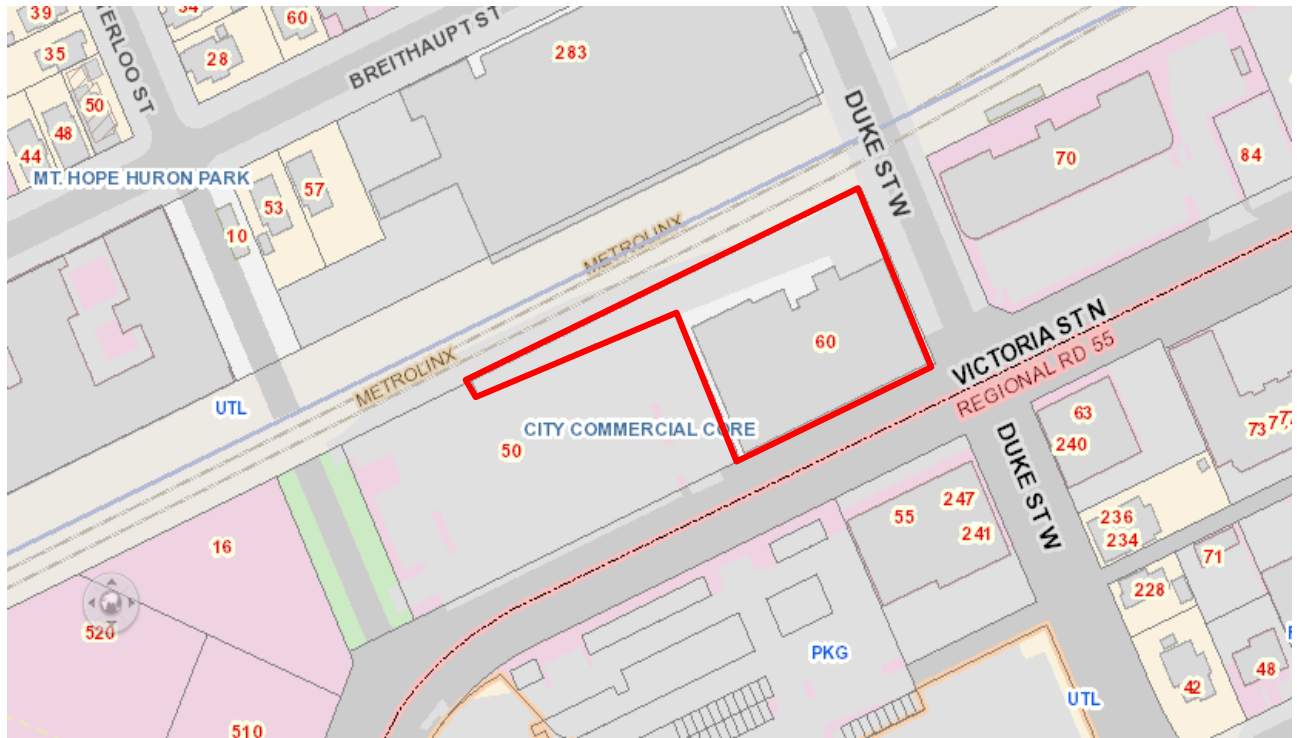


Figure 1: Location Map of Subject Property



Figure 2: Front Facade of Subject Property



Figure 3: Additions (1913 in Green, 1942 in Orange, 1962 in Blue, 1968 in Purple)

Per Designating By-law No. 2024-141, 60 Victoria Street North is recognized for its design/physical, historical/associative, and contextual values. The 1913 portion of the building is a representative example of the vernacular industrial architectural style, characteristic of early twentieth-century industrial complexes that were built in then-Berlin. The historical and associative value of the subject property lies in its connection to the felt manufacturing industry and notable industrialists within the community. The building also has ties to regionally significant themes such as transportation, industrialism, and urban development. Rumble Felt Co. Limited, then known as the Berlin Felt & Boot Company, was originally established by George Rumble on the adjacent property municipally addressed as 50 Victoria Street North in 1875. The existing 1913 factory at 60 Victoria Street North was built by Walter Rumble, who succeeded his father George as manager of the company in 1916. The building was intentionally constructed in proximity to the rail corridor to support the transportation of raw material for processing into the factory, and the exportation of manufactured goods out to the rest of the country. In terms of its contextual value, the building maintains its physical, visual, and historical link to the surrounding area and supports the character of Warehouse District Cultural Heritage Landscape (CHL). This CHL is characterized by a number of remaining industrial factories, including but not limited to the former Kaufman Rubber Company (410 King Street West), and former Mitchell Button Company (97 Victoria Street North).

The primary resource of the subject property is the original 1913 portion of the factory. The following list are the heritage attributes that have been identified by the designating by-law, supported by the findings of the 2012 HIA.

- Interior elements including:
 - Riveted shear plate column construction; and
 - Goods lift (circa 1913)
- Exterior attributes related to the vernacular industrial architectural style of the building, including:
 - The massing of the original 1913 portion of the building;
 - North, south, and west façades of the original 1913 portion of the building;
 - Red brick walls;
 - Wooden pipes (presently used as top course of north retaining wall to north parking lot);
 - Entry columns and architrave to the roof of the entry porch;
 - Multi-paned windows with metal mullions and pivoting panels;
 - Painted sign above the first storey of the front façade that reads “The Rumble Felt Co. Limited”;
 - Painted sign below the roof line of the rear façade that reads “The Rumble Felt Co. Limited Felts for Every Purpose”
- Elements that relate to the building’s contribution to the remaining industrial landscape known as the Warehouse District Cultural Heritage Landscape; including:
 - The north-south orientation of the building;
 - The massing of the building fronting onto Victoria Street North;
 - The proximity to the rail line.

Proposed Demolition

Heritage Permit Application HPA-2025-IV-010 is proposing the demolition of the 1942, 1962, and 1968 additions of the building. The 1913 portion of the building in its entirety is to be kept, as well as the staircase constructed with the 1942 addition.

Restoration of the east wall of the 1913 portion of the building will be required, as it currently forms part of the 1942 addition. Infilling select openings will be required, where structural connections of the additions are severed at the original building. In addition, localized repairs to masonry will be completed on the other facades of the original factory, where brick and mortar have experienced deterioration.

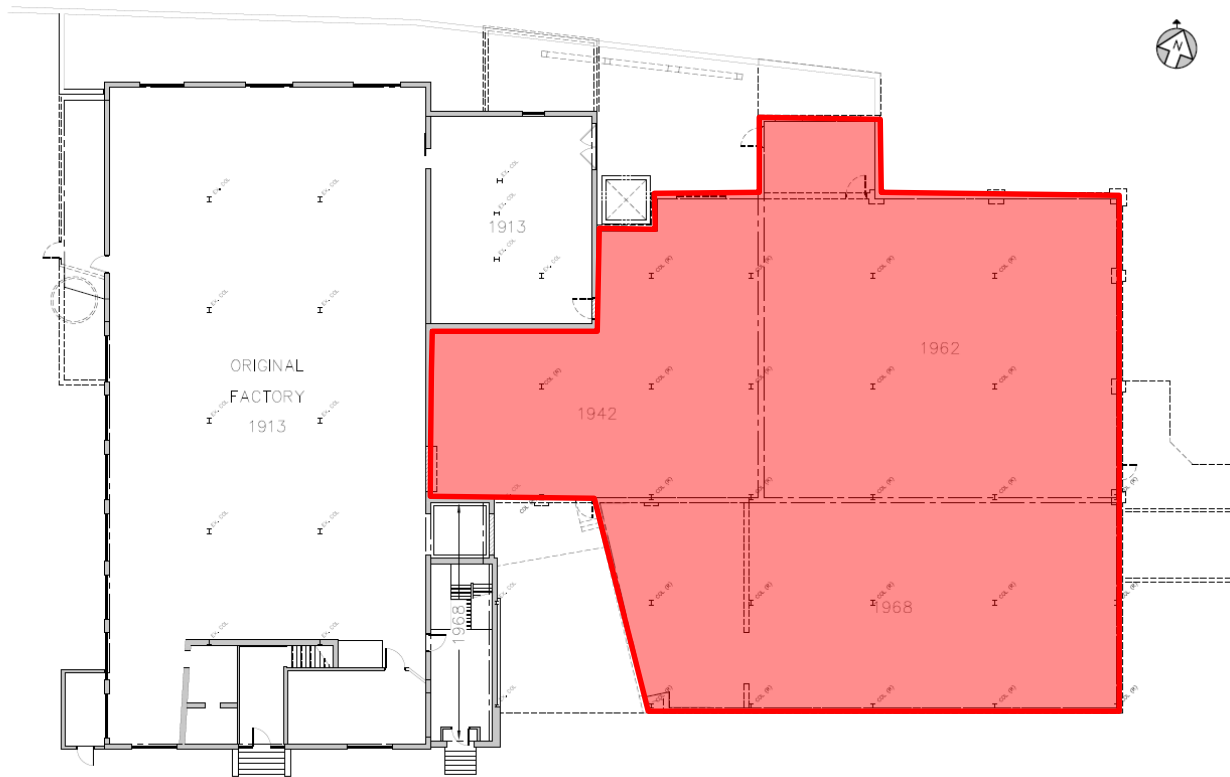


Figure 4: Area Proposed for Demolition Identified in Red

Required Studies

The following sections provide a summary of the studies and plans that were requested as part of a complete Heritage Permit Application for the proposed demolition. The intent of these documents is to provide a detailed explanation of the work proposed, the methodology involved to carry out the work proposed, the short and medium-term protection and conservation measures to be applied to the heritage resource during the duration of work, and the long-term protection and conservation measures to be applied until a final use is determined and the site is redeveloped. All studies and plans are currently in a draft stage. Revisions to address comments of Heritage Planning staff and Heritage Kitchener Committee are anticipated prior to final approval of these studies and plans.

Draft Conservation Plan

The Conservation Plan (CP) is intended to address how the 1913 portion of the 60 Victoria Street North will be conserved. It does this by assessing current conditions (outlined in the Structural Condition Assessment Report), identifying appropriate conservation principles, and recommending conservation measures or intervention for the short (pre-construction), medium (during and immediately after construction), and long-terms (including but not limited to regular maintenance after construction). A photo log documenting the property has also been attached as Appendix A. A summary of the measures recommended by the CP is provided in the table below.

Term	Measure Recommended
Short	The CP identifies no need for immediate repair or stabilization of the heritage attributes.
Medium	Shoring and demolition performed as per the requirements of the contract documents prepared by the design team and carried out under the direction of a professional engineer and heritage consultant.
	Sound brick, similar to that of the existing 1913 building, will be salvaged and cleaned by hand processes to prevent damage. Salvaged brick is to be stored on pallets, protectively wrapped and stored on the ground floor of the 1913 building or an adequate safe location until their reuse.
	Where existing openings on the east wall are exposed, they will be infilled with localized sheet metal siding, colour and profile to match existing siding infills on other facades.
	Masonry repairs at beam connection points and other wall openings are to be infilled with masonry.
	Existing shoring on the third floor is to be reviewed to note original position and conditions and periodically reviewed during demolition.
	Existing floor slabs in the 1942 addition is to be saw cut and chipped away where it abuts the wall of the 1913 building.
	Localized masonry repointing and replacement is to be done prior to installing s-girts for the new sheet metal cladding.
	Build up the lower parapet wall to match the existing height of the 1913 parapet.
	Carry out a roof investigation. Make roof repairs and install new roofing membrane flashing.
	Install hoarding enclosure at front entry porch to minimize potential damage.
	Maintain interior boiler, door hardware, riveted shear plate column connections, goods lift, and other remaining façades.
	Maintain painted signage on north and south façade.
	All new material shall be submitted for review and approval by a professional CAHP member. All restoration is to be performed under the direction of the Engineer of Record and a professional CAHP member.
	The property is to be regularly reviewed and maintained in keeping with good conservation practices until plans for future adaptive reuse or redevelopment are in place.
Long	If redevelopment is delayed, the property is to be reviewed by the Heritage Professional at least every two years to confirm the structure remains stable and no immediate repairs are needed.

Draft Structural Condition Assessment Report

A Structural Assessment was completed for the building in October 2011 by MTE. This report concluded that the roof framing and supporting columns of the third storey of the 1913 building were insufficient and recommended reinforcement be put in place. Otherwise, it determined that the building masonry was in good condition without significant signs of structural distress. A copy of the 2011 structural assessment can be found in Appendix B of the submitted Conservation Plan.

An updated Structural Assessment was requested as part of the CP, to determine what changes might have occurred to the condition of the Rumble Felt building in the intervening fourteen years and ensure there would be no negative structural implementations as a result of the proposed partial demolition. This work was undertaken by MTE in April 2025. Both interior and exterior inspections were completed.

The 1913 structure was found to be in generally good condition, with the primary structural system intact. Some localized deterioration in bricks as well as leaking spots in the roof were identified. It is recommended that the roof member and leak sites be further investigated for deficiencies. The front entrance stair and canopy structure were also determined to be in poor condition, with restoration required. Further investigation is recommended to identify the extent of damage and appropriate restoration or replacement measures. In the meanwhile, it is recommended that a hoarding enclosure be placed as soon as possible to protect this area from further deterioration.

Draft Combined Risk Management Plan, Temporary Protection Plan with Demolition and Stabilization Plan

A combined Risk Management Plan, Temporary Protection Plan and Demolition and Stabilization Plan has been prepared by MTE. The purpose of the Risk Management Plan (RMP) is to identify and assess potential risks to the 1913 portion of 60 Victoria Street North as part of the proposed partial demolition. In addition to risk identification, the RMP is also intended to provide appropriate protocols or measures to be implemented to avoid or mitigate risks as well as outline emergency procedures or responses should a risk event occur and result in unintended damage or destruction.

The RMP that has been prepared as part of this application focuses on minimizing vibration risks during demolition activities. Recommendations for mitigation include using smooth-wheel rollers to compact backfilled soil and implementing continuous vibration monitoring as well as regular site visits by the retained heritage professional and structural engineer to review for any impact, shifting, or new deterioration.

If damage to the heritage resource does occur during demolition, the RMP recommends that work in that area of the structure be stopped immediately and a restoration plan be developed by the heritage professional and structural engineer. Work will not continue until the contractor has assessed the cause for damage and developed updated procedures to prevent further occurrences.

Per the Temporary Protection Plan and Stabilization and Demolition Plan, building bracing is to be designed by the contractors engineer to support the additions. The steel structures are to be shored in place during demolition to prevent possible movement of steel

connected to the original 1913 structure which may in turn cause damage to the original construction. Demolition is to be carried out generally from east to west. A sequence of demolition has been developed, and is outlined in writing within the combined plan and supported by detailed engineered drawings which are attached as Appendix A.

Heritage Planning Comments

In reviewing Heritage Permit Application HPA-2025-IV-010, Heritage Planning staff would note the following:

- The building on the subject property is designated under Part IV of the Ontario Heritage Act through Designating By-law Number 2024-141.
- Designating By-law Number 2024-141 identifies the 1913 portion of the building alone as having cultural heritage value or significance. The heritage attributes identified within the designating by-law were informed by the 2012 Heritage Study and Heritage Impact Assessment.
- Per the 2012 Heritage Study and HIA, the changes that have occurred to the building over time (such as the additions) have not become character defining elements but rather have comprised the heritage character of the 1913 structure.
- The proposed partial demolition follows the recommendations of the 2012 Heritage Study and Heritage Impact Assessment. Specifically, it complies with the following:
 - *Retain the Rumpel Felt building (at least the 1913 portion) for adaptive re-use;*
 - *Salvage building materials such as brick to be used in repairs;*
 - *Match brick and mortar in repair / restoration work;*
 - *Complete and implement a Conservation Plan for the 1913 portion of the building to ensure heritage attributes are brought to an acceptable minimum standard in the short-term and that guidelines are in place to ensure any alterations follow good conservation principles and practice.*
- Several other recommendations contemplate designs which either retain and re-use the Rumpel Felt additions or replace with new construction. This demonstrates that partial demolition was considered at the time the 2012 study was completed and determined to be an acceptable intervention provided the 1913 portion of the building and its character defining elements are maintained.
- The entirety of 1913 portion of the building is to be retained.
- The submission of supporting plans and studies, summarized in this report, details the specifics on how the identified heritage resources and its attributes will be adequately protected and conserved pre-construction, during construction, and after demolition until redevelopment occurs.
- The supporting plans and studies have been completed by qualified professionals.

Heritage Planning Staff have also assessed the proposed work against *The Standards and Guidelines for the Conservation of Historic Places in Canada*. The document is a pan-Canadian collaboration between different federal, provincial, and territorial governments. While it does not constitute legislation, it does provide sound and practical guidance to achieve good conservation practice. It is a tool that has been adopted by many governing bodies of different scales. The proposed work for 60 Victoria Street North complies with the following general standards identified within the document:

- *Standard 1: 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.

- *Standard 2: Conserve changes to an historic place that, over time, have become character-defining elements in their own right.*
- *Standard 6: Protect, and if necessary, stabilize an historic place until any subsequent intervention is undertaken.*
- *Standard 7: 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.*
- *Standard 8: 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.*
- *Standard 9: 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.*

In regard to Standard 1 and Standard 2, as per the 2012 Heritage Study / HIA the additions are not considered character defining elements but may instead compromise the character of the 1913 portion of the building. The 1913 portion of the building, and associated heritage attributes on its exposed façade as well as some interior elements, have been identified by the Designing By-law Number 2024-141. These elements are being kept in their entirety and are not contemplated as part of the partial demolition.

Regarding Standard 6-9, the original 1913 portion of the building is stable and will be protected from damage during demolition of the additions. Through the heritage studies and plans that have been requested as part of this partial demolition application, additional measures to help conserve, maintain, and/or repair identified heritage attributes of the original 1913 portion of the building have also been developed and are anticipated to be implemented.

Additional Requirements

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 Demolition Control By-law. In this regard, the applicant is advised that full a demolition permit is still required. Further redevelopment of the site will entail additional requirements, including another Heritage Permit Application. This is anticipated to occur as part of a complete development application made under the *Planning Act*.

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 will be consulted regarding the subject Heritage Permit Application.

PREVIOUS REPORTS/AUTHORITIES:

- Ontario Heritage Act, 1990
- Notice of Intention to Designate 60 Victoria Street North, March 5, 2024
- Multi-Modal Hub Heritage Impact Assessment, October 2, 2012

REVIEWED BY: Sandro Bassanese, Manager of Site Plan
Garett Stevenson, Director of Development and Housing Approvals

APPROVED BY: Justin Readman, General Manager, Development Services

ATTACHMENTS:

Attachment A – Heritage Permit Application HPA-2025-IV-010 Form

Attachment B – Draft Cultural Heritage Conservation Plan, MTE, revised April 8, 2025

Attachment C – Draft Structural Condition Assessment, MTE, April 3, 2025

Attachment D – Draft Temporary Protection Plan and Risk Management Plan, MTE,
revised April 8, 2025

Attachment E – Draft Stabilization and Demolition Plan, MTE, revised April 8, 2025

Attachment F – Heritage Study and Heritage Impact Assessment, the Landplan
Collaborative Ltd. with John MacDonald Architect Inc, November 22, 2012

Attachment G – Designating By-law Number 2024-141