

REPORT TO: Heritage Kitchener

DATE OF MEETING: April 4, 2023

SUBMITTED BY: Garrett Stevenson, Interim Director of Planning, 519-741-2200 ext. 7070

PREPARED BY: Deeksha Choudhry, Heritage Planner, 519-741-2200 ext. 7291

WARD(S) INVOLVED: Ward 10

DATE OF REPORT: March 8, 2023

REPORT NO.: DSD-2023-116

SUBJECT: Notice of Intention to Designate 369 Frederick Street under Part IV of the *Ontario Heritage Act*

RECOMMENDATION:

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 369 Frederick Street as being of cultural heritage value or interest.

REPORT HIGHLIGHTS:

- The purpose of this report is to request that Council publish a Notice of Intention to designate 369 Frederick Street under Part IV of the *Ontario Heritage Act*.
- The key finding of this report is that 369 Frederick Street meets all three criteria for designation under *Ontario Heritage Act regulation 9/06* and has been confirmed to be a significance cultural heritage resource.
- There are no financial implications.
- Community engagement included informing residents by posting this report with the agenda in advance of the Heritage Kitchener Committee meeting, consulting and collaborating with the owner regarding implementation of the recommendations of the Heritage Impact Assessment (HIA), and consultation with Heritage Kitchener. In addition, should Council choose to give notice of its intention to designate, such notice will be served on the owner and Ontario Heritage Trust, and published in the local newspaper.
- This report supports the delivery of core services.

BACKGROUND:

The property municipally addressed as 369 Frederick Street is located on the south side of Frederick Street near the intersection of Frederick Street and East Avenue (Fig. 1). Built in 1993 in the International Modern Style of architecture, this building is included on the Inventory of Historic Buildings in Kitchener. The existing building is also known as the A.R.

Goudie Eventide Home and is currently being used as a long-term care home by PeopleCare Inc. (Fig. 2).

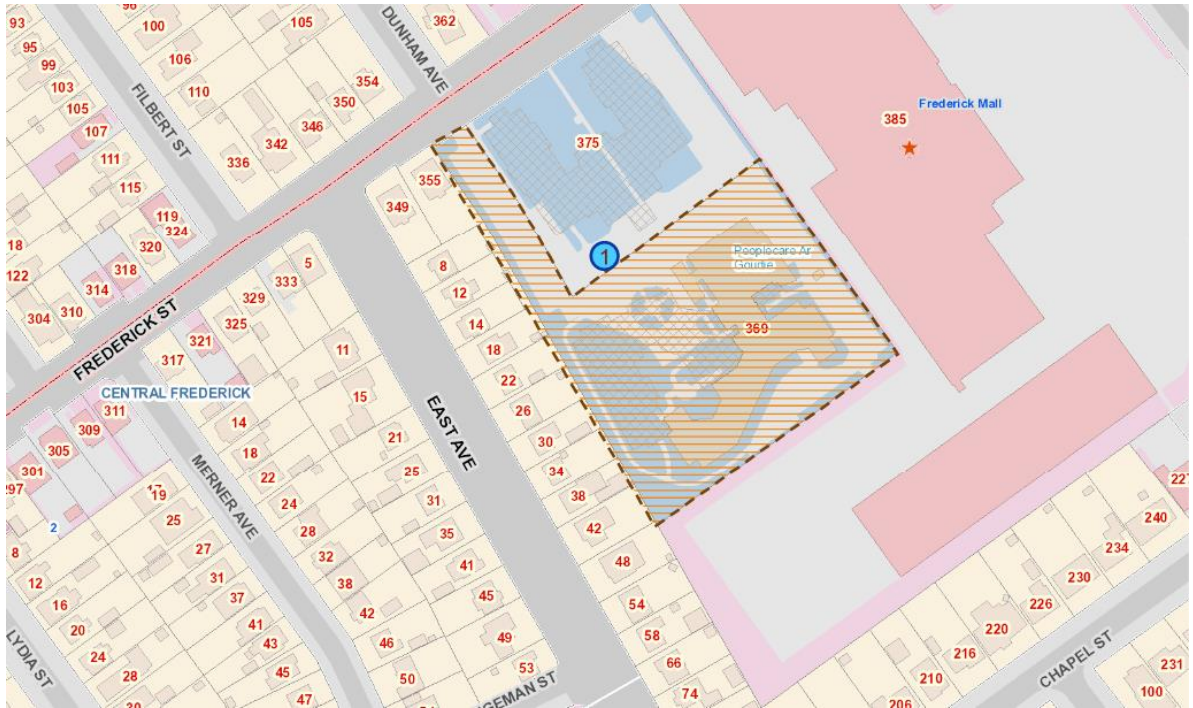


Figure 1: Location Map of 369 Frederick Street area



Figure 2: Front elevation of the A.R. Goudie Eventide Home

The submission and approval of a Scoped Heritage Impact Assessment (HIA) was made a requirement of a proposed Site Plan, Severance of Land, and Minor Variance applications that were submitted to the City in 2017. The scoped HIA dated March 16, 2017 and updated May 8, 2017, was submitted to the City in support of these application and was presented to the Heritage Kitchener Committee at its May 2, 2017 meeting. These applications related to the construction of a five (5) – storey Retirement Home and a three (3)-storey addition to the existing building. The proposed changes also included modifying the entrance canopy by decreasing its current size, as well as removing a section of the curtain wall on the northern elevation to facilitate the installation of a service elevator. The scoped HIA did receive approval from the Director of Planning on October 11, 2017.

In March 2021, the Ministry of Health and Long-Term Care awarded an additional 80 long-term care beds to Peoplecare Inc. As a result, the maximum building height needed to be increased, prompting the need for a Stamp Plan 'A' application and the request for a revised HIA. An updated HIA dated May 3, 2022, was submitted to the City. Since the updated HIA included minor changes, and with time constraints associated with processing Stamp Plan 'A' applications, the revised HIA could not be circulated to Heritage Kitchener again. The HIA concluded that the subject property is a significant cultural heritage resource that meets all three criteria for designation under *Ontario Heritage Act Regulation 9/06* (Since the applications were submitted prior to the changes enacted by Bill 23, the property has been assessed according to *O. Reg. 9/06*) with the proposed modifications having no effect on its heritage value. As a result, heritage planning staff provided comments as part of the stamp plan A application requesting that the property be designated under Part IV of the *Ontario Heritage Act* to conserve its cultural heritage value and heritage attributes.

REPORT:

Identifying and protecting cultural heritage resources within the City of Kitchener is an important part of planning for the future, and helping to guide change while conserving the buildings, structures, and landscapes that give our City its unique identity. The City plays a critical role in the conservation of cultural heritage resources. The designation of property under the *Ontario Heritage Act* is the main tool to provide long-term protection of cultural heritage resources for future generations. Designation recognizes the importance of a property to the local community; protects the property's cultural heritage value; encourages good stewardship and conservation; and, promotes knowledge and understanding about the property. Designation not only publicly recognizes the promotes awareness, it also provides a process for ensuring that changes to a property are appropriately managed and that these changes respect the property's cultural heritage value and interest.

The property municipally addressed as 369 Frederick Street is recognized for its design/physical, historical/associative, and contextual values. The existing building is comprised broadly of three elements – a free standing canopy which leads to the administration and reception area, which then leads to the three-storey residential wing situated perpendicularly to the administration and reception area (Fig. 3).

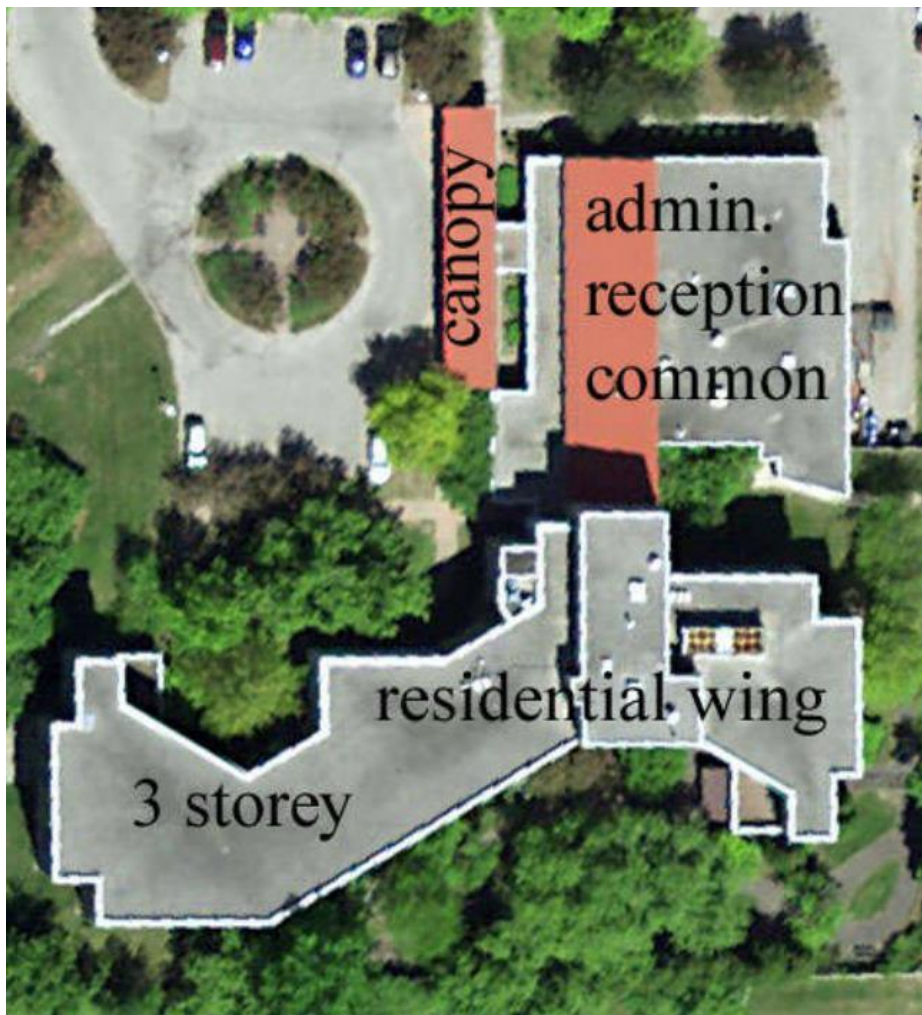


Figure 3: Plan view of 369 Frederick Street. Source: Draft HIA

Design/ Physical Value

The existing building was designed by Montgomery and Sisam Architects in the 'International Style' of modernist architecture for the Salvation Army in 1991 and was constructed in 1993. It has been featured in the *Images of Progress: Modern Architecture in Waterloo Region 1946-1996* and described as having "a crisp stucco and glass exterior (that) pays homage to the modern architectural expression of many Salvation Army projects in Canada since the 1950s. The plan is irregular, to preserve the existing mature trees, but also in the modern tradition of bending the plan to suit spatial and functional needs. The residential wing is set furthest from Frederick Street. In front, a suite of public rooms looks toward the entry court through glass walls. A free-standing entrance canopy in concrete, steel and timber provides a sheltered verandah at the entry."

According to the HIA, the existing building is made of curtain walls with a fairly smooth acrylic rendering in a medium grey colour. There are yellow panels and red-painted shed roofs with pre-finished, red metal flashing and downspouts which contrasts nicely with the grey. The glazing is comprised of punched windows, with curtain wall section that incorporate the yellow panels (Fig. 4). Furthermore, from a design perspective, the building has 'pure, simple geometric, clean lines' and is in impeccable condition even after 24 years with little to no alterations to the original structure.



Figure 4: View of the entry canopy with the yellow panels.

Even though the International Style of modernist architecture is usually considered from the 1940s to the 1960s, the existing building exhibits many of the design features of that style. For a modern building to be considered of heritage significance, it must satisfy many criteria, including but not limited to whether it is representative of the modern aesthetic, does it contribute to the historical development of Kitchener and whether it contributes to community identity. This building satisfies all of these criteria through its historical and contextual value.

The existing building was designed by Montgomery Sisam Architects, an award-winning architecture firm based in Toronto who specialize in healthcare and sustainable design.

The heritage attributes that were identified as part of the HIA include:

- The scale and irregular massing of the one and three-storey building;
- The entry canopy;
- The acrylic stucco non-load bearing walls;
- The glazed and solid panel curtain wall sections;
- The pre-finished metal shed roofs of the administration wing and entry canopy; and
- The clerestory form and glazing in the administration wing, filling the space with light and marrying the indoors with the outdoors.

Historical/Associative Value

The subject property has significant historical value. Historically, this building sits on a site which has a history of long-term care homes since 1869, starting with the House of Industry and Refuge. The original House of Industry and Refuge was built after the passing of the *1867 Municipal Act* which required all municipalities to provide support for residents 'requiring assistance'. The House was in use from 1869 when unwed mothers and poor homeless children were first admitted on June 15, 1869. Since then, this site continued to evolve, transitioning from a 'poor house' to an 'old-aged home' in 1947. The existing building represents a symbol of continuum of a pattern of social, political, cultural, and economic status of the community, contributing to our understanding of Kitchener's history and development. It also has its associations with Arthur R. Goudie, who was a department store founder and a major donor for the construction of this building, and the Salvation Army.

Contextual Value

This building has contextual value as it is the fourth building in succession of care homes on the site since 1869, yields information that contributes to the understanding of the community, and it is physically, functionally, and historically linked to its surroundings.

A complete Statement of Significance (Attachment A) including the list of heritage attributes will form part of the Designation By-law.

Some of the changes proposed by the applicant do modify some heritage attributes, such as the entry canopy and one section of the northern curtain wall to accommodate a new elevator (Fig. 5 &6). These changes have already been approved as part of the previous site plan application that was submitted in 2017. However, the HIA has concluded that these modifications result in a moderate, but acceptable negative impact on the heritage attributes, and that these modifications do not affect the designation criteria of the building (Attachment B). Staff are generally in agreement with this assessment and are of the opinion that notwithstanding these minor alterations, the building should be designated under Part IV of the *Ontario Heritage Act* due to its otherwise significant design, historical and contextual value .

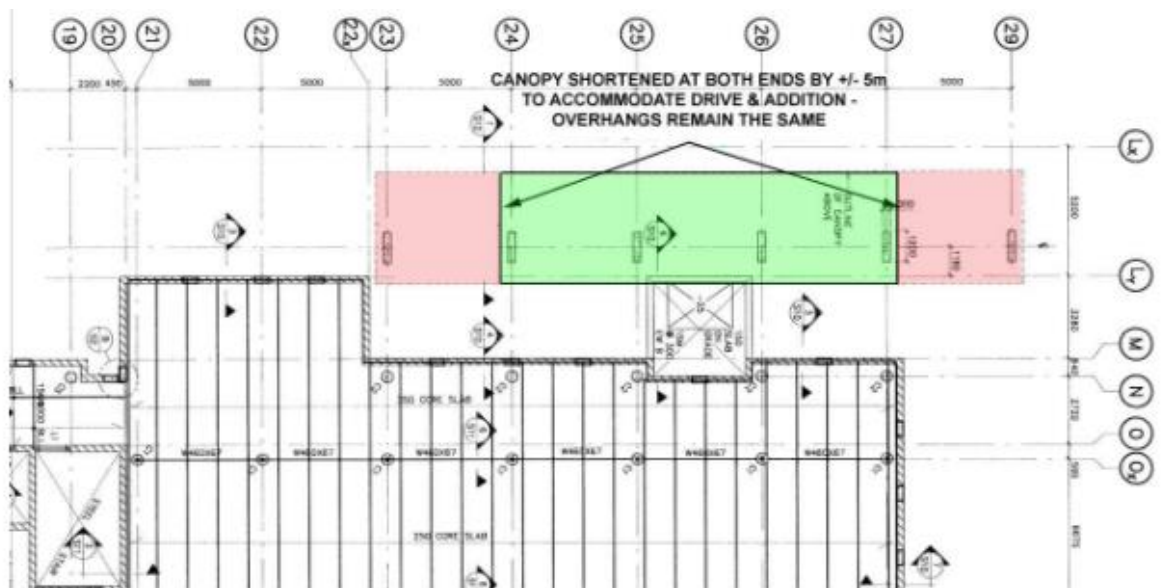


Figure 5: Plan view of the proposed alterations to the canopy. Source: Draft HIA

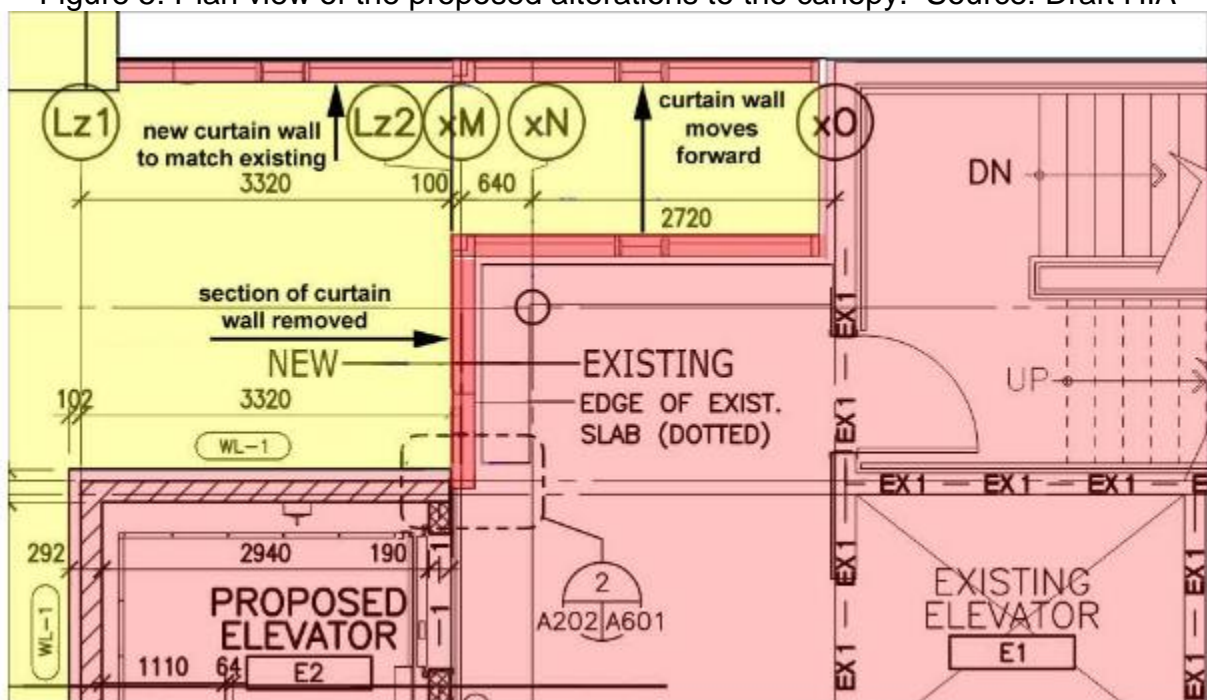


Figure 6: Proposed changes to the northern curtain wall. Source: Draft HIA

The Stamp Plan 'A' application has received conditional approval and one of the conditions required to be fulfilled prior to final site plan approval is the designation of this building under Part IV of the *Ontario Heritage Act* in accordance with the heritage attributes identified in the HIA dated May 3, 2022, prepared by CHC Limited. In order to satisfy this condition, it is recommended that the City Clerk be directed to publish a Notice of Intention to Designate 369 Frederick Street.

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 and COLLABORATE – Heritage Planning staff have consulted and collaborated with the applicant and owner regarding implementation of the recommendations of the HIA, including designation under the *Ontario Heritage Act*. The owner has confirmed their support for designation subject to consideration by Heritage Kitchener and Council.

Section 29(2) of the *Ontario Heritage Act* requires Council to consult with the Municipal Heritage Committee (Heritage Kitchener) before giving notice of its intention to designate a property. Heritage Kitchener will be consulted via circulation and consideration of this report (see INFORM above). Members of the community will be informed via circulation of this report to Heritage Kitchener and via formal consideration by Council. In addition, should Council choose to give notice of its intention to designate, such notice will be served on the property owner and the Ontario Heritage Trust, and published in the local newspaper (The Record). Once notice has been served, the owner has the right of appeal to the Ontario Land Tribunal.

PREVIOUS REPORTS/AUTHORITIES:

- *Ontario Heritage Act, 2021*

APPROVED BY: Justin Readman, General Manager, Development Services

ATTACHMENTS:

- Attachment A – Proposed Statement of Significance for 369 Frederick Street
- Attachment B – Scoped HIA for 369 Frederick Street