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Date May 30, 2022 **Report No.** 2022-330

To Chair and Members
Brantford Heritage Committee

From Patrick Vusir, Planner, Long Range Planning
Planning and Development Services

1.0 Type of Report

Consent Item
Item For Consideration

2.0 Topic Notice of Objections to the Inclusion of 54 Alfred Street, 162 Darling Street, and 455 Colborne Street on the City of Brantford's Heritage Register as non-designated, listed properties [Financial Impact – None]

3.0 Recommendation

THAT the following comments from the Brantford Heritage Committee regarding the Notice of Objection to the listing of 54 Alfred Street, 162 Darling Street, and 455 Colborne Street on the City of Brantford's Heritage Register BE INCLUDED in Staff's future report to the Committee of the Whole – Planning and Administration:

- i. _____;
- ii. _____; and
- iii. _____.

4.0 Background

The City has received Notices of Objection to the inclusion of three properties on the City's Heritage Register as non-designated, listed properties: 54 Alfred

Street, 162 Darling Street, and 455 Colborne Street. The subject properties are shown in Figures 1, 2, and 3 and on the Location Maps attached as **Appendix A** (54 Alfred Street), **Appendix B** (162 Darling Street), and **Appendix C** (455 Colborne Street).

Figure 1: 54 Alfred Street, Brantford.



Figure 2: 162 Darling Street, Brantford.



Figure 3: 455 Colborne Street, Brantford.



All three properties were added to the City's Heritage Register as non-designated, listed properties as part of Part 2, Phase B of the Heritage Register Project which included properties in portions of the old Central and East Ward areas of the City.

Staff notes that a letter was received for 455 Colborne Street on the morning of March 8, 2022 (the date of Committee of the Whole – Planning and Administration at which Phase B was discussed) from the Brant Haldimand Norfolk District School Board requesting that 455 Colborne not be listed. Due to a misunderstanding, it was believed the property was added to the register in a prior phase of the project and was viewed as a Notice of Objection for an already-listed property. Accordingly, the letter was not provided to Council when a decision was made to list the properties in Phase B. Only after Council's decision was it realized that 455 Colborne Street was included in Phase B and the request provided on March 8, 2022 should have been sent to Committee of the Whole – Planning and Administration via memorandum for consideration. The request provided was not a statutory notice of objection; however, it was instead a written delegation.

The timeline for Part 2, Phase B of the Heritage Register Project was as follows:

- A Public Information Centre (PIC) held on January 31, 2022 was recorded via Zoom and later posted to YouTube. A notice of the PIC was mailed to property owners approximately two weeks ahead of the PIC date.

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- Following the PIC, Brantford Heritage Committee reviewed and considered the properties recommended for listing in Part 2, Phase B at its meeting on February 28, 2022 (refer to [Report 2022-63](#)).
 - Committee of the Whole – Planning and Administration reviewed and considered the properties recommended for listing in Part 2, Phase B at its meeting on March 8, 2022 (refer to [Report 2022-64](#)).
 - Council approved the addition of all 97 properties in Part 2, Phase B to the Heritage Register at its meeting on March 22, 2022.

Notice of Listing, including a Property Information Sheet, was mailed out to affected property owners on April 14, 2022. The Notice of Listing is attached to this Report as **Appendix D**. The associated Property Information Sheets are attached to this Report as **Appendix E** (54 Alfred Street), **Appendix F** (162 Darling Street) and **Appendix G** (455 Colborne Street).

This Report provides the Brantford Heritage Committee with the opportunity to review each Notice of Objection and provide comments for Staff to include in a future report to Committee of the Whole – Planning and Administration on June 14, 2022 for Council's consideration.

5.0 Analysis

Staff has reviewed each objection letter separately; 54 Alfred Street is discussed in section 5.1, 162 Darling Street is discussed in Section 5.2, and 455 Colborne Street is discussed in Section 5.3. 54 Alfred Street and 162 Darling Street are both owned by the same owner; 455 Colborne Street is owned by the Brant Haldimand Norfolk Catholic District School Board.

Staff notes that the Notices of Objection submitted to the City set out a range of reasons for which the respective properties should be removed from the Heritage Register. Staff's review of the Notices of Objection has focused on whether the applicable Heritage Register Project criteria applied to each property are warranted. The project established a standardized methodology and set of criteria for evaluating and recommending properties for inclusion on the Register; the full list of criteria are provided in **Appendix K**. Criteria for the Project were based on the criteria used in the *Ontario Heritage Act* to determine if a property has cultural heritage value or interest, but modified slightly to be Brantford-specific in their context. Properties did not need to satisfy every criterion to be recommended for listing but the methodology did set out a minimum thresholds for properties to warrant listing.

5.1 54 Alfred Street

The Notice of Objection regarding 54 Alfred Street disputes the findings of the Heritage Register Project that the property has cultural heritage value or interest. Staff notes that the objection considers criteria set out in Ontario Regulation 9/06 under the *Ontario Heritage Act* – criteria in this regulation relate primarily to designation of properties under the Act, but have become a baseline in Ontario for evaluation cultural heritage value or interest. The full details of the objection are attached as **Appendix H** to this Report; Staff has summarized the concerns below:

- The subject property does not satisfy criteria set out in Ontario Regulation 9/06 related to architectural style; it does not reflect or display a high degree of craftsmanship, artistic merit, or technical or scientific achievement.
- The property has been extensively altered with new siding, windows, and doors, and other architectural features have been removed.
- The property does not have value due to historical associations with a person, event, or organization with community significance and does not have potential to yield historic information.
- The subject property does not have contextual value as it doesn't define or maintain the character of the area; is not linked to, and not distinct from, its surroundings, and is not a landmark.

As set out in Section 5.0, the Heritage Register Project established a methodology and criteria for evaluating and recommending properties for consideration. The relevant project criteria for 54 Alfred Street are:

- The property pre-dates the incorporation of the City of Brantford in 1877, and
- The property represents a rare architectural style (Georgian) in the City of Brantford.

Staff has evaluated the above criteria in subsection 5.1.1 and 5.1.2, respectively, to determine if they were applied correctly and whether 54 Alfred satisfies the project criteria.

5.1.1 The property pre-dates the incorporation of the City of Brantford in 1877

54 Alfred Street met the criteria of pre-dating the incorporation of the City of Brantford in 1877 based on information contained in the Brantford Heritage Inventory. The Inventory is a non-statutory database of historic (i.e. old) properties in the City of Brantford which identifies the house as dating to 1856. Staff have reviewed old mapping of the City of Brantford and note that the building can be seen on some early maps of the City. Figure 4 shows an excerpt from the 1875 Bird's Eye Map of Brantford. Figure 5 shows the property in 1892, and Figure 6 shows the property in 1919; post-incorporation of the City of Brantford which demonstrates the dwelling remained on the property and was not replaced, but altered.

Figure 4: Excerpt of 1875 Bird's Eye Map of Brantford with 54 Alfred Street identified by red arrow.

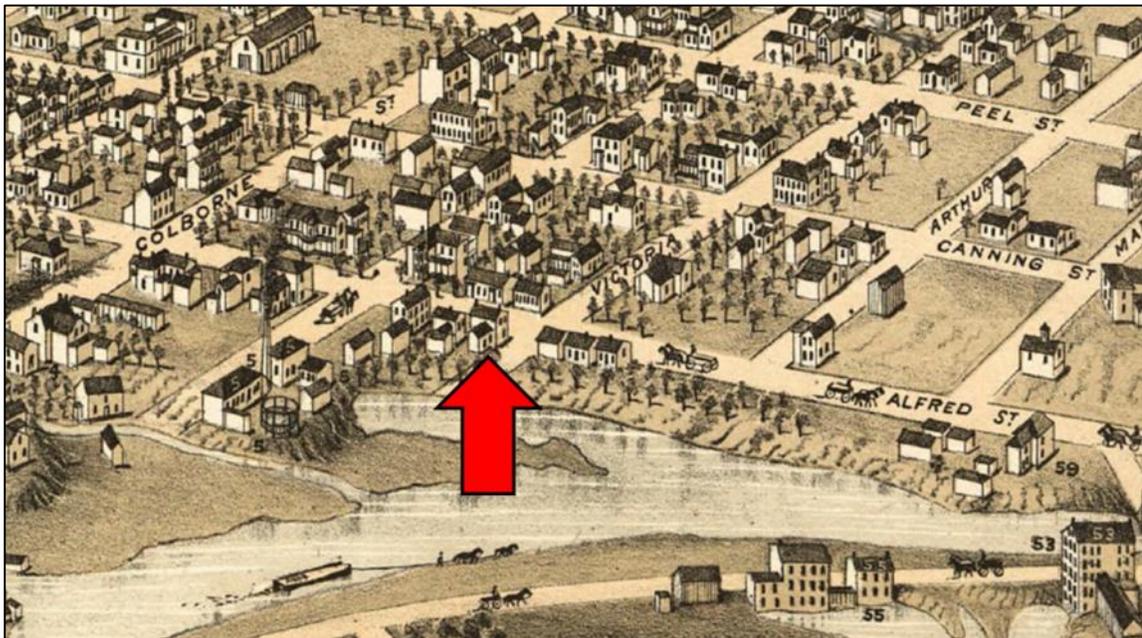
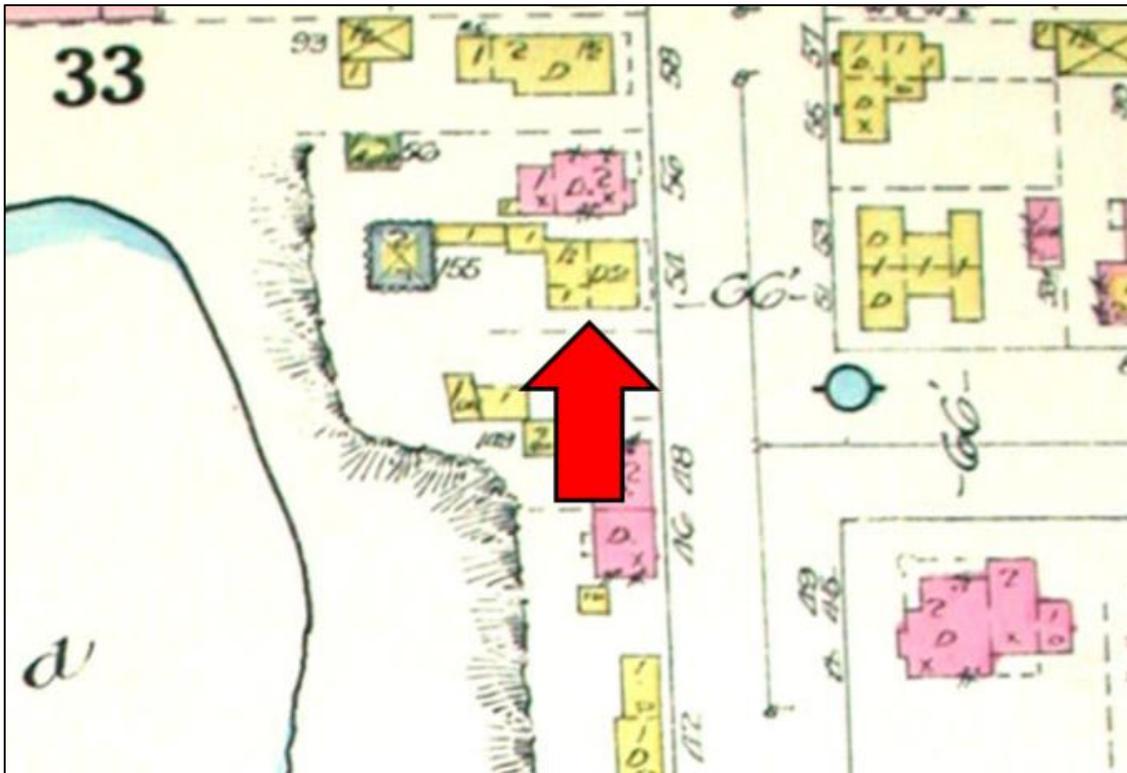


Figure 5: Excerpt from the 1892 Bird's Eye Map of Brantford with 54 Alfred Street identified by red arrow.



Figure 6: Excerpt from the 1919 Fire Insurance Plan for the City of Brantford with 54 Alfred Street identified by red arrow; The dashed line at front indicates a porch which still exists; some rear outbuildings no longer exist.



5.1.2 The property represents a rare architectural style (Georgian) in the City of Brantford

The Heritage Register Project examined properties within the inventory and tallied the number of instances each architectural style was applied. The Georgian style of architecture could be found on fewer than 50 properties identified in the Inventory and still remaining in the City.

The Georgian style was popular from 1784 to 1860 and 54 Alfred Street demonstrates the following features of the Georgian style:

- Two storey massing (one to two-and-a-half storeys is typical);
- Three bays on the front façade (three or five bays, or divisions of the exterior wall, are typical);
- Side gable roof;
- Symmetrical, rectangular plan when viewed from the front;
- Wood frame construction and clapboard exterior;
- Rectangular, but often near-square window openings (contrasting later, tall and narrow windows);
- Plain window surrounds; and
- Simple cornice with returning eaves (i.e. the eaves wrap around the corner, even with a gabled roof).

5.1.3 Staff Conclusion

Based on the available information, Staff concludes that 54 Alfred Street satisfies the Heritage Register Project criteria assigned to the property. While the building has been modified since 1856, Staff notes that the building retains the general form and massing that is typical of Georgian architecture. While not an example of a large Georgian residence associated with an early family estate (e.g. Myrtleville house in Ward 3), 54 Alfred Street is a representative example of Georgian architecture applied to a more modest home. Staff therefore will be recommending that 54 Alfred Street remains on the City's Heritage Register.

5.2 162 Darling Street

The Notice of Objection regarding 162 Darling Street disputes the findings of the Heritage Register Project that the property has cultural heritage value or interest. As with 54 Alfred Street, the property owner's objection considers criteria set out in Ontario Regulation 9/06 under the *Ontario Heritage Act*. The full details of the objection are attached as **Appendix I** to this Report; Staff has summarized the concerns below:

- The subject property does not satisfy criteria set out in Ontario Regulation 9/06 related to architectural style; it does not reflect or display a high degree of craftsmanship, artistic merit, or technical or scientific achievement.
- The property has been extensively altered with new windows, doors, soffit and fascia; some architectural features have been removed. Additionally, there are repaired cracks above most windows.
- The interior has been altered and the building has been converted to two units.
- The property does not have value due to historical associations with a person, event, or organization with community significance and does not have potential to yield historic information.
- The subject property does not have contextual value as it doesn't define or maintain the character of the area; is not linked to, and not distinct from, its surroundings, and is not a landmark.

As set out in Section 5.0, the Heritage Register Project established a methodology for evaluating and recommending properties for consideration. The relevant project criterion for 162 Darling Street is:

- The property represents a rare architectural style (Romanesque Revival) in the City of Brantford.

Staff has evaluated the above criterion in subsection 5.2.1 to determine if it was applied correctly and whether 162 Darling Street satisfies the criterion.

5.2.1 The property represents a rare architectural style (Romanesque Revival) in the City of Brantford

As noted previously, the Heritage Register Project examined properties within the inventory and tallied the number of instances

each architectural style was applied. The Romanesque Revival style of architecture could be found on fewer than 50 properties identified in the Inventory and still remaining in the City.

The Romanesque Revival is associated with other “Victorian” architectural styles and was popular from 1850 to 1900. 162 Darling Street demonstrates the following features of the Romanesque Revival style:

- Two-storey massing;
- Multi-shaped roof (combination of various gables and slopes) with large, medium pitched gables;
- Irregular plan;
- Red brick construction and exterior finish;
- Wide arched windows with transoms;
- Rusticated (course, rock-faced) masonry details; and,
- String courses (projecting course of bricks part way up the wall).

5.2.2 Staff Conclusion

Staff concludes that 162 Darling Street satisfies the Heritage Register Project criterion assigned to the property. While the building has been modified somewhat with respect to windows, doors, soffit and eavestroughs since its construction c. 1895-1900, these are common alterations. Staff notes that the building retains the general form, massing, and architectural details typical of Romanesque Revival architecture. Additionally, while mortar cracks and repairs have been noted, Staff is of the opinion that this represents maintenance to a dwelling that is approximately 120 years old rather than a sign of poor condition. Staff therefore will be recommending that 162 Darling Street remain on the City’s Heritage Register.

5.3 455 Colborne Street

The Notice of Objection regarding 455 Colborne Street provided by the Brant Haldimand Norfolk Catholic District School Board expresses concern that listing the property would be a significant constraint on future

alterations, and that the building's configuration limits it to educational uses. The full details of the objection are attached as **Appendix J** to this Report.

As set out in Section 5.0, the Heritage Register Project established a methodology and criteria for evaluating and recommending properties for consideration. The relevant project criteria for 455 Colborne Street are:

- The property represents a rare or vanishing development theme (civic/institutional) in the City of Brantford;
- The property represents a rare architectural style (Neo-Gothic) in the City of Brantford; and,
- The property is located at the corner of an intersection and architecturally responds to its location.

Staff notes that non-designated, listed properties are not subject to Heritage Permits. Staff does acknowledge that, by virtue of being included on the City's Heritage Register, Staff would strongly advocate that the building be retained and adaptively reused should the property be sold and conversion be considered. Staff also notes that other schools within Brantford (as well as many other communities in Ontario) have been successfully adaptively reused, and therefore, Staff does not share the Owner's opinion that the building's current form limits it to an educational facility.

5.3.1 The property represents a rare or vanishing development theme (civic/institutional) in the City of Brantford

The criterion of "the property represents a rare or vanishing development theme" applies to properties that reflect a use that is disappearing from the community, relocating within the community, or changing in scope. Examples of civic and institutional uses are government facilities (post offices, City Hall, libraries), places of worship, and schools.

Civic and institutional uses change over time as they relocate or are established to serve newer or different areas within the community. Schools fall within this criterion with other civic and institutional uses to reflect that older school facilities are, from time to time, closed, moved, or consolidated to respond to

changing student population in a given neighbourhood or community.

5.3.2 The property represents a rare architectural style (Neo-Gothic) in the City of Brantford

455 Colborne Street was evaluated against architectural styles within the City and across Ontario and found to fit the style known as Neo-Gothic which was popular from 1900-1945 and frequently used for schools, colleges, and universities which led to the nickname “Collegiate Gothic”. The Neo-Gothic style of architecture could be found on fewer than 50 properties identified in the Inventory and still remaining in the City. 455 Colborne Street features the following architectural details that area associated with Neo-Gothic:

- Two-storey massing;
- Flat roof;
- Symmetrical façade and rectangular plan;
- Brick and stone exterior finish;
- Decorative wall buttresses;
- Cut-stone banding or string course. Stone drip-mold below windows; and,
- Parapet wall at roof.

5.3.3 The property is located at the corner of an intersection and architecturally responds to its location.

This criterion applies to properties that are located at the corner of an intersection or at the terminus of a T-intersection. Buildings that respond to a corner location architecturally have architectural features that address multiple streets, or have entrances oriented directly at the intersection. In the case of 455 Colborne Street, the former school has a main entrance facing Colborne Street as well as an additional entrance, only slightly smaller in scale and architectural detail, facing Brock Street as shown in Figure 3. Additionally, both the Colborne and Brock Street façades feature similar amounts of windows and a similar level of architectural

detail overall, rather than there being a primary façade with high level of architectural detail and other facades being plain and lacking detail.

5.3.4 Staff Conclusion

Staff concludes that 455 Colborne Street satisfies the Heritage Register Project criteria assigned to the property. Although still in use as a public educational facility by the Brant Haldimand Norfolk Catholic District School Board, school closures are not uncommon in communities across Ontario. The criterion of “representing a rare or vanishing” development theme is appropriate as it reflects that such facilities were neighbourhood centres and landmarks during their period of use. Staff also notes that the building retains the general form, massing, and architectural details typical of the Neo-Gothic style and responds to its location as a corner property. Staff therefore will be recommending that 455 Colborne Street remain on the City’s Heritage Register.

5.4 Summary of Staff’s Conclusions

Staff has reviewed the Notices of Objection submitted for 54 Alfred Street, 162 Darling Street, and 455 Colborne Street and considered whether the criteria applied were accurate. As demonstrated in subsections 5.1 through 5.3, Staff is of the opinion that the applicable criteria are appropriate, that the three properties warrant inclusion on the City’s Heritage Register, and therefore that the three properties should not be removed from the Heritage Register at this time.

With respect to the concerns raised, Staff reiterates that the effect of the Listing will not create additional obligations on the owner regarding their use of the property, maintenance beyond the requirements of the Property Standards By-law, and should not have any impact on their insurance requirements. Heritage Permits are not required to make exterior or interior changes to a non-designated property that is listed on the Heritage Register and no documents are registered on title of listed properties.

Listed properties are provided with interim protection from demolition under the *Ontario Heritage Act*, requiring owners of listed properties to give the City 60 days’ written notice of their intention to demolish or remove a building or structure on the property. This time period provides

the City with an opportunity to consult with the Heritage Committee and evaluate whether the property merits designation, and to work with the owner to investigate opportunities for conserving the property's heritage value (e.g., incorporating the building into a new development on the property).

Additionally, while the City has the option to require a heritage impact assessment – a report which assesses potential negative impacts on a historic property and determines mitigation measures – to be completed to support a development project (i.e. a *Planning Act* application), minor changes and the day to day use of the property do not require such a study. Such a study is more applicable to major development or redevelopment. Additionally, listing may benefit the property owner, as any significant development on adjacent properties would need to demonstrate that there are no negative impacts to the listed properties or alternatively, describe how potential negative impacts will be mitigated.

6.0 Financial Implications

There are no financial implications arising from this Report.

7.0 Conclusion

The City of Brantford has received Notices of Objection to the inclusion of three properties on the City's Heritage Register: 54 Alfred Street, 162 Darling Street, and 455 Colborne Street. Staff has reviewed the Notices of Objection, attached as **Appendices H, I, and J** to this Report and is of the opinion that the three properties meet their respective criteria for listing that were established through the Heritage Register Project. Accordingly, Staff will be recommending to Council that all three properties remain on the City's Heritage Register as non-designated, listed properties.



Prepared by: Patrick Vusir, CPT
Planner, Long Range Planning
People, Legislated Services and Planning



Reviewed by: Alan Waterfield, MCIP, RPP
Manager of Long Range Planning
People, Legislated Services and Planning

Attachments

Appendix A: Location Map for 54 Alfred Street

Appendix B: Location Map for 162 Darling Street

Appendix C: Location Map for 455 Colborne Street

Appendix D: Notice of Listing

Appendix E: Property Information Sheet for 54 Alfred Street

Appendix F: Property Information Sheet for 162 Darling Street

Appendix G: Property Information Sheet for 455 Colborne Street

Appendix H: Notice of Objection to the Listing of 54 Alfred Street

Appendix I: Notice of Objection to the Listing of 162 Darling Street

Appendix J: Notice of Objection to the Listing of 455 Colborne Street

Appendix K: Heritage Register Project Evaluation and Listing Criteria

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required yes no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk yes no

Is the necessary by-law or agreement being sent concurrently to Council? yes no