

To: **COUNCIL**

Meeting Date: **07/13/21**

Subject: **Request to Designate a Property of Cultural Heritage Value Under Part IV of the Ontario Heritage Act, Remove the Stone Tower for Conservation and Permit Demolition of Secondary Buildings – 171 Guelph Avenue (Forbes Estate)**

Submitted By: **Hardy Bromberg, Deputy City Manager – Community Development**

Prepared By: **John R. Calhoun, Senior Planner - Heritage and Hardy Bromberg, Deputy City Manager – Community Development**

Report No.: **21-120(CD)**

Recommendations

THAT Report 21-120(CD) – Request to Designate a Property of Cultural Heritage Value Under Part IV of the Ontario Heritage Act, Remove the Stone Tower for Conservation and Permit Demolition of Secondary Buildings – 171 Guelph Avenue (Forbes Estate) – be received;

AND THAT Council authorizes the Clerk publish a Notice of Intention to Designate the main house and its associated land as identified in Figure 1 in this report on part of the property municipally known as 171 Guelph Avenue because of its cultural heritage significance, in accordance with Part IV of the Ontario Heritage Act;

AND THAT Council approves the request to relocate the Rubble Stone Wall at 171 Guelph Avenue to a line closer to the main house, according to the process described in Attachment 2 of this report, by a qualified stone mason with experience with historic dry stack stone construction at the developer's cost;

AND THAT Council approves the request to relocate the Stone Tower at 171 Guelph Avenue to an offsite location, preferably a City-owned site in Hespeler if possible, according to the process described in Attachment 3 by a qualified stone mason using traditional mass masonry construction at the developer's cost;

AND THAT after relocation of the Stone Tower a report be prepared for the Municipal Heritage Advisory Committee and Council's consideration about potential heritage designation of the tower;

AND THAT Council approves the request to demolish all the other buildings and structures on the property at 171 Guelph Avenue;

AND FURTHER THAT Council directs staff to update the Heritage Properties Register listing for the remainder of the property at 171 Guelph Avenue after the designation for the main house on the property is registered on title.

Executive Summary

Purpose

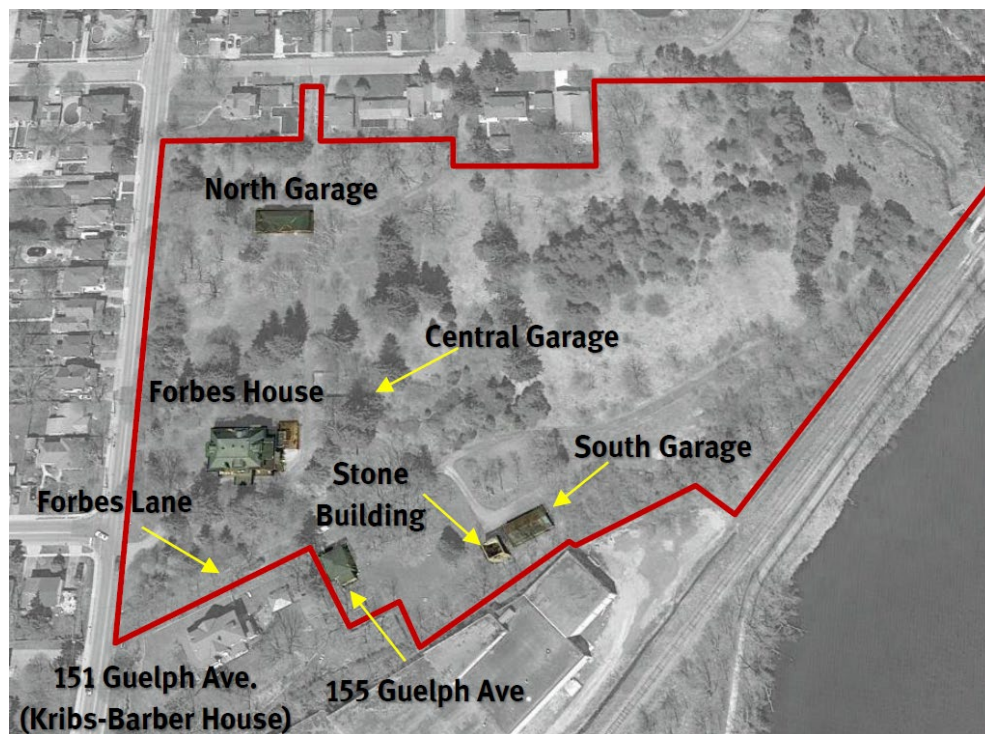
- Council approval is requested to initiate the heritage designation of the main house at 171 Guelph Avenue, approve the relocation of the stone tower and low wall, and approve the demolition of the other buildings and structures on the property.

Key Findings

- The Forbes Estate has been a recognized place in the Hespeler community for decades.
- The proposal to develop the property into new housing keeps the main estate house of 1912 and its yard with its large trees in place.
- Conservation plans are proposed to relocate and conserve the 19th-century stone tower from the south side of the property, and to reposition the low rubble stone wall along the west side.
- Council approval is requested to issue a Notice of Intention to Designate the main house, and permit the demolition of the other buildings except the stone tower and wall, as provided by the Ontario Heritage Act.
- A recommendation about a development planning application for over 100 new housing units in several configurations will be provided to Council in a separate report – 21-037(CD) – 155 & 157 Guelph Avenue Recommendation Report – at the July 13, 2021 meeting.
- The Municipal Heritage Advisory Committee (MHAC) recommended approval at its meeting on August 20, 2020, and endorsed a tree management plan on December 17, 2020.
- The property owner agrees with designation of the former Forbes House and associated lands as identified in this report.

Financial Implications

- There is no fee for designating a property in Cambridge. The City will pay for publishing the Notice of Intention to Designate in the Cambridge Times in the corporate advertisement and for sending the notice to the owner. The City does provide and pay for the installation of a heritage landmark plaque if the owner desires one, at a cost of approximately \$500.
- The owner is assuming all costs of the proposed work at the heritage property, including the relocation of the low rubble stone wall.
- The owner will also assume the costs of dismantling, documenting, storing, approvals, and reconstructing the Stone Tower at the destination location in Hespeler. The preliminary cost estimate of this work is \$350,000. In addition to this amount for the relocation of the Stone Tower, the owner will also project manage the adaptive re-use construction to repurpose the structure as an observation tower with accessibility features. At this preliminary stage, an observation tower with accessibility features is the working concept which will determine a cost once design is complete for Council consideration. The adaptive re-use costs will be the responsibility of the City, with some shared costs between the developer and owner for items required by both parties (e.g. roof). The responsibilities for costs are detailed in the conditions of approval on the Plan of Subdivision Application.



171 Guelph Avenue (extract from ASI – Policy Planning to identify section for reference)

Background

The “Forbes Estate” at 171 Guelph Avenue is a 5.4 hectare (13.3 acre) property that includes a large house built in 1912, as well as several other buildings and structures that include a stone tower from the 19th century. The property was included on Cambridge’s heritage inventory by the late 1990s; that status continues with listing in the current Heritage Properties Register. The Kribs-Barber house is also Register-listed; it abuts on the south side at 151 Guelph Avenue.

The Region of Waterloo has identified 171 Guelph Avenue as a property of Regional Significance.

Polocorp acquired the property several years ago. Their intention is to keep the main house but redevelop most of the remaining rural-like property as urban residential in several configurations. Their initial submission of the applications for Draft Plan of Subdivision and Zoning By-law Amendment was in October 2018. They have continued discussions with City staff, Regional staff and the community.

The Heritage Impact Assessment (HIA) from ASI in February 2020 is the most recent version. This and all previous versions of the HIA have recommended designation of the main house. Previous versions have differed on details of other buildings and structures on the property and the potential for identity as a cultural heritage landscape. These previous versions have been subject to another consultant’s analysis and a peer review; the result is the February 2020 version. Should Council wish to receive a copy of the HIA and peer review documents, these can be requested from planning staff.



Forbes Estate House, 171 Guelph Avenue, looking east

Further discussions of heritage features have resulted in different approaches to be taken for the stone tower on the south edge of the property and for the rubble stone wall along Guelph Avenue.

The proposal is for the main house to remain the same, but the rest of the property will have several changes:

- The main house of 1912 is requested for heritage designation.
- The designation will include the land associated with the house itself, between the front of the house and Guelph Avenue, the row of mature trees north of the house, the driveway to the porte-cochere on the south side, and a small area to the east.

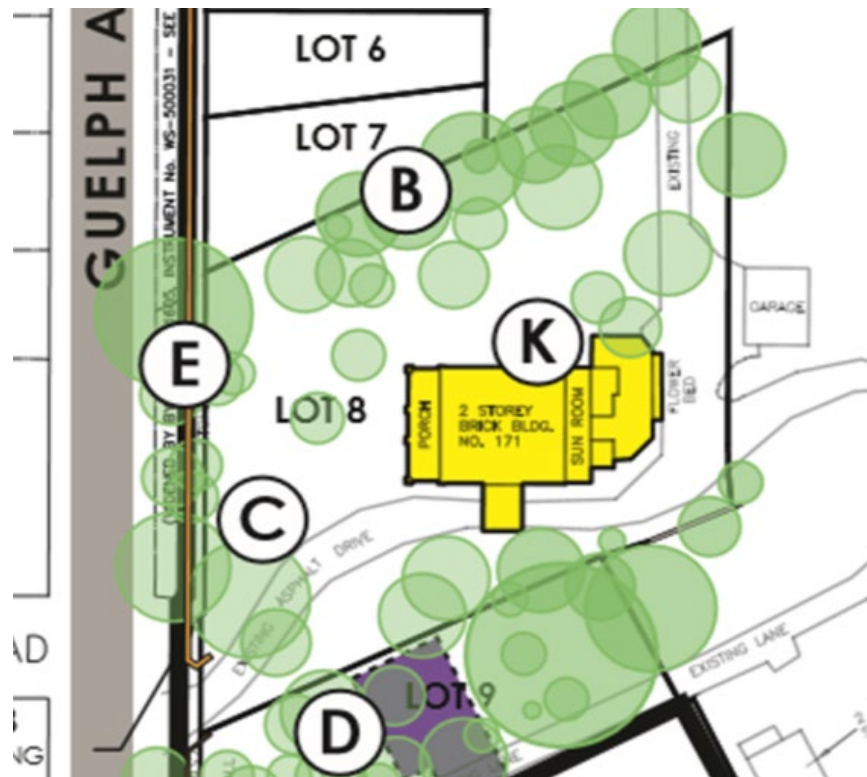


Figure 1: Part of property to be designated, 171 Guelph Avenue, showing “Lot 8” with approximate boundaries: K=Estate House, B=Tree row north side, C=Driveway to porte-cochere, E=Rubble stone wall

- The part of the rubble stone wall along the Guelph Avenue edge of the property to be designated will be relocated in a line closer to the house, should the City acquire the right-of-way where the wall is currently located. This is detailed in Attachment 2.



Stone Tower, 171 Guelph Avenue, looking south

- The stone tower on the south edge of the property will be documented in detail, disassembled, and reassembled at an offsite location in Hespeler to be determined by the City's Infrastructure Operations Division which deals with Parks. If the new location is not ready to receive the stones the pieces will be stored securely at the developer's cost. This is detailed in Attachment 3. A separate heritage designation is anticipated in the future for the stone tower in its new location.
- All the other buildings and structures on the property will be demolished.

On August 20, 2020 MHAC passed this resolution:

THAT Report 20-016 (MHAC) – Request to Designate a Register-Listed Property – 171 Guelph Avenue (Forbes Estate House), Remove the Stone Tower for Conservation and Demolish Other Buildings and Structures – be received;

AND THAT the Cambridge Municipal Heritage Advisory Committee (MHAC) receives the Heritage Impact Assessment about 155 and 171 Guelph Avenue, prepared by ASI and dated February 19, 2020, included as Attachment 1;

AND THAT the MHAC recommends to Cambridge City Council that the Clerk be authorized to publish a Notice of Intention to Designate the main house and its associated land on the property municipally known as 171 Guelph Avenue because of its cultural heritage significance, in accordance with Part IV of the Ontario Heritage Act;

AND THAT the MHAC recommends that Council approve the request to relocate the Rubble Stone Wall at 171 Guelph Avenue to a line closer to the main house, according to the process described in a letter in Attachment 2 by a qualified stone mason with experience with historic dry stack stone construction at the developer's cost.

AND THAT the MHAC recommends that Council approve the request to relocate the Stone Tower at 171 Guelph Avenue to an offsite location, preferably on City-owned property if possible, according to the process described in a letter in Attachment 3 by a qualified stone mason using traditional mass masonry construction at the developer's cost;

AND THAT the MHAC recommends that Council approve the request to demolish all the other buildings and structures at 171 Guelph Avenue, as depicted in the Heritage Impact Assessment (HIA) provided by ASI dated February 2020;

AND THAT the MHAC recommends that a conservation plan for the main house be prepared by a qualified heritage professional, as depicted in the HIA provided by ASI on February 19, 2020, and submitted to MHAC for endorsement before a subdivision plan is registered for the site;

AND THAT the MHAC recommends that the tree management plan be submitted to the MHAC for endorsement before a subdivision plan is registered for the site.

AND FURTHER THAT the MHAC recommends that Council direct staff to update the Heritage Properties Register listing for the remainder of the property of 171 Guelph Avenue after the designation of the main house is finalized.

The requested tree management plan (next-to-last paragraph) was received by staff in November 2020 and submitted to MHAC the next month. On December 17, 2020 MHAC passed this resolution:

THAT Report 20-037 (MHAC) – Tree Management Plan – 171 Guelph Avenue, Forbes Estate – be received;

AND THAT the Municipal Heritage Advisory Committee (MHAC) receives for endorsement the Tree Management Plan (TMP) and its findings as prepared by Dougan & Associates, dated November 3, 2020, and included as Attachment 1 to Report 20-037;

AND THAT MHAC encourages the proponent to plant exclusively a diverse array of native species.

The tree management plan was also submitted to Development Planning staff for inclusion in the site plan process. The report will be made available upon request. City staff advised MHAC on December 17th that the City's practice is to require native plantings where possible through review and approval of site plan applications. If the development planning application is eventually approved, a site plan application will need to be finalized for the project prior to construction occurring on the site.

Analysis

Strategic Alignment

PLACE: To take care of, celebrate and share the great features in Cambridge that we love and mean the most to us.

Goal #3 - Arts, Culture, Heritage and Architecture

Objective 3.2 Conserve and make positive contributions to our heritage districts and buildings throughout the community.

Retaining the 1912 estate house at the front of a new residential development will be a positive addition for Cambridge.

The relocation and adaptive re-use of the Stone Tower structure to a City park will preserve a part of Hespeler and architectural heritage and repurpose it through an adaptive re-use.

Proposal

Council is requested to take steps provided for in the Ontario Heritage Act, that is the designation of the main house and removal of all secondary buildings and structures.

In addition, Council is requested to approve the conservation plans for the stone tower and low rubble wall in front.

Comments

Designation of Main House:

The HIA from 2020 demonstrates that the main house from 1912 (photo in Background, above) is significant and should be designated as an individual resource. Council is requested to issue a Notice of Intention to Designate the main house only. If Council agrees a notice will be published in the Cambridge Times, and if no objection is submitted in 30 days a designation by-law will be submitted to Council using a new legal description of the house parcel.

The property owner agrees with designation of the former Forbes House and associated lands as identified in Figure 1 in this report.

Council has the option of declining to support a heritage designation, either by not issuing a notice of intention to designate, or by turning down the designation by-law in the future. Council could decide to keep the house listed as a property of interest on the Heritage Properties Register within its individual parcel instead of including the entire estate on the Register.

Conservation of the Stone Tower and Rubble Stone Wall:

The owner has agreed to pay for the careful removal of the stone tower and store it until approvals for the reconstruction destination site are obtained by the owner. Conditions of approval on the associated planning application outline the owner's and City's responsibilities. The Ontario Heritage Act provides for either removal or designation; the agreement to relocate provides a third option. It is recommended that after relocation of the Stone Tower a report be prepared for the Municipal Heritage Advisory Committee and Council's consideration about potential heritage designation of the tower.

Most of the low wall along Guelph Avenue is now on the private property, but its location will become public with a proposed right-of-way widening. The owner has agreed to pay for its relocation to the east, using appropriate conservation methods according to the process described in Attachment 2 by a qualified stone mason with experience with historic dry stack stone construction.

Demolition of Other Buildings:

The HIA also identified that the other buildings and structures on the property were not of such significance to recommend their preservation. For properties such as this one, which is listed as a property of interest (not designated) on the Heritage Properties Register, Council is given the opportunity to object to demolition by initiating designation. On this property only the main house is recommended for designation.

Council has the option to designate the other buildings, thus preventing demolition. A notice of intention to designate would be issued, followed by the other procedures identified above for the main house. Objection and appeal procedures to a Provincial tribunal are outlined in the Ontario Heritage Act. Since the other buildings are located within the proposed streets, a modification to the draft plan of subdivision would be needed to keep them.

Existing Policy/By-Law

Ontario Heritage Act

Part IV Section 29 (1) of the Ontario Heritage Act provides municipalities in Ontario the ability to designate individual properties that are shown to have cultural heritage value to a community.

Section 30 (1) provides that permits for altering the property become void when a Notice of Intention to Designate is served. (They may be issued after heritage approvals.)

Cambridge Official Plan

Section 4.1 of the Official Plan includes Objective a) to “support the conservation, restoration and prominence of the city’s built heritage as a key identifying feature of the community”.

Section 4.2 of the Official Plan discusses the priorities for cultural heritage resources in the City. Section 4.2.1 states:

1. When development is proposed, the City will encourage the conservation of cultural heritage resources in the following order of preference:
 - a) incorporation of cultural heritage resources and their surrounding context into development applications in a manner which does not conflict with the cultural heritage resource; ...
 - b) promotion of the use of scale and design which blends harmoniously with existing cultural heritage resources when development occurs; and
 - c) preservation and adaptive re-use of buildings of cultural heritage significance for compatible residential intensification and/or for other appropriate and compatible uses is encouraged.

Financial Impact

There is no fee associated with designating a property in Cambridge. The City will pay for publishing the Notice of Intention to Designate in the Cambridge Times in the corporate advertisement and for mailing it to the owner. The owner is assuming all costs of the proposed work on lands remaining private. The costs for relocating the Stone Tower (estimated at \$350,000) are the responsibility of the owner. The adaptive re-use costs of the Stone Tower would be the responsibility of the City and would be subject to Council consideration and approval through a Core Areas Transformation Fund application. Those costs will be known shortly through detailed design. Some costs associated with the Stone Tower are shared between the owner and City as they apply to both the relocation AND adaptive re-use equally. These costs include project

management, survey, roof, and site restoration/seeding and planting after the reconstruction and adaptive re-use works are complete.

Public Input

MHAC meetings are open to the public. The Council meeting agenda is posted publicly as part of the report process.

Internal/External Consultation

Planning staff consulted with Building Services staff, Legal staff and the property owner. The owner has also consulted with Regional staff, as this property is considered to be of Regional heritage significance. The Region does not have a role in designating heritage properties. Parks staff has been consulted about the content of this report regarding the relocation of the stone tower.

Conclusion

The main house on the Forbes Estate property at 171 Guelph Avenue is an outstanding heritage resource and should be designated, following the processes of the Ontario Heritage Act. The stone tower and low wall will be conserved. The other secondary buildings may be demolished. Retention of the heritage house is consistent with the objective of: Conserve and make positive contributions to our heritage districts and buildings throughout the community. It is recommended that the City proceed with issuing the notice of intent to designate the former Forbes house and associated land as identified in this report.

Signatures

Division Approval

N/A

Reviewed by the CFO

Name:

Reviewed by Legal Services

Title:

Departmental Approval



Name: Hardy Bromberg

Title: Deputy City Manager – Community Development

City Manager Approval



Name: David Calder

Title: City Manager

Attachments

- | | |
|--------------|---|
| Attachment 1 | Rubble Stone Wall, Memo of June 19, 2020 from Tacoma Engineers. |
| Attachment 2 | Stone Tower, Memo of June 19, 2020 from Tacoma Engineers. |

Date:	June 19, 2020	No. of Pages:	3 + Encl.
Project:	Forbes Estates – Wall Relocation	Project No.:	TE-36078-20
Address:	171 / 155 Guelph Ave, Cambridge, ON	Permit No.:	unknown
Client:	Polocorp Inc.		
Distribution:	Paul Puopolo Mike Puopolo Matthew Warzecha	Polocorp Inc. Polocorp Inc. Polocorp Inc.	paul@polocorpinc.com mike@polocorpinc.com matthew@polocorpinc.com

Background

Tacoma Engineers has been retained by Polocorp Inc. to provide engineering comment for the proposed relocation of an existing dry stacked landscape wall located at 171 / 155 Guelph Ave, Cambridge, ON.

Guelph Avenue is slated to be widened as a part of the redevelopment of the Forbes Estate property and general local and existing and future traffic projections. With current road cross sections, it is anticipated that the existing stone wall is required to be moved 1m towards the Forbes Estate Home to allow room for the proposed road works.



The existing wall is approximately 18” high and 24” wide. The wall is dry stacked, meaning it contains no mortar binding the stones together. The wall is effectively tied together by crossing larger stones together in an interlocking fashion. The wall uses mostly natural stones, which are long, thin, and appear to be locally sourced. Intermixed within the wall are cut stones, which have worked edges. These are likely stones from a demolished structure or may have been left over from a previous building project.

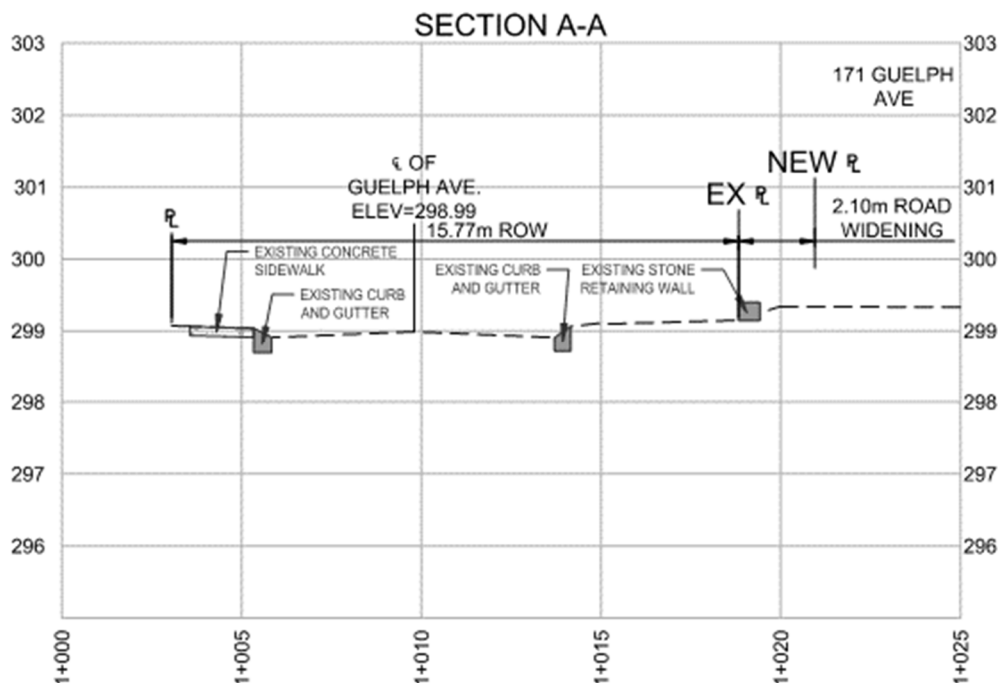


Figure 1 - Proposed Road Cross Section (GM BluePlan, Dec 2019)

Dry stacked walls were commonly used to delineate property before the increased use of fences. Given the Scottish heritage of the original property owners, the presence of a dry stacked stone wall is not unexpected. Known as drystone, these walls are characteristic of upland areas of Britain and Ireland.

Comments

The stones can be disassembled and relocated to their new location. They should be laid by a mason with experience with historic dry stack stone construction. Stones are not required to be catalogued or marked before relocation; however, efforts should be made to closely match the existing coursing, layout, and configuration of the stone wall. The existing wall contains a characteristic V-slant top, where the two outer courses are slanted inward. This helps stabilize the wall. This unique feature should be replicated on the relocated wall.

The wall should be placed on a 6" thick layer of crushed stone to provide a solid foundation, and to facilitate drainage below the wall.

Conclusions

The stone landscape wall in question can be relocated to a new position and recreated to reflect the original historic characteristic elements. Relocation of the wall would involve the following procedure.

- a. Scaled as-built drawings to identify the existing conditions of the wall.
- b. Marking of important stones, such as cut and worked stones, so that they can be placed in a similar location during the reconstruction.

- c. Disassembly of the wall for relocation.
- d. Removal of organic material that has grown throughout the stones over time.
- e. Construction of new granular layer to provide support to the reconstructed walls.
- f. Reconstruction of the wall in its new location, using traditional dry stacked wall construction techniques.
- g. Reconstructed wall should reflect the characteristics of the existing wall, notably, including cut stones placed randomly throughout, and use of a V-slant top course.

Per

Nick Lawler, M.A.Sc., PE, P.Eng., CAHP
Structural Engineer, Senior Associate
Tacoma Engineers

TE-36078-20
JUN 19-20

Encl.

Nil.

STRUCTURAL REPORT

Stone Ruin Relocation

Date:	June 19, 2020	No. of Pages:	4 + Encl.
Project:	Forbes Estates – Ruin Relocation	Project No.:	TE-36078-20
Address:	155 Guelph Ave, Cambridge, ON	Permit No.:	unknown
Client:	Polocorp Inc.		
Distribution:	Paul Puopolo	Polocorp Inc.	paul@polocorpinc.com
	Mike Puopolo	Polocorp Inc.	mike@polocorpinc.com
	Matthew Warzecha	Polocorp Inc.	matthew@polocorpinc.com

Background

Tacoma Engineers has been retained by Polocorp Inc. to provide engineering comment for the proposed relocation of an existing stone building, located at 155 Guelph Ave, Cambridge, ON.

The greater subject property is located northeast of the Hespeler Mill Pond, located in the former Village of Hespeler in Cambridge, Ontario. Approximately 4 hectares of the property is intended to be redeveloped into a residential subdivision with a mixture of single-detached, townhouses, and multiple residential dwellings. With proposed grades of the development, it is anticipated that the existing stone building is required to be removed and / or relocated.



The stone ruins are suspected to have been constructed in the mid 19th century as an farm storage building (refer to ASI HIA Report, May 2020). The building is historically a two-story building, approximately 20' high, constructed out of mass limestone masonry. The roof is no longer present, and temporary bracing is in place to provide lateral support for the walls. The walls are in a state of disrepair and have started to erode / fail. It measures approximately 400 ft² in gross building area.

The masonry walls are constructed with mass limestone masonry, likely quarried onsite, or in the immediate area. Corners are characterized with large quoin stones, which have been finished with a worked stone edge. The quoin stones are of high quality for this era of construction and location. The stones throughout the wall are randomly placed field stones. Stone arches form the headers over the second-floor windows.

The stone walls are parged on the inside of the ruin, with pockets visible for what would have been a second-floor structure. The wall varies in thickness between 18" and 24" thick, getting narrower at the top of the wall. The wall is constructed in two "wythes". The inner and outer wythes are typically constructed together, with the space between being filled with mortar and offcuts as the wall is built upward. This center space is typically called the wall core and helps each wythe act compositely as one solid structure.

Retention and Relocation

The building will need to be relocated to fit better within the layout of the proposed development. It understood that the developer is in talks with the City of Cambridge, to locate the ruin on City property. Due to logistics, mostly driven by grading, the structure cannot be moved as a whole building, but rather must be disassembled and reconstructed at the new site location.

The building may be reconstructed using traditional mass masonry construction, using salvaged materials from the original ruin, and compatible lime based mortars. The reconstruction should reflect the original massing and characteristic elements found on the building as it stands today. This would include the decorative quoin stones, arched windows, and random coursed masonry exterior.

Relocation of the ruins would involve the following procedure;

- a. Scaled as-built drawings to identify the existing conditions of the ruins.
- b. Marking of important stones, such as quoins and window arches so that they can be placed in a similar location during the reconstruction.
- c. Disassembly of the building for relocation.
- d. Long to short term storage of the materials until such time that reconstruction will take place. Does not need to be climate controlled, but should be not exposed to the elements
- e. Construction of new concrete foundations to support the reconstructed walls.
- f. Reconstruction of the ruin in its new location, using traditional mass masonry construction techniques.

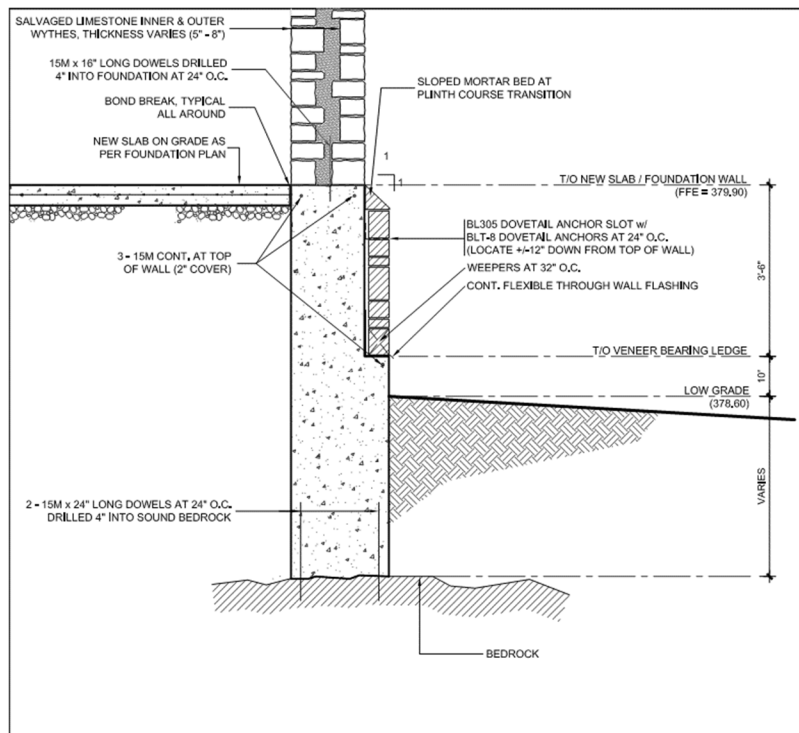
In order to provide long term structural stability to the building, the roof and second floor should be reinstated. These elements provide lateral stability to the stone walls, and in the case of the roof, protect the building from exposure to the elements.

Adaptive Re-use

It is understood that the City of Cambridge is interested in an adaptive re-use of the building to provide a public use after it is relocated to City property. Discussions have been had regarding a public viewing platform, or observation deck. This can be easily accommodated during the reconstruction of the building. An interior structural frame is required to provide stability to the walls, and this frame may be modified to allow access to the upper area of the building. Further, a roof is also required for long term durability protection, which can also act to protect the public from the elements.

If used for public access, it is recommended that the interior structure and roof be constructed from galvanized structural steel. This will provide a durable interior that can be cleaned and prevent some damage from vandals.

For illustrative purposes, the following detail is from a similar reconstructed stone building in a neighboring municipality which Tacoma Engineers undertook in 2019. This shows the reconstructed stone wall, bearing on concrete foundations.



Relocation work should be carried out by a contractor experienced in the construction of tradition mass masonry walls. The contractor should also have experience in reconstruction of historic buildings, as to ensure the characteristic elements are properly transferred from the original building, to the recreated site.

Regardless of the end use, the owners should retain a professional engineer with experience in historic structures and adaptive reuse. The foundations, reconstructed building and any interior elements will need to confirm with all the requirements of the 2012 Ontario Building Code, as this will be considered a “new” building.

Per

Nick Lawler, M.A.Sc., PE, P.Eng., CAHP
Structural Engineer, Senior Associate
Tacoma Engineers

TE-36078-20
JUN 19-20

Encl. Nil.