

To: COUNCIL

Meeting Date: 5/9/2023

Subject: Recommendation to Designate 156 Argyle Street North (Preston Carnegie Library) under Part IV of the Ontario Heritage Act

Submitted By: Joan Jylanne, Manager of Policy Planning

Prepared By: Jeremy Parsons, Senior Planner-Heritage

Report No.: 23-237-CD

File No.: R01.01

Wards Affected: Ward 3

RECOMMENDATION(S):

THAT Report 23-237-CD – Recommendation to Designate 156 Argyle Street North (Preston Carnegie Library) under Part IV of the Ontario Heritage Act – be received;

AND THAT Council approve the Statement of Cultural Heritage Value and Description of Heritage Attributes, attached as Appendix A to this report;

AND FURTHER THAT Council authorize the Clerk to publish a Notice of Intention to Designate the property municipally known as 156 Argyle Street North in accordance with Part IV of the Ontario Heritage Act.

EXECUTIVE SUMMARY:

This report has been prepared to provide a recommendation to Council in support of the designation of the property municipally known as 156 Argyle Street North (Preston Carnegie Library) under Part IV of the Ontario Heritage Act.

Key Findings

- The property at 156 Argyle Street North was constructed in 1910 with funds received through Andrew Carnegie’s foundation.
- The property is currently listed on the Heritage Register as a non-designated property of cultural heritage value or interest.
- The property was identified by staff as a candidate for designation in 2018 after Council direction to review properties of significance.

- Staff have determined the property contains sufficient cultural heritage value to merit designation under Part IV of the Ontario Heritage Act, satisfying several criteria under Ontario Regulation 569/22.

STRATEGIC ALIGNMENT:

Strategic Action; or

Core Service

Program: Community Development

Core Service: Heritage Conservation

BACKGROUND:

The subject property at 156 Argyle Street North is a listed heritage property located within downtown Preston. The property is 0.14 acres (573 m²), zoned C2(O) Commercial, and classed within the Preston Towne Centre Core Area as outlined in the Official Plan. The property was originally surveyed as part of Plan 521, Part Lot 49 in 1856.

The property contains a two-and-a-half storey Beaux-Arts Carnegie library building designed in 1909 by William Edward Binning (1851-1928) and built in 1910 with funds donated through the Carnegie Foundation (Figures 1 and 2). The building contains numerous original interior heritage features (Figures 3 to 5).

In 1973, the building was replaced with a new public library that was built on King Street. Although the building was initially purposed for other public uses, it was eventually sold into privately ownership and today is occupied by a local consulting firm which acquired the property in 2016. Over the years, the building has seen few exterior alterations and some interior modifications, including minor changes in 1981, 2011, and 2019.

In 2018, the property was identified by staff as a candidate for designation as a result of Council direction to review properties of significance through Staff Report 18-139(CB). The report entitled Demolition Control By-law Repeal – Adding Properties to the Heritage Register directed the MHAC to add properties to their 2019 work plan.

Staff have liaised with the current property owner on the designation of the property under Part IV of the Ontario Heritage Act. At the writing of this report, the owner has indicated concerns with impacts to his property’s insurance coverage. Staff have provided the owner with information on heritage designation and insurance from the Province’s “Heritage properties and insurance” website (Appendix C), the Province’s

“Insurance and Heritage Properties” Factsheet (Appendix D), and a list of insurance providers in Ontario with experience dealing with heritage properties.



156 Argyle Street North

CAMBRIDGE
Technology Services
GIS Division

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Figure 1: The subject property outlined in red on aerial imagery (City of Cambridge).



Figure 2: Looking west from Argyle Street North at the front façade of the property (City of Cambridge)

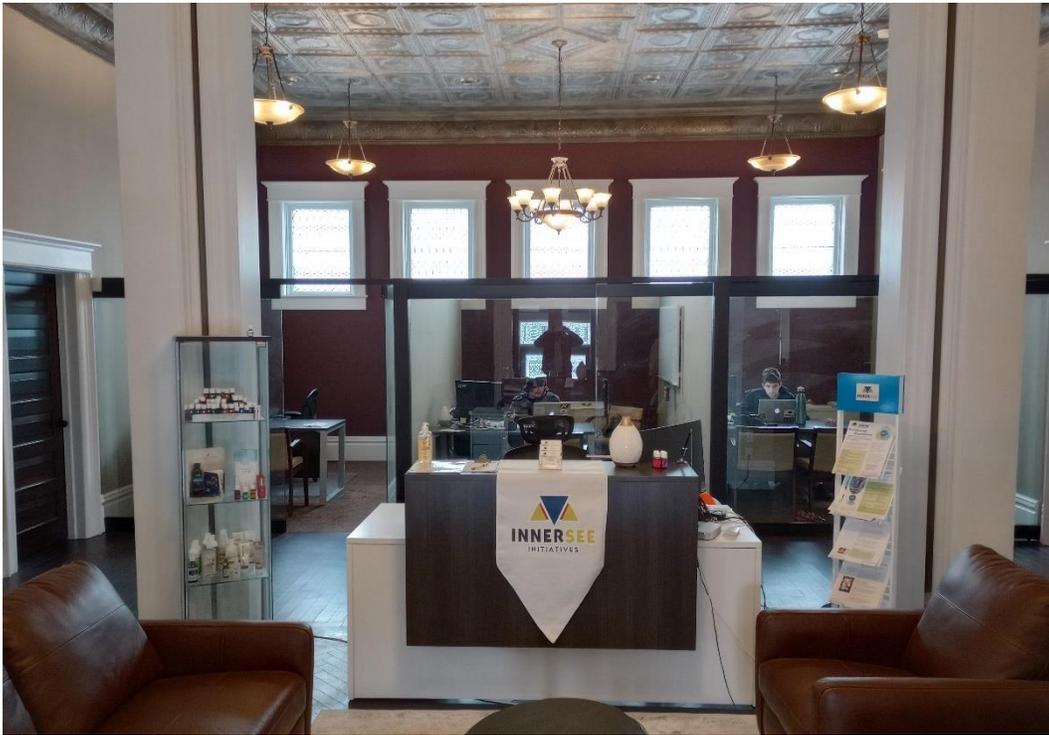


Figure 3: Facing west into the main floor hall with vaulted ceilings (City of Cambridge).



Figure 4: Showing hanging light fixtures and decorative pressed metal ceiling (City of Cambridge).



Figure 5: One of two original brick fireplaces in the main floor hall (City of Cambridge).

ANALYSIS:

In 1871, the first library in Preston was created by local notary and surveyor Otto Julius Klotz (1852-1923). Klotz' library took formation in Preston's Mechanics' Institute which was located within the Fireman's Hall on King Street. In 1887, the Mechanics' Institute library was moved to the local Oddfellow's Hall and by 1895 it was renamed as the Preston Public Library. As the demand for books increased, the community sought space for a new building. On June 29, 1909, a grant application was submitted to the Carnegie Foundation for a new library in Preston and on February 13, 1909, a \$12,000 award was received. In 1910, the new Preston Carnegie Library was opened at the corner of Duke Street and Argyle Street North, directly across from Preston's Central Park.

Andrew Carnegie (1835-1919) was a renowned Scottish American industrialist, businessman, and philanthropist. Carnegie became wealthy through the expansion of the American steel industry and the success of the Carnegie Steel Company, which he sold in 1901. Carnegie's largest philanthropic legacy was the creation of 2,509 free public libraries around the world. Carnegie believed in the value of education and the importance of public libraries. The model, known as the "Carnegie Formula", was to offer building grants to communities that were willing to provide building sites, guarantee an annual budget, and ensure free public access.

Through the Carnegie Foundation, Andrew Carnegie was involved in the creation of 111 libraries in Ontario and another 14 across Canada. The first of the Carnegie libraries introduced in Canada (between 1901 and 1905) were not built to standardized plans and architects were free to design as they saw fit. However, after 1905—and until the Foundation ended its awarding of grants in 1917—standardized designs were mandated. James Betram (1872-1934), secretary for Andrew Carnegie, illustrated the templated plans in his 1911 publication entitled Notes on the Erection of Library Buildings. The form was Classical and inspired by Beaux-Arts architecture: large open spaces, grand entrances, classical columns, symmetrically placed windows, and pediments or central gables.

Architect William Edward Binning was commissioned to design the new library. Binning was a well-known Classical architect who designed over forty churches, ten schools, and eight Carnegie libraries across southern Ontario. Binning is responsible for designing similar Carnegie libraries in the communities of Listowel (1905), Teeswater (1907), Harriston (1908), Mitchell (1909), Hanover (1910), Beaverton (1910), and Ayr (1910).

The subject property in Preston was built in the Beaux-Arts Classical style. It features a large projecting frontispiece, a monumental semi-elliptical pediment with inset bas-relief decorative designs, concrete pilasters with Ionic capitals, decorative wall sconce lights,

stained glass windows, and eyebrow windows permitting sunlight into the attic storey (Appendix B).

In 1973, Preston's new public library was built at 435 King Street at a cost of \$275,000 to replace the Carnegie library. Following its replacement, the Carnegie building was temporarily used by several local service clubs and youth groups. Once privately sold, the subject property passed through several private owners.

The property has seen several alterations; however, the building remains intact and its cultural heritage value largely undiminished. Visible exterior changes include the replacement of original windows, the replacement of the main entrance door, and the removal of the original brick chimneys on the north and south elevations. Several interior modifications have also taken place to update it for modern commercial use.

In 1981 a Building Permit was issued to install floor partitions and relocate a washroom. In 2011, a Building Permit was issued to add emergency lighting, replace flooring, and relocate partition walls. Finally, in 2019 there were other minor renovations to update portions of the interior.

Evaluation under Ontario Regulation 569/22 and Section 4.4.1 of the Official Plan

Heritage Planning staff are of the opinion that the property warrants designation based on it satisfying five (5) of the nine (9) criteria contained in Ontario Regulation 569/22. According to a suite of changes introduced to the Ontario Heritage Act through the More Homes Built Faster Act, 2022, properties must meet at least two (2) of nine (9) criteria under Ontario Regulation 569/22 to be considered for designation.

- ✓ The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.

YES – The Preston Carnegie Library was built in the Beaux-Arts style, a Classical architectural style employed in numerous institutional buildings and associated with education. The building is an excellent example of a Carnegie library, adhering to standardized plans established by the Carnegie Foundation. The building contains numerous features representative of the Beaux-Arts style including a large projecting frontispiece, a semi-elliptical pediment with Classical bas-relief decorative designs, concrete pilasters with Ionic capitals, and stained-glass windows.

- ✓ The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

YES – The property is associated with Otto Klotz, an important public servant surveyor; Andrew Carnegie, a world-renowned businessman and philanthropist; and William Edward Binning, a well-known local architect.

- ✓ The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

YES – The property demonstrates and reflects the work of architect William Edward Binning, a local architect who designed eight other similar Carnegie libraries between 1905 and 1910. Binning specialized in Classical architecture and his work is visible in many churches, schools, and residences across southern Ontario.

- ✓ The property has contextual value because it is important in defining, maintaining or supporting the character of an area.

YES – The property maintains and supports the character of the area, anchoring a civic and institutional presence at the corner of Duke and Argyle Street North. The building is located in a context with other public spaces, such as Preston’s Central Park, and several other institutional buildings nearby including the former Preston Public School (now Preston School Apartments) and Knox Preston Presbyterian Church.

- ✓ The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.

YES – The property is visually and historically linked to its surroundings, being introduced in 1910 and maintaining an important function and presence in this neighbourhood for over a century.

The subject property was also found to satisfy five (5) of the twelve (12) City’s Cultural Heritage Value Evaluation Criteria under Section 4.4.1 of the City of Cambridge’s Official Plan. Within the City of Cambridge, properties must satisfy at least two (2) of the following twelve (12) criteria to be considered for designation.

A property shall be considered to have cultural heritage value or interest if the property has been designated by the Province to be of architectural or historical significance pursuant to the Ontario Heritage Act or, in the opinion of the City, satisfies at least two of the following criteria:

- it is a representative example of the work of an outstanding local, national or international architect, engineer, builder, designer, landscape architect, interior

designer, sculptor, or other artisan and is well preserved or may be rehabilitated;
YES

- it is associated with a person who is recognized as having made an important contribution to the city's social, cultural, political, economic, technological, or physical development or as having materially influenced the course of local, regional, provincial, national or international history; **YES**
- it is a representative example of its architectural style or period of building; **YES**
- it is a representative example of architectural design; **YES**
- it terminates a view or otherwise makes an important contribution to the urban composition or streetscape of which it forms a part; **YES**

The following is a summation of the key heritage attributes that embody the heritage value of 156 Argyle Street North. A full list of key heritage attributes can be seen in the Statement of Cultural Heritage Value or Interest (Appendix A).

- The siting of the former Carnegie Library at the corner of Argyle Street North and Duke Street directly across from Preston's Central Park;
- The building's Beaux-Arts Classical architectural style and rectangular plan;
- All four exterior elevations composed of brick and laid in running bond;
- The hipped roof and eyebrow dormers;
- Three-bay façade defined by matching sets of adjoining windows;
- Rough cut, six course stone apron;
- Projecting frontispiece section capped with semi-elliptical pediment underscored by heavy brackets;
- Classical bas-relief decorative design with shield inset within pediment.
- Concrete pilasters topped with Ionic capitals;
- Decorative tubular wall sconce lights in Art Deco-inspired style; and
- Interior main hall entrance doors, tin ceiling, hanging light fixtures, and brick fireplaces (Figures 3 to 5).

The property's heritage attributes do not include any landscape features and are reserved to the structure itself.

EXISTING POLICY / BY-LAW(S):

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

Section 4.4.1 of the Cambridge Official Plan (OP) also states that the City will pass by-laws to designate properties of cultural heritage value.

FINANCIAL IMPACT:

There is no cost to property owners associated with designating a property in Cambridge. The City does provide and pay for the installation of a heritage landmark plaque if the owner desires, at a cost of approximately \$500. The City also pays for the fee to register the bylaw on title to the property, which costs approximately \$80.

The property owner of 156 Argyle Street North will also be able to apply for a Designated Heritage Property Grant to help with the costs of maintaining the heritage attributes of the property.

PUBLIC VALUE:

The designation of properties of heritage significance protects and celebrates cultural heritage value for the benefit of the community. Conserving heritage properties supports the principle of sustainability (Five Public Value Principles).

Sustainability:

This project will support sustainability by retaining and supporting the restoration of an existing structure that has been adaptively reused. Retaining the existing structure in-situ retains its embodied carbon, reduces development emissions, and supports the conservation of a historic structure valued by the community.

ADVISORY COMMITTEE INPUT:

Advisory Committees Consulted:

The MHAC was consulted on March 16, 2023 through Report 23-004(MHAC) and passed the following resolution:

THAT the Municipal Heritage Advisory Committee (MHAC) supports staff's recommendation to Cambridge City Council that the property municipally known as 156 Argyle Street North (Preston Carnegie Library) be designated under Part IV of the Ontario Heritage Act;

AND THAT the Municipal Heritage Advisory Committee (MHAC) supports the contents of the Statement of Cultural Heritage Value and

Description of Heritage Attributes, appended as Appendix A to Report 23-004(MHAC);

AND FURTHER THAT the Municipal Heritage Advisory Committee (MHAC) recommends to Council that the Clerk be authorized to publish a Notice of Intention to Designate (NOID) for the property municipally known as 156 Argyle Street North (Preston Carnegie Library) in accordance with Section 29 of the Ontario Heritage Act because of its cultural heritage value.

PUBLIC INPUT:

Posted publicly as part of the report process.

INTERNAL / EXTERNAL CONSULTATION:

Heritage staff have conducted two separate meetings with the property owner and carried out a site visit with the owner on March 6, 2023.

CONCLUSION:

Based on the findings that the subject property meets more than two (2) criteria under Ontario Regulation 569/22 and more than two (2) criteria outlined within Section 4.4.1 of the Official Plan, staff are of the opinion that the property contains sufficient cultural heritage value to merit designation under Part IV of the Ontario Heritage Act. As such, staff recommend that Council support the recommendation to designate the subject property and direct the City Clerk to publish a Notice of Intention to Designate for the property at 156 Argyle Street North in accordance with Section 29 of the Ontario Heritage Act.

REPORT IMPACTS:

Agreement: **No**

By-law: **Yes**

The designation by-law for the subject property will come before Council following the issuance of a Notice of Intention to Designate and expiry of the legislated objection period.

Budget Amendment: **No**

Policy: **No**

APPROVALS:

This report has gone through the appropriate workflow and has been reviewed and or approved by the following as required:

Director

Deputy City Manager

Chief Financial Officer

City Solicitor

City Manager

ATTACHMENTS:

1. 23-237-CD Appendix A – Statement of Cultural Heritage Value or Interest
2. 23-237-CD Appendix B – Supporting Historical Mapping and Archival Material
3. 23-237-CD Appendix C – Heritage Properties and Insurance Website Information
4. 23-237-CD Appendix D – Insurance and Heritage Properties Factsheet