

**REPORT TO:** Heritage Kitchener

**DATE OF MEETING:** April 2, 2013

**SUBMITTED BY:** Brandon Sloan, Manager of Long Range & Policy Planning

**PREPARED BY:** Leon Bensason, Coordinator, Cultural Heritage Planning  
(519-741-2200 ext. 7306)

**WARD(S) INVOLVED:** 10

**DATE OF REPORT:** March 19, 2013

**REPORT NO.:** CSD-13-026

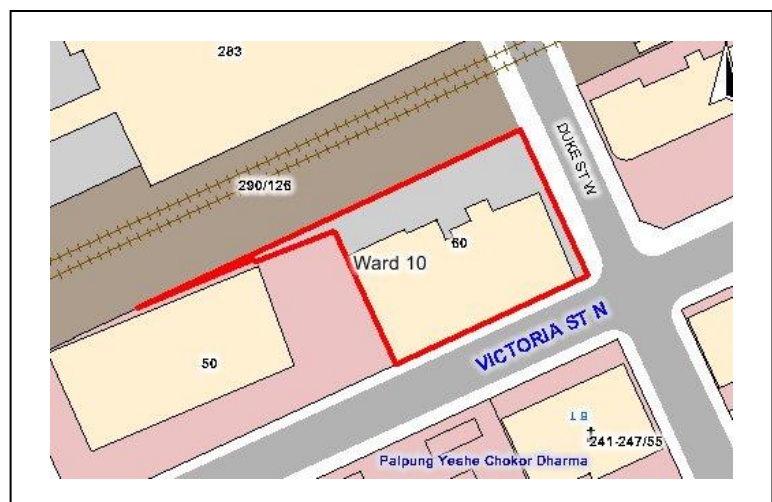
**SUBJECT:** LISTING OF 60 VICTORIA STREET NORTH AS A NON-DESIGNATED PROPERTY OF CULTURAL HERITAGE VALUE OR INTEREST ON THE MUNICIPAL HERITAGE REGISTER

## RECOMMENDATION:

1. That pursuant to Section 27 of the Ontario Heritage Act, the Rumpel Felt Co. building constructed in 1913 and municipally addressed as 60 Victoria Street North be listed on the Municipal Heritage Register as a non-designated property of cultural heritage value or interest, in accordance with the Statement of Significance attached as Appendix 'A' to Community Services Department report CSD-13-026.

## BACKGROUND:

Changes made to the Ontario Heritage Act through the passage of Bill 60, now afford municipalities the opportunity to list properties that have not been designated under the Act but that the municipality believes to be of cultural heritage value or interest on the Municipal Heritage Register. Further, the Provincial Policy Statement (PPS) issued under Section 3 of the Ontario Planning Act, has been amended and expands the definition of "built heritage resources" to include properties *listed by local jurisdictions*. Together, the amendments made to the Ontario Heritage Act and the Provincial Policy



Statement of the Planning Act, offer an opportunity for the City of Kitchener to update the Heritage Kitchener Inventory of Historic Buildings and strengthen efforts to conserve properties identified as being of cultural heritage value or interest to the municipality.

On November 27, 2006 Council approved a 4-step process for listing non-designated property of cultural heritage value or interest on the Municipal Heritage Register, as outlined in Staff Report DTS-05-213.

The process involves the following steps:

1. Initial evaluation by a recorder through completion of a survey form and taking photographs (only where properties are visible from the public realm).
2. Short listing of properties following a review of the recorder's survey form and photographs; undertaken by an evaluation sub committee comprised of City Staff and/or Heritage Kitchener Committee members. Heritage Planning staff prepare a 'statement of significance' for each short-listed property and notify the property owner of the heritage interest in the property. Property owners are invited to make comment and attend the Heritage Kitchener meeting where their property will be considered for possible listing on the Municipal Heritage Register.
3. The City's Heritage Kitchener Committee reviews the merits of the short listed properties; considers the comments of the property owner (if made); and makes a recommendation to City Council.
4. City Council makes a decision on whether or not to list the properties on the Municipal Heritage Register as "non-designated property of cultural heritage value or interest."

Listing non-designated properties on the Municipal Heritage Register is an important step in identifying the City's cultural heritage resources. It does not impose restrictions or obligations with regard to obtaining heritage approvals, meaning property owners do not require a heritage permit or City approval to make alterations. Listing on the Municipal Heritage Register does increase the amount of time the City has to process demolition applications (up to 60 days), and does have implications in ensuring that the City is consistent with the Provincial Policy Statement when processing Planning Act applications.

#### **REPORT:**

The property municipally addressed as 60 Victoria Street North and commonly known as the Rumpel Felt Co. building is currently identified on the Heritage Kitchener Inventory of Historic Buildings. The property is occupied by a complex of former industrial buildings including the original three storey brick factory constructed in 1913, and three contemporary additions constructed circa 1942, 1962 and 1968.

In 2012, the City received Official Plan Amendment and Zone Change applications for 60 Victoria Street North and adjacent properties, to facilitate the redevelopment of the subject properties as a multi-modal transportation facility. In accordance with the Provincial Policy Statement of the Planning Act, a Heritage Impact Assessment (HIA) was made a submission requirement of the Official Plan Amendment and Zone Change applications.

A Heritage Impact Assessment (HIA) prepared by The Landplan Collaborative Ltd. dated April 5, 2012 and revised November 22, 2012 was submitted in relation to the subject Official Plan Amendment and Zone Change applications. The HIA concluded that only the 1913 portion of

the Rumpel Felt Co. building was of cultural heritage value or interest, and identified the following specific heritage attributes:

- original 1913 facades (Victoria St. N., adjacent to 50 Victoria St. N., and rail side);
- riveted shear plate column construction;
- goods lift (circa 1913);
- door hardware;
- original boiler;
- 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; and
- the massing of the building itself, for its larger contribution to public spatial and historical experience.

In addition to identifying specific heritage attributes, the following conclusions and recommendations were made in the HIA:

- that conservation measures be embodied in the adaptive re-use of the circa 1913 building through the preservation of its facades and the conservation of its heritage attributes;
- that the Rumpel Felt Co. building be listed on the Municipal Heritage Register in the short term and designated under Part IV of the Ontario Heritage Act in the longer term; and
- that a Conservation Plan for the 1913 portion of the Rumpel Felt building be completed at the appropriate time in the planning process.

The conclusions and recommendations of the HIA were presented and discussed at the October 2<sup>nd</sup> 2012 meeting of Heritage Kitchener. The Committee expressed general support for the HIA and resolved to request that City staff proceed to list the Rumpel Felt property on the Municipal Heritage Register. The HIA was formally approved by the Director of Planning on November 30, 2012.

It is acknowledged that 60 Victoria Street North is expected to be part of a larger redevelopment, and that the Rumpel Felt Co. building is likely to be the subject of adaptive re-use. This may involve future alterations and/or additions, including alteration to heritage attributes and of the spatial and visual relationship of the 1913 building with surrounding buildings. However, in approving the HIA and listing 60 Victoria Street North on the Municipal Heritage Register, the City will be better positioned to address the conservation of the 1913 portion of the Rumpel Felt Co. building during the site development process. Completion of a Conservation Plan at the Site Plan application stage will result in the owner and future development interests identifying how heritage attributes and character defining features can be preserved, restored and effectively incorporated into the multi-modal transportation facility.

#### **ALIGNMENT WITH CITY OF KITCHENER STRATEGIC PLAN:**

The City has its own unique culture and heritage. The City has places, spaces and stories that enrich, enlighten, and guide growth and development. These cultural heritage resources are integral to the identity of the City, but they also play a significant role in economic development by helping to enhance quality of life, strengthen distinctiveness, stimulate revitalization and attract tourism. Under the Ontario Heritage Act, the City can designate properties of cultural heritage value or interest. The City can also list non-designated properties of cultural heritage value or interest on the Municipal Heritage Register. Designation publicly acknowledges a property's heritage value and ensures its conservation for the benefit and enjoyment of present

and future generations. Listing also publicly acknowledges a property's heritage value and provides the opportunity to consider appropriate conservation options before demolition and as part of the planning process. As a result, the process of listing property on the Municipal Heritage Register supports the **Development** Strategic Plan Community Priority, and the strategic direction that includes honouring and protecting our heritage.

**FINANCIAL IMPLICATIONS:**

N/A

**COMMUNITY ENGAGEMENT:**

Following the approval of the HIA and in accordance with the City's 4-step listing process, an information package was mailed to the property owner. The information package included a letter that describes the heritage interest in the property and the listing process, including how the property owner can make comment; a copy of the Municipal Heritage Register brochure; and, a copy of the Statement of Significance which describes the historic place, identifies the key heritage values, and lists the principal heritage attributes.

In response to the City's invitation to make comment, written correspondence was received from the property owner. The owner expressed support for listing 60 Victoria Street North, and requested that the City consider making a few minor changes to the Statement of Significance. Most of the requested changes were accommodated, with the exception of referencing "original window style" rather than "original windows". Given some original windows are located on the 1913 building and are considered to be a design/physical attribute, Staff advised that "original windows" should continue to be referenced in the Statement of Significance. The property owner verbally advised that they were satisfied with the City's response.

**CONCLUSION:**

Identifying specific local cultural heritage resources is a vital first step toward upholding the City's responsibility to protect and conserve its heritage. The Rumpel Felt Co. building has undergone a thorough and objective evaluation through both the Heritage Impact Assessment process and the City's process for listing non-designated property of cultural heritage value or interest on the Municipal Heritage Register.

It is concluded that the Rumpel Felt Co. building constructed in 1913 and municipally addressed 60 Victoria Street North meets the City's criteria for listing as a non-designated property of cultural heritage value or interest on the Municipal Heritage Register. The Statements of Significance outlining the value and interest of the property is included in Appendix 'A' of this report.

<b>ACKNOWLEDGED BY:</b> Alain Pinard, Director of Planning Community Services Department
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Attachment:  
Appendix A: Statement of Significance

## Statement of Significance

### RUMPEL FELT BUILDING 60 VICTORIA STREET NORTH

**Municipal Address:**

60 Victoria Street North, Kitchener

**Legal Description:**

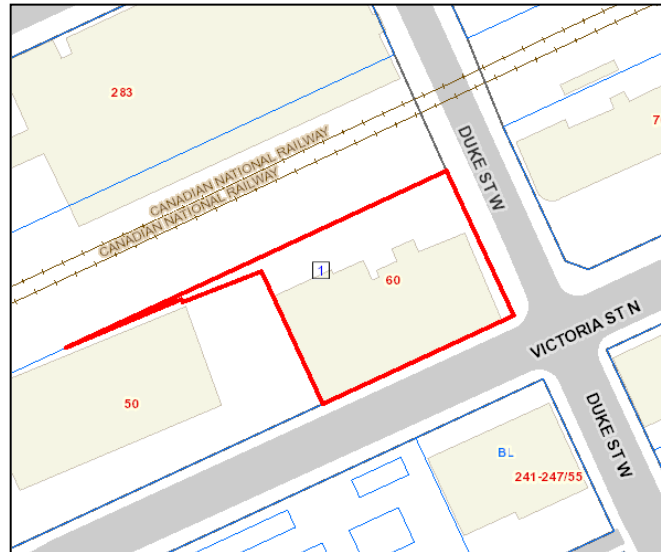
Plan 374, Lot 15 Part Lot 13 and 14;  
Registered Plan 58R6453 Parts 4 to 6

**Year Built:** 1912-1913;

Additions circa 1942, 1962 and 1968

**Architectural Style:**

Vernacular Industrial

**Original Owner:** Walter Rumpel**Original Use:** Factory**Description of Historic Place**

60 Victoria Street North is a 0.29 hectare lot located at the northwest intersection of Victoria Street North and Duke Street West in the City Commercial Core Planning Community in the City of Kitchener within the Region of Waterloo. The property is comprised of a three-storey brick building, known as the Rumpel Felt Building, constructed in 1913 in a vernacular industrial architectural style, with contemporary additions constructed circa 1942, 1962 and 1968.

**Statement of Cultural Heritage Value**

The Rumpel Felt Building located at 60 Victoria Street North, is a complex of former industrial buildings, including the original three-storey brick factory constructed in 1913 and three contemporary additions to the east constructed circa 1942, 1962 and 1968. The building contributes to the remaining industrial landscape formed by a density of structures along the main rail line (the Canadian National Railway line) and streets of Berlin/Kitchener's major industrial district. The 1913 portion of the Rumpel Felt Building is recognized for its historical/associative, design/physical and contextual value.

The historical/associative value of the property lies in its association with the industrial landscape known as the Berlin Industrial/Warehouse District and its connection to the regionally significant themes of *Transportation* (the railway), the *Manufacturing Industry* and *Urban Development* in Berlin/Kitchener. The Berlin Industrial/Warehouse District,

located in the west end of downtown Kitchener, encompasses the remaining factories along King Street and Victoria Street, and is physically and visually linked to the railway tracks and train station. The early development of the district was centred around the main rail corridor and was linked to the local economy and the community. As a significant built heritage resource in the Berlin Industrial/Warehouse District, the Rumpel Felt Building contributes to the understanding of the twentieth-century industrial culture in Berlin/Kitchener and its connection to its urban development.

The historical/associative value of the Rumpel Felt Building also lies in its association with the felt manufacturing industry in Berlin/Kitchener and numerous important members of the community that have been associated with the property. The felt company, originally known as the Berlin Felt & Boot Company, was founded by George Rumpel in 1875 on the adjacent property to the west at 50 Victoria Street North. The 1913 portion of the Rumpel Felt Building at 60 Victoria Street North was built by Walter Rumpel who succeeded his father George Rumpel as manager of Rumpel Felt Company. The company was managed by the Rumpel Family for over a century in a series of successors - including George Rumpel (1875-1916), Walter Rumpel (1916-1944), John W. Rumpel (1944-1966), and David Rumpel (1966-2007) - before the company ceased production in 2007.

Constructed between 1912 and 1913, the original portion of the Rumpel Felt Building is representative of a vernacular industrial architectural style and is characteristic of early twentieth-century industrial complexes in Berlin/Kitchener. Typical of the style is its load bearing brick and riveted shear plate column construction, three-storey height, rhythmic large-arched window openings providing ample natural light into the factory production spaces, and a modest design with a decorated main entrance. The remaining equipment also contributes to the design value of the property, including the original boiler, wooden pipes, and goods lift (circa 1913). The original 1913 portion of the Rumpel Felt Co. building reinforces the character of the Berlin Industrial/Warehouse District, which is defined by multi-storey structures, three-to-five storeys in height, designed for industrial use with a principal structure that may contain several additions to its massing. The massing of these structures can be attributed to various historic development forces, including the vernacular industrial building technology.

Contextually, the property supports the character of the industrial landscape and has a significant spatial and visual relationship to the other contributing built heritage resources and streets in the district and the adjacent railway. The Rumpel Felt Building is among a cluster of built heritage resources that contribute to the industrial landscape, including: Kaufman Lofts (formerly the Kaufman Rubber Company Factory), the Breithaupt Block (formerly the Merchants Rubber Co. Ltd. Building), 283 Duke Street (formerly the Hibner Furniture Co. Ltd. Building), and the Lang Tannery, (formerly the Lang Tanning Co. Building). Consistent with the siting of the historic industrial buildings in the district, the Rumpel Felt Building was organized along the rail line and constructed immediately adjacent to the property line with a main entrance fronting directly onto the public right-of-way on Victoria Street North. As one of the remaining

vestiges of the former industrial landscape, the Rumpel Felt Building could be considered a local landmark and a touchstone of Berlin/Kitchener's industrial heritage.

### **Description of Heritage Attributes**

*Key attributes that express the **historical/associative** value of 60 Victoria Street North include:*

- The painted sign above the first storey of the front (south) façade of the 1913 portion of the factory that reads "THE RUMPEL FELT CO. LIMITED"; and,
- The painted sign below the roof line of the rear (north) façade of the 1913 portion of the factory that reads "THE RUMPEL FELT CO. LIMITED FELTS FOR EVERY PURPOSE";

*Key attributes that express the **design/physical** value of 60 Victoria Street North include:*

- Elements related to the construction of the 1913 portion of the factory as a representative example of a vernacular industrial architectural style and early industrial complexes in Berlin/Kitchener, including:
  - original 1913 facades (Victoria St. N., adjacent to 50 Victoria St. N., and rail side) including:
    - the brick facades; and
    - the original window openings;
  - original multi-paned windows with metal mullions and pivoting panels;
  - riveted shear plate column construction;
  - goods lift (circa 1913);
  - historic door hardware;
  - original boiler;
  - wooden pipes (presently used as top course of north retaining wall to north parking lot); and
  - entry columns and architrave to the roof of the entry porch; and,

*Key attributes that express the **contextual** value of 60 Victoria Street North include:*

- Elements related to the massing and siting of the 1913 portion of the factory that contribute to the remaining industrial landscape known as the Berlin Industrial/Warehouse District, including:
  - The north-south orientation of the building and construction to the property line fronting onto Victoria Street North;
  - Its three-storey massing at the property line fronting onto Victoria Street North; and,

- Its proximity to the rail line.

## References

Kitchener, City of (2012) Heritage Kitchener Committee Minutes. October 2, 2012

Landplan Collaborative Ltd. (2012) *Heritage Study and Heritage Impact Assessment. Proposed Region of Waterloo Multimodal Hub: 16 Victoria Street North, 50 & 60 Victoria Street North, and 520 & 510 King Street West, Kitchener.* Prepared for the Region of Waterloo for the City of Kitchener by the Landplan Collaborative Ltd with John MacDonald Architect Inc. on April 5, 2012.

Waterloo, Region of (2006). *Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development.* Prepared by Envision Consulting Group and Andre Scheinman Heritage Preservation Consultant.

## Photos

60 Victoria Street North, front elevation facing Victoria Street North



60 Victoria Street North, rear (north) elevation facing the rail line (June 2011)



60 Victoria Street North, riveted shear-plate construction (June 2011)



60 Victoria Street North, west elevation adjacent to 50 Victoria Street North, June 2011



60 Victoria Street North, large-arched windows with brick voussoirs and multi-pane windows with metal mullions and pivoting panels (June 2011)



60 Victoria Street North, historic door hardware (June 2011)

