# STAFF REPORT



#### THE CORPORATION OF THE TOWN OF COBOURG

Report to:	Mayor and Council Members	Priority:	☐ High ⊠ Low				
Submitted by:	Dave Johnson, Planner II - Heritage	Meeting Type:					
	djohnson@cobourg.ca	Open Session ⊠					
		Closed Session D	]				
Meeting Date:	June 8, 2022						
Report No.:	HP-2022-014						
Submit comments to Council							

Subject/Title: Window alterations – 18 King Street East (Alonim Apartments

Inc.)

#### **RECOMMENDATION:**

THAT Planning and Heritage staff reviewed the proposed alterations at 18 King Street East and determined that while proposed vinyl windows do not exactly conform to the provisions of the Commercial Core Heritage Conservation District, the proposed vinyl windows would constitute an incremental alteration and an overall improvement to the existing facade; and,

FURTHER THAT Heritage Permit Application HP-2022-014 as submitted by Alonim Apartments Inc. be permitted for window alterations to the existing mixed-use building at 18 King Street East be approved, subject to the finalization of details with Planning and Heritage Staff.

## 1. STRATEGIC PLAN

Places: The Town protects, preserves, and promotes its natural assets, heritage, arts, culture and tourism.

# 2. PUBLIC ENGAGEMENT

The Cobourg Heritage Advisory Committee (CHC) operates in accordance with the Advisory Committee and Local Board Policy and Procedures for municipal boards and committees in the Town of Cobourg.

In general, the CHC is comprised of seven (7) members: one (1) member of Council and six (6) citizen members which reflect the diverse interests of the community.

The agenda for a CHC meeting is prepared and distributed to all committee members and is posted on the Municipal Website at least forty-eight (48) hours in advance of the scheduled meeting date, in an electronic format where possible.

Existing heritage legislation does not prescribe public notification or meetings for approval of alterations to designated properties, however the Cobourg Heritage Master Plan and implementing Heritage Conservation District Plans and associated regulations/guidelines underwent extensive public consultation and engagement prior to their approval. Review and approval of Heritage Permits by the Town are undertaken within the context of these documents.

The CHC also receives public delegations and communications/ correspondence from citizens in accordance with the Advisory Committee and Local Board Policy and Procedures for municipal boards and committees in the Town of Cobourg.

## 3. PURPOSE

To review and approve Heritage Permit Application HP-2022-014 for street facing window alterations on a modern infill building at 18 King Street East in the Commercial Core Heritage Conservation District.

## 4. ORIGIN AND LEGISLATION

An application for a Heritage Permit was received on April 14<sup>th</sup>, 2022 from Alonim Apartments Inc. to undertake window replacements at 18 King Street East.

The subject property is located in the Commercial Core Heritage Conservation District designated under Part V of the Ontario Heritage Act, and by By-law #27-90 as amended by By-law #118-91 and by By-law # 042-2016.

In accordance with the Ontario Heritage Act, the 90-day deadline for Council to deal with the application is July 13<sup>th</sup>, 2022.

\*Please note, all scope of work for the facade was approved through Heritage Permit (HP-2021-038). The property owners are reapplying for re-consideration of their proposal for vinyl windows.

The subject property had also an approved but expired Heritage Permit (HP-2017-007) to install vinyl windows on the street facing façade. This permit was reviewed and endorsed by the Cobourg Heritage Advisory Committee and approved by Municipal Council at that time.

# Scope of Work:

- 1. New windows on second and third floors of the front facade all windows 4'5" x 3'8" (Appendix 1) and window quotes (Appendix 2 & 3)
  - a. Vinyl casement windows in white from Vinyl Pro. Also see appendix
     B quote for wood windows

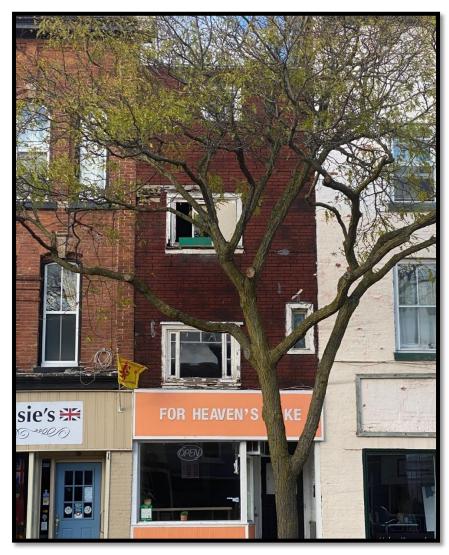


Figure 1: Subject property at 18 King St. E.



Figure 2: Subject property at 18 King St. E

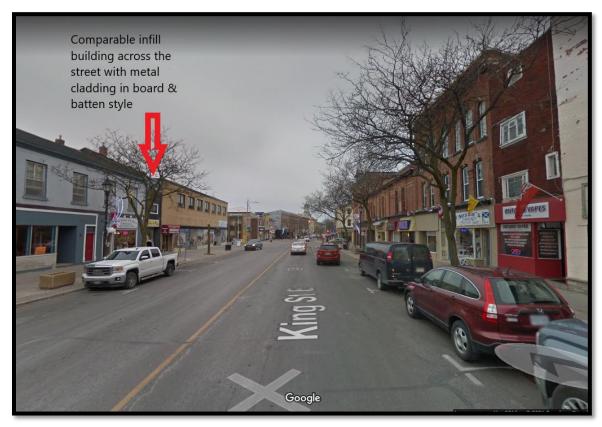


Figure 3: View of King St. E showing similar property at 9 King St. E across from subject property. Note this similar modern infill building also has vinyl windows.



Figure 4: **9 King St. E** infill building across the street with vinyl window. Photo provided by applicant.

# 5. BACKGROUND

The subject property is located at 18 King St. East on the north side of King Street East and is designated under the Commercial Core HCD.



<u>Above:</u> The subject property is shown outlined in red within the context of the Commercial Core Heritage Conservation District (indicated in blue).

# Historical and Architectural Context

The Heritage Property report prepared in the early 1980's states "Originally an alleyway that serviced the backs of the previous buildings and Albion Hotel next to it. It is a three-storey wood and insul-brick structure, very narrow with two windows, modern. The upper, smaller window has six small paned windows. Altogether, very plain and ugly in the middle of two similar brick buildings."

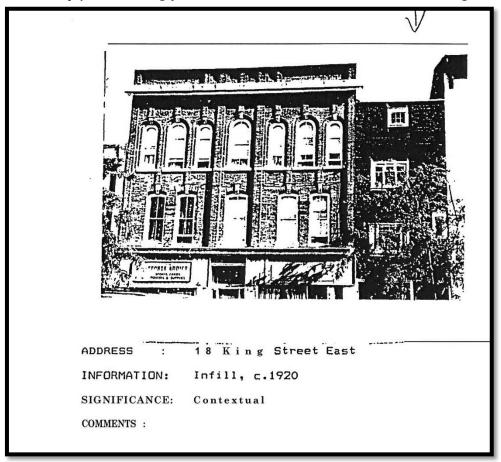
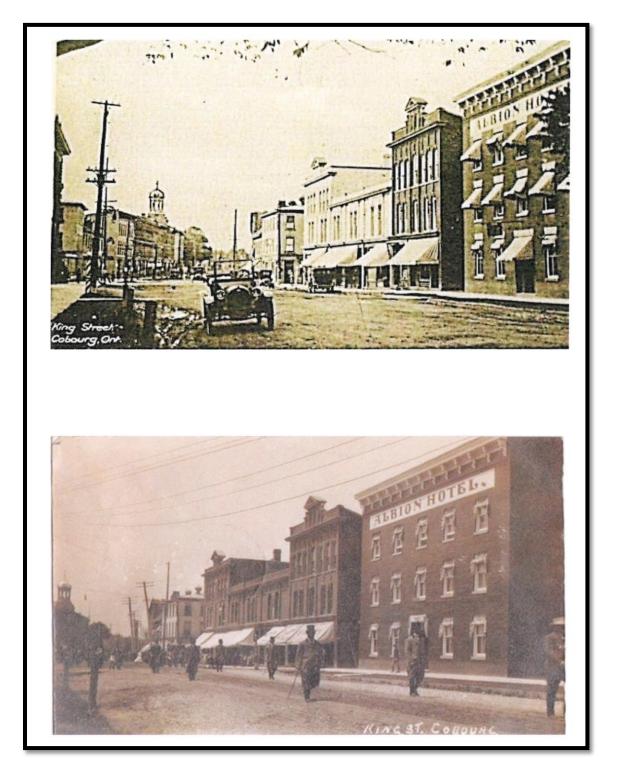
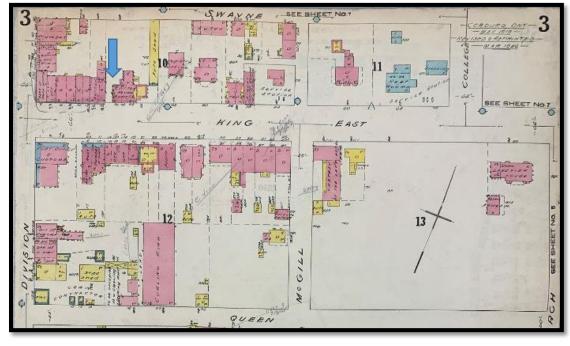


Figure 5: Photo from the LACAC Heritage Property File.



**Figure 6:** Photos show the infill building as an alleyway in the late  $19^{th}$  – early  $20^{th}$  Century.



**Figure 7:** 1946 update of 1919 Fire Insurance Map showing 18 King St. E as an alleyway

## 6. ANALYSIS

The Town of Cobourg's Heritage Master Plan was adopted by Council in 2016 to direct conservation and management of the Town's heritage resources. As part of this project, the existing Heritage Conservation District guidelines for all of the Town's Heritage Conservation Districts designated under Part V of the Ontario Heritage Act were reviewed, and Heritage Conservation District Plans were prepared. The Commercial Core Heritage Conservation District Plan was adopted by By-law 042-2016 on May 24th, 2016.

The Plan contains policies and guidelines for conservation and the management of growth and change in the Commercial Core Heritage Conservation District. Policies are requirements that must be followed when undertaking alterations to buildings or changes to properties. Guidelines are best-practice suggestions to be considered when undertaking alterations to buildings or changes to properties.

The following section of this report provides excerpts from the Commercial Core Heritage Conservation District Plan that are relevant to the evaluation of the proposed scope of work.

#### 4.4 Windows and entrances

#### **Policies**

a) Protect and maintain original/historic window openings and entrances as well as their distinguishing features such as materials, surrounds, frames, shutters, sash and glazing.

- b) The removing or blocking up of window and entrance openings that are important to the architectural character and symmetry of the building is not permitted.
- c) When contemplating replacement of windows, the Town of Cobourg window assessment checklist shall be completed in order to determine the feasibility of repair. Condition is important to assess early in the planning process so that the scope of work can be based on current conditions.
- d) Where the need for new windows is demonstrated through the Town's window assessment checklist, new replacement windows shall be compatible with the original/historic windows in terms of material (such as wood), proportions (such as ratio of horizontal to vertical dimensions), rhythm and scale (such as number of openings per building façade). Replacement windows shall convey the same appearance as the historic window and be physically and visually compatible.
- e) Entrance ramps may be permitted for barrier-free access in accordance with applicable legislation, but shall not be physically attached to avoid damage to the heritage building fabric. In exceptional circumstances, attachments may be permitted where they cause the least amount of damage to heritage building fabric.

#### Guidelines

- f) Repairing, rather than replacing original / historic windows is encouraged, and should focus on the minimal intervention required in order to ensure the integrity of the resource. This includes limited replacement in kind, or replacement with appropriate substitute material of irreparable elements, based on documentary or physical evidence where possible.
- g) Removing or replacing windows and doors that can be repaired is not recommended. Peeling paint, broken glass, stuck sashes, loose hinges or high air infiltration are not, in themselves, indications that these assemblies are beyond repair. See window assessment checklist.
- h) Replacing in kind irreparable windows should be based on physical and documentary evidence where possible. If using the same materials and design details is not technically or economically feasible, then compatible substitute materials or details may be considered.

# **Discussion**

Prior to Council's adoption of the Commercial Core Heritage Conservation District (HCD) Plan in 2016, Heritage Permit applications were primarily evaluated against the Town of Cobourg's Heritage Conservation District Guidelines and Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada. The Commercial Core Heritage Conservation District Plan provides the same level of heritage conservation using best practices as expressed in the Standards and Guidelines for the Conservation of Historic Places in Canada, while continuing with a similar management of future

change and potential new development within the Commercial Core Heritage Conservation District Plan as the previous Heritage Conservation District guidelines. The Commercial Core Conservation District Plan is also consistent with the 2005 changes to the Ontario Heritage Act, the 2020 Provincial Policy Statement and the Ontario Heritage Toolkit.

The Commercial Core Heritage Conservation District is a cultural landscape that is characterized largely by its two and three storey commercial buildings built between 1840 and 1890. Robert Mikel identifies the diversity of architecture as a character-defining feature of the District. Any alteration to facade design and materials should be visually compatible with the neighbouring properties within the District. Exterior form and facade relationships play an important role in defining the streetscape in heritage districts especially in a downtown commercial core. Therefore, prior to making any changes to the exterior form and facade designs it is important to understand how the proposed changes may affect the setting of the historic place.

Pre-consultation with the applicant has been conducted electronically over the last several months.

#### **Windows**

The upper floor windows are proposed to receive new treatments as part of this application. Currently the windows are single glazed glass and feature wood frames of differing sizes and shapes. The new proposed units are to be double glazed and will be white vinyl.

It should be noted that this property received a heritage permit that was endorsed by the Cobourg Heritage Advisory Committee and Approved by Council issued in 2017 (HP-2017-007, Motion No. 149-17 of Council) to replace the windows with vinyl windows, and this property also received approval for Downtown Cobourg Community Improvement Plan grant funding at that time. Though the windows were never changed, as the former owner passed away after the approval, the current application before the Committee and Council is requesting an updated endorsement and approval.

Based on heritage and planning staff evaluation of the proposal relative to the current state of the windows of the mixed-use building and the approved policy context, it is the opinion that the proposal is an incremental and sympathetic upgrade to the existing building and will not detract from the heritage attributes of adjacent heritage buildings.

Furthermore, this proposal must be evaluated against the policies but also the statement of significance of the District. This building and the other modern infill building across the street are not included in the statement of significance of the Commercial Core Heritage Conservation District Plan. It does not feature any kind of similar rhythm of windows that mirrors its immediate neighbours, nor of the District as a whole. Furthermore, the Heritage Property report prepared in the early 1980's states "Originally an alleyway that serviced the backs of the previous

buildings and Albion Hotel next to it. It is a three storey wood and insul-brick structure, very narrow with two windows, modern. The upper, smaller window has six small paned windows. Altogether, very plain and ugly in the middle of two similar brick buildings." Using this information, staff investigated the Albion Hotel and it appears this alley was filled in sometime after 1919 but was not shown on 1946 mapping updates.

Staff reviewed the regular size and location of the proposed windows in place of the four different windows currently located at 18 King Street East. It is believed this will provide a comparable symmetry and rhythm when related to the two brick buildings on either side. These regular sized windows will also provide a reasonable layout of residential units internally to the building. The rhythm and scale seem appropriate and provide a sense of enclosure to the streetwall.

Should the Cobourg Heritage Advisory Committee and Council be concerned in recommending vinyl windows, staff would recommend the applicant consider composite/fibreglass windows. Composite/fiberglass windows can give the appearance of a wood window, which would be appropriate in this context, and would be a compromise instead of requiring a wood replacement window on a modern infill building.

The applicant also submitted quotations for both wood and vinyl windows (Appendix 2 & 3). While cost is not a sole reason for the replacement of the windows, there is a significant cost difference between the vinyl and wood replacements. Composite/fiberglass windows are usually somewhere in between the 2 demonstrated prices.

This infill building is not listed in the statement of significance of District nor flagged of special significance. It is noted a similar alley infill building across the street features vinyl windows, and there has been approvals already granted in the past for work on this property. It is therefore my opinion, that the window proposal is a reasonable and incremental improvement to bring improved housing to Cobourg's Historic Downtown.

Should the Cobourg Heritage Advisory Committee/Council have concerns regarding the installation of vinyl, staff would have no objection to a composite/fiberglass alternative, as this would give the appearance of a wood window.

## 7. FINANCIAL IMPLICATIONS/BUDGET IMPACTS

Not applicable.

# 8. CONCLUSION

The subject application to make alterations to the front of the existing building to replace the windows while does not exactly satisfy the policies and guidelines of the Commercial Core Heritage Conservation District Plan, staff recommend

flexibility given the context of the subject property being a modern infill building that is not listed in the statement of significance of the District and description of the building in the original heritage district background study and past approvals for the property.

# 9. NEXT STEPS

The outcome of this Committee's decision is not final and binding. The recommendation from this Committee will proceed to be considered by the Committee of the Whole and finally Council.

This application will be considered by Committee of the Whole: June 20th, 2022

This application will be considered by Council: <u>June 27<sup>th</sup>, 2022</u>

Further, the work that is included in this proposal *is* subject to obtaining a Building Permit from the Town of Cobourg Building Department and must satisfy the requirements of the Ontario Building Code.

Note: Should this application be refused, or approved with conditions, the applicant can appeal the decision to the Ontario Land Tribunal within 30 days of Council's Decision. Final date to appeal the decision: July 27<sup>th</sup>, 2022

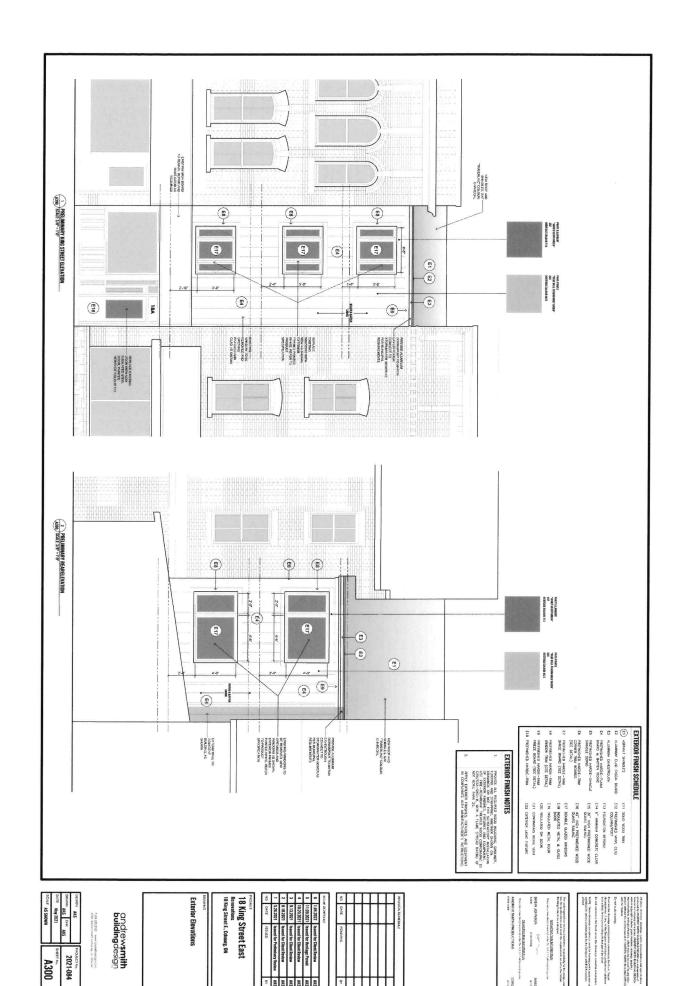
# **Report Approval Details**

Document Title:	HP-2022-014 - 18 King St. E.docx
Attachments:	<ul> <li>- Appendix 1 - 18 King St E facade improvements.pdf</li> <li>- Appendix 2 - Vinyl window quote.PDF</li> <li>- Appendix 3 - Wood window quote.pdf</li> </ul>
Final Approval Date:	Jun 3, 2022

This report and all of its attachments were approved and signed as outlined below:

Rob Franklin - Jun 1, 2022 - 2:18 PM

Anne Taylor Scott - Jun 3, 2022 - 2:06 PM



NO.00



# QUOTATION

Tel: 416-740-9681 Fax: 416-740-1965

Sold To :ALONIM APARTMENTS INC

PO BOX 5031, RPO MJ MACKENZIE

RICHMOND HILL, ONTARIO

L4S 0B7

Quote Date 22Feb2022

Due Date

Ship Via

Quote	No	5536	

Page: 1 PST EXE#: 75075 3519 Acct NoAA-1010 Tel: Fax PO Number: QUOTE Terms Tag: Unit Qty Type/Size: W x H Description/Options Price Amount 3 V-F/AW-V/V-F 53  $\times$  44 IN WHT OUT WHITE SPC SPCR WHT VINYL FIXED  $12-1/2 \times 44$ 7.00SF 86.90 LOW E 180 ARGON 15.75 AWNING 28 x 44 166.39 8.56SF LOW E 180 ARGON 19.26 VINYL FIXED  $12-1/2 \times 44$ 7.00SF 86.90 LOW E 180 ARGON 15.75 WOOD EXT 3.5 64.67 FOLDING HANDLE 10.00 MULTIPOINT LOCKS 0.00 \_\_\_\_\_ (Line 1) 465.62 1396.8 2 AW-V/V-F 78 x 48 WHT IN WHT OUT WHITE SPC SPCR 166.39 24 8.00SF AWNING  $\times$  48 LOW E 180 ARGON 18.00 VINYL FIXED 54 x 48 18.00SF 219.60 LOW E 180 ARGON 40.50 WOOD EXT 3.5 84.00 FOLDING HANDLE 10.00 MULTIPOINT LOCKS 0.00 -----(Line 2) 538.49 1076.9

Total Square Feet 119.68 Total Linear Feet 90.51

> 544.2 Surcharge Sub Total 3018.0

Quote No 5536

Page: 2 Acct NoAA-1010 PST EXE#: 75075 3519 Tel: Fax

PO Number: QUOTE Tag: Terms

Unit Qty Type/Size: W x H Description/Options Amount Price H.S.T. 392.3 AMOUNT DUE---> 3410.4

Summary of Extras for Quote # 5536

269.28 Glass WOOD EXT 3.5 362.01



#### FOREST WINDOWS INC

5139 LEW HARRIS ROAD.PO BOX 131 GORES LANDING, ON, K0K 2E0 Phone: 905-342-3906

905-342-3857 Fax:

Quotation

ASSEMBLY OF 3 MODULES 52 1/2" W X 43 1/2" H (1334 X 1105 mm)

Eugene Blank Alonim Apartments Inc.

Order Date: Not ordered 2022-03-07 Last Revision: **Creation Date:** 2022-03-07

C.S.: Kim Turnbull

P.O. no:

0001-01-01 Date requested: Quotation no: 397937

Job: 18 king 03.07,22

**Customer:** 

100-1

Eugene Blank Alonim Apartments Inc. 18 King St E.

COBOURG, ,

Fax: Phone:

52 1/2" L X 43 1/2" H

1334 X 1105 mm

PK: 491

R.O.: 53 1/2" W X 44" H 1359 X 1118 mm

\$3,092.06 \$9,276.17

Vertical Assembly: Structural Vertical Assembly: Structural

Ship to:

18 King St E.

COBOURG, ,

Frame 4 9/16" clad, Wood Pine:, Ext.: Standard Color 430 Rainware white, Int.: Pro coat 430

Rainware white 30

Bendable vinyl nail fin (D-068)

MODULE: 1 = COMPLET UNIT, Special WC11 - Wood Casement - New Generation (C-100) - 13 1/8" W X 43 1/2" H (333 X 1105 mm) - Fixed

- SASH = 1 3/4 Sash, Other option for sash interior : Glass stop std (colonial), Bottom rail : Narrow bottom rail, Wood Pine, Sash model: Standard sash, Ext.: Ext. alum. standard Color 430 Rainware white . Int.: Pro coat 430 Rainware white 30

- GLASS = Insulated (double), Low-e LOF/argon (North region), Spacer: Technoform, Color spacer: Bronze

MODULE: 2 = COMPLET UNIT, Special WA11 - Wood Awning - New Generation (A-100) - 28 1/2" W X 43 1/2" H (724 X 1105 mm) - Vent

- SASH = 1 3/4 Sash, Other option for sash interior: Glass stop std (colonial), Bottom rail: Narrow bottom rail, Wood Pine, Sash model: Standard sash, Ext.: Ext. alum. standard Color 430 Rainware white, Int.: Pro coat 430 Rainware white 30
- GLASS = Insulated (double), Low-e LOF/argon (North region), Spacer: Technoform, Color spacer:
- SCREEN = Screen, White (std), Screen Mesh Type: Invisible (std)
- HARDWARE = Traditional (Retractable) White (std)

MODULE: 3 = COMPLET UNIT, Special WC11 - Wood Casement - New Generation (C-100) - 13 1/8" W X 43 1/2" H (333 X 1105 mm) - Fixed

- SASH = 1 3/4 Sash. Other option for sash interior: Glass stop std (colonial), Bottom rail: Narrow bottom rail, Wood Pine, Sash model: Standard sash, Ext.: Ext. alum. standard Color 430 Rainware white, Int.: Pro coat 430 Rainware white 30
- GLASS = Insulated (double), Low-e LOF/argon (North region), Spacer: Technoform, Color spacer: **Bronze**

#### Viewed from the outside

Location	CPD code	Ulmp	UMet	SHGC	VT	R	CR	<b>Energy Star Canada</b>	ER
M1W1	LEP-M-76-00037-00001	0.31	1.76	0.58	0.59	3.2	57	Yes	35
M2W1	LEP-M-75-00037-00001	0.32	1.82	0.49	0.5	3.1	56	No	28
M3W1	LEP-M-76-00037-00001	0.31	1.76	0.58	0.59	3.2	57	Yes	35

**Customer:** 

Eugene Blank Alonim Apartments Inc.

18 King St E.

COBOURG,,

Ship to:

Eugene Blank Alonim Apartments Inc.

18 King St E. COBOURG,, C.S.:

Job:

Kim Turnbull

P.O. no:

Date requested:

Quotation no:

0001-01-01

18 king 03.07,22

397937

Phone: Fax:

PK: 491 200-1

78 1/2" L X 47 1/2" H 1994 X 1207 mm

R.O.: 79 1/2" W X 48" H 2019 X 1219 mm

2 \$2,600.08 \$5,200.15

ASSEMBLY OF 2 MODULES 78 1/2" W X 47 1/2" H (1994 X 1207 mm)

Vertical Assembly: Structural

Frame 4 9/16" clad, Wood Pine: , Ext.: Standard Color 430 Rainware white, Int.: Pro coat 430

Rainware white 30

Bendable vinyl nail fin (D-068)

MODULE: 1 = COMPLET UNIT, Special WC11 - Wood Casement - New Generation (C-100) - 24" W X 47 1/2" H (610 X 1207 mm) - Left

- SASH = 1 3/4 Sash, Other option for sash interior : Glass stop std (colonial), Bottom rail : Narrow bottom rail, Wood Pine, Sash model: Standard sash, Ext.: Ext. alum. standard Color 430 Rainware white, Int.: Pro coat 430 Rainware white 30

- GLASS = Insulated (double), Low-e LOF/argon (North region), Spacer: Technoform, Color spacer: Bronze

- SCREEN = Screen, White (std), Screen Mesh Type: Invisible (std)

- HARDWARE = Traditional (Retractable) White (std)

MODULE: 2 = COMPLET UNIT, Special WP11 - Wood Direct Set - New Generation (TF-100) - 55 5/8" W X 47 1/2" H (1413 X 1207 mm) - With sash - Narrow bottom rail

- SASH = Other option for sash interior : Glass stop std (colonial) 1 3/4 sash, Wood Pine, Sash model : Standard sash, Ext.: Ext. alum. standard Color 430 Rainware white , Int.: Pro coat 430 Rainware white 30

- GLASS = Insulated (double), Low-e LOF/argon (North region), Spacer: Technoform, Color spacer: Bronze

Viewed from the outside

Location	CPD code	Ulmp	UMet	SHGC	VT	R	CR	<b>Energy Star Canada</b>	ER
M1W1	LEP-M-74-00037-00001	0.32	1.82	0.49	0.5	3.08	57	No	28
M2W1	LEP-M-76-00037-00001	0.31	1.76	0.58	0.59	3.2	57	Yes	35

Item Description Unit Price Total Price Qty

3

Ship to: C.S.: Kim Turnbull **Customer:** Eugene Blank Alonim Apartments Inc. Eugene Blank Alonim Apartments Inc. P.O. no: 0001-01-01 18 King St E. 18 King St E. Date requested: COBOURG,, COBOURG,, Quotation no: 397937 Job: 18 king 03.07,22 Phone: Fax: Do not hesitate to contact us should you require any additional information Total Item Quantity: 5 Sub-Total (Net): \$ 14,476.32 \$ 0.00 Quote valid for: 30 days \$ 0.00 Total (Net): \$ 14,476.32

Customer signature : \_\_\_\_\_ Date: \_\_\_ / \_\_\_ / \_\_\_\_

3