

STAFF REPORT

THE CORPORATION OF THE TOWN OF COBOURG



Report to:	Mayor and Council Members	Priority:	<input type="checkbox"/> High <input checked="" type="checkbox"/> Low
Submitted by:	Dave Johnson Planner II – Heritage Planning and Development Planning djohnson@cobourg.ca	Meeting Type:	Open Session <input checked="" type="checkbox"/> Closed Session <input type="checkbox"/>
Meeting Date:	April 7, 2021		
Report No.:	HP-2021-010		
Submit comments to Council			

Subject/Title: Roof replacement – 201 Second Street – Market Building

RECOMMENDATION:

WHEREAS Heritage and Planning staff has reviewed the proposed roof replacement for 201 Second Street (Market Building) and has concluded that the proposal to replace the existing cedar wood shake roof with a polymer “cedar” shake in the colour Tahoe would be compatible alteration to the heritage structure and would conform to the Commercial Core Conservation District Plan and the Ontario Heritage Trust Easement;

THEREFORE IT IS RECOMMENDED THAT Heritage Permit Application HP-2021-010, submitted by Ian Davey on behalf of Town of Cobourg, be approved to permit a roof replacement at 201 Second Street, subject to the finalization of details by Heritage and Planning 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 provide a recommendation regarding Heritage Permit Application HP-2021-010 for a new polymer “cedar shake” shingle roof at 201 Second Street – Market Building in the Commercial Core Heritage Conservation District.

4. ORIGIN AND LEGISLATION

An application for a Heritage Permit was received on March 24, 2021 from Ian Davey to undertake a roof replacement at 201 Second Street, known as the Market Building south of Victoria Hall.

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. The Market Building is also subject to a Heritage Conservation Easement Agreement (#131153) with the Ontario Heritage Trust.

In accordance with the Ontario Heritage Act, the 90-day deadline for Council to consider the application is June 22, 2021.

Scope of Work

Roof Replacement

1. New polymer “cedar shake” shingle replacement – product from DaVinci
 - a. Colour to be “Tahoe” as approved by the Ontario Heritage Trust.



Figure 1: Market building as seen from Third Street (looking east)



Figure 2: Market Building as seen from Albert Street (looking North-West)

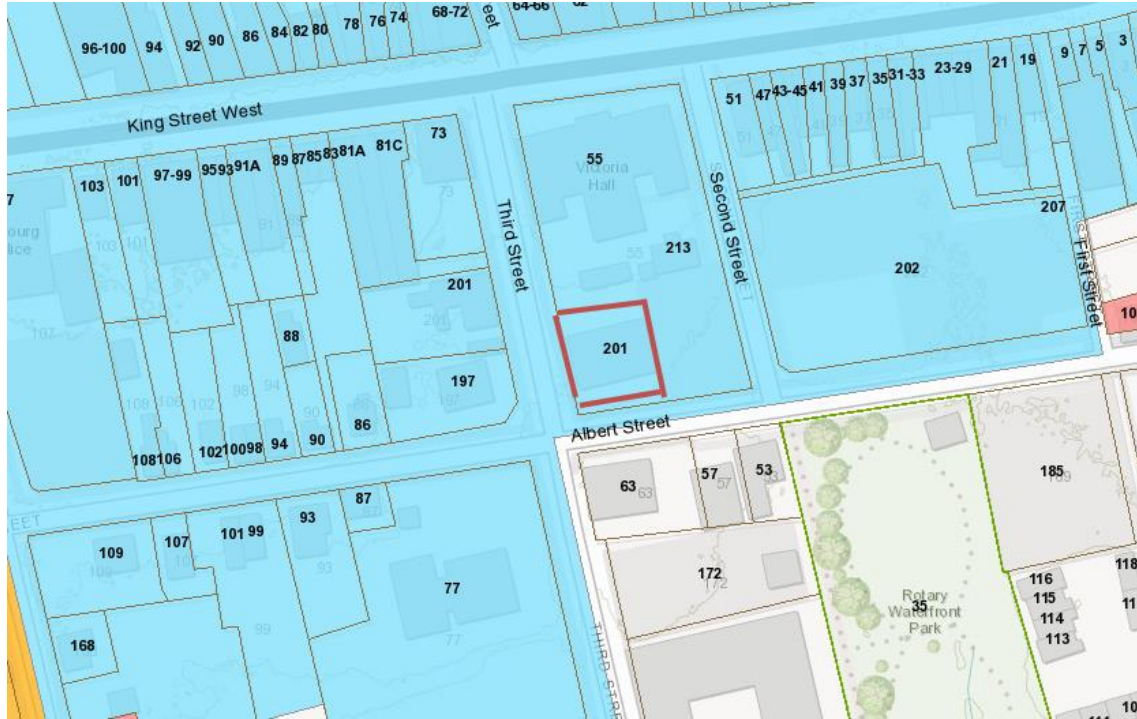


Figure 3: Market Building as seen from the corner of Albert St. and Third St. (looking north)

5. BACKGROUND

The subject property is located at 201 Second Street and is designated under the Commercial Core Heritage Conservation District.

Geographic Context



Above: Subject property outlined in red within the context of the Commercial Core Heritage Conservation District. The property shaded in pink are listed on the Municipal Heritage Register but is not formally designated.

Historical and Architectural Context

According to the LACAC property files prepared by Rob Mikel:

The Market Building – completed in time for the laying of the cornerstone at Victoria Hall in December 1856 -- the market building has served Cobourg ever since. First, as a centre of meat marketing, later as a municipal weigh station and now as a seasonal market. It is of stylish construction with tradition wide overhanging eaves, pilasters in the brick walls and ample windows which still retain their original 12 over 8 panes.

The following is an excerpt from Canada's Historic Places (Parks Canada) website:

The Old Market Building is architecturally representative of a mid-19th century market building. The broad roof with substantial overhang was to provide additional shelter to vendors and customers and is unusual in its absence of supporting braces. The market was designed by a noted Toronto architect, Kivas Tully, architect of Victoria Hall and whose work included Trinity College in Toronto. While utilitarian in comparison to the elaborate Victoria Hall, the

adjacent Old Market Building is substantial in size and construction. Piers with simple capitals and bases define the bays of the building and lend the structure a Classical Revival character. Large windows and simple transom lights reinforce this distinction. Elsewhere, other period markets were typically incorporated within the base of the town hall rather than receiving their own free-standing building, or consisted of functional frame structures. This separation in Cobourg of the market from the town hall is one of the earliest examples in Canada of the later trend to separate the market-place from the municipal administrative and government offices.

Character defining elements that contribute to the heritage value of the Market Building include its:

- role as a public market
- continuity from c.1832 of a Cobourg market-place
- association with the provincially significant architect, Kivas Tully
- association with the building campaign that produced Victoria Hall.
- regular, rectangular, single-storey plan, three bays in width and five bays in length
- broad hipped roof with substantially overhanging eaves
- yellow brick construction with detailed piers, each with simple capital and base
- large rectangular windows with 12 over 8 wooden sashes
- wide east and west elevation doorways with wooden, four-panel, double doors topped by multi-pane transom lights
- location adjacent to Victoria Hall and the Second Street Fire Hall, forming a cluster of important civic buildings
- central, downtown location
- open space surrounding the building

The only reference to the roof in the background materials is that it has a traditional market building roof with an extra-wide overhanging eave.

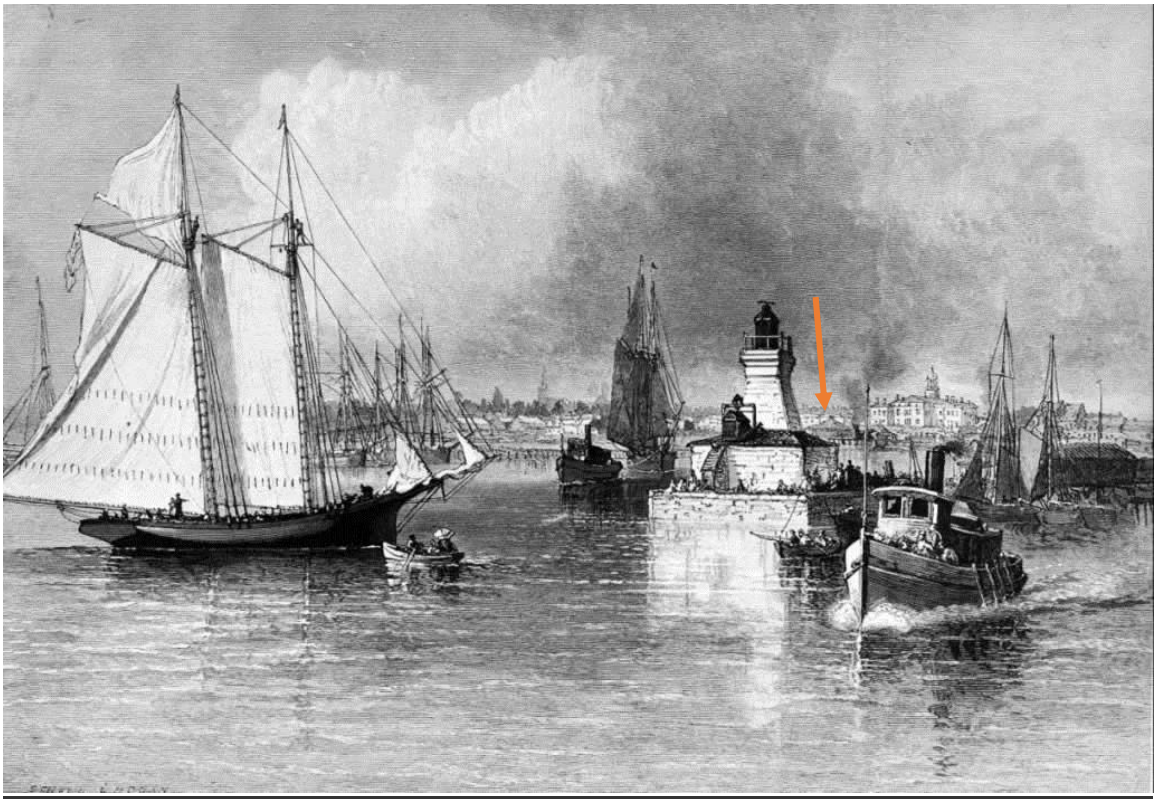


Figure 4: Market building (?) in this photograph of 1870s Cobourg Harbour

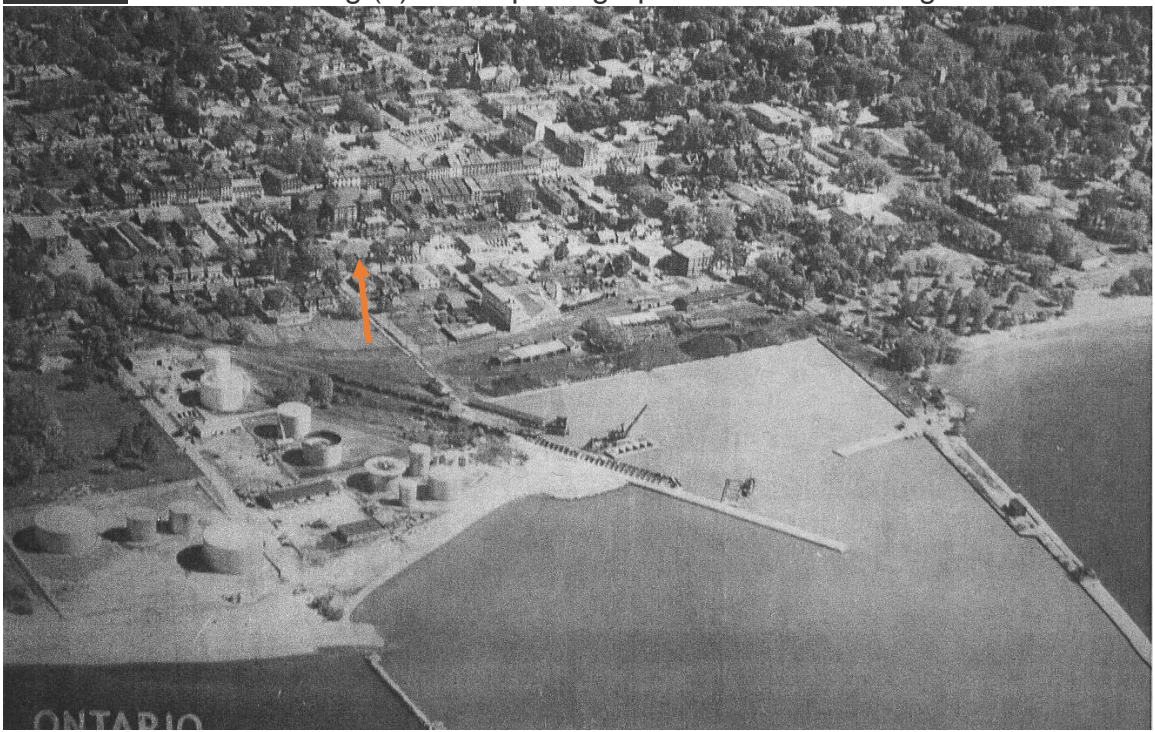


Figure 5: Market building as seen in the 1950s photograph of Cobourg Harbour (orange arrow)



Figure 6: Market building as seen in the 1980s photograph of Cobourg Harbour (orange arrow)

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.

4.3 Roofs

Policies

- a) Original rooflines of buildings shall be maintained. Dormers and changes to rooflines may be permitted on a case by case basis where the proposed alteration is compatible with the character of the building.
- b) Decorative roof features and original/historic roofing materials, such as slate, wood shingles, and copper on sloped roofs, shall be retained and conserved.

Replacement materials, if required, shall complement the original and/or historic materials.



The District contains a variety of roof types and architectural features.

- c) Ensure that vents, skylights and other new roof elements are placed out of view from the street and public rights-of-way.
- d) Roof drainage shall be maintained and directed away from building foundations.

Guideline

- e) The addition of solar panels may be permitted on roofs, but should not damage or remove heritage fabric. Solar panels should be installed in places that are generally out of view from the public realm.

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.

Roof

The Town of Cobourg proposes to replace the ageing cedar shake shingle roof with a polymer "cedar shake" look shingle (see Figure 7, and website below). The current cedar wood shake roof system is leaking into the attic and has reached the end of its useful life similar to issues with the Fire Hall Theatre a few years ago. Furthermore, the roofing contractor has indicated that traditional cedar wood shake has lost its longevity with the loss of old growth forests and the use of wood is not recommended in modern applications. The product that is proposed to be used will maintain a level of visual continuity with the traditional roof cladding, is longer lasting, and fully reversible, as noted by the Ontario Heritage Trust Approval

document (see Appendix 1). In a separate e-mail communication, the Trust recommends the colour “Tahoe”.



Figure 7: Davinci polymer cedar shake in Tahoe. See - <https://www.davinciroofscapes.com/products/shake/bellaforte-shake/>

The proposal has been evaluated against the Commercial Core HCD Plan, specifically the policy relating to Roofs on Commercial Properties (4.3). Heritage staff acknowledge that in recommending this product, as acknowledged by the OHT, this will be precedent-setting in using this product. However, it must also be acknowledged that the repealed Individual Designation (see Appendix 2) and other supporting documentation does not acknowledge any specific historic roofing material as a defining heritage attribute (ie. wood shake, shingles). Indeed, it is most likely the case that the Market Building roof has had a variety of roofing types over the years (see Appendix 3 – LACAC property file – notice the roof in the photo does not appear to be cedar shake, but appears to be asphalt shingles). Furthermore, the roofing material of Victoria Hall is grey slate therefore the roofing for the Market Building does not need to be consistent with that material. Planning and Heritage staff has discussed the proposal with OHT staff and are confident that it will form a complementary alteration to the Market Building.

Thus, it is the opinion of Heritage and Planning staff that the new polymer “cedar shake” roof material is complementary to the existing building and its context, and would constitute an acceptable and compatible alteration. No change to the roof profile/pitch is proposed.

7. FINANCIAL IMPLICATIONS/BUDGET IMPACTS

There are no anticipated financial implications on the Municipality as a result of the approval of this Heritage Permit application.

8. CONCLUSION

The proposed alteration through the replacement of the existing cedar wood shake shingles to a polymer “cedar shake” look shingle (Davinci – Tahoe) meets the policies as set out in the Commercial Core Heritage Conservation District Plan (Section 4.3) and the goals of the Cobourg Heritage Master Plan, and has been approved for use by Ontario Heritage Trust, subject to the finalization of details by Heritage and Planning staff.