TORONTO

# STAFF REPORT
# ACTION REQUIRED

# Demolition of a Designated Heritage Property within the Queen Street West Heritage Conservation District and Erection of a Replacement Structure – 244 Queen Street West

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| **Date:** | June 18, 2012 |
| **To:** | Toronto East York Community Council<br>Toronto Preservation Board |
| **From:** | Director, Urban Design, City Planning Division |
| **Wards:** | Ward 20 - Trinity-Spadina |
| **Reference Number:** | P:\2012\Cluster B\PLN\HPS\TEYCC\September 11 2012\teHPS36 |

## SUMMARY

This report recommends that City Council refuse the proposed demolition of the contributing heritage building and the erection of a replacement structure in accordance with the Queen Street West Heritage Conservation District Plan which directs that buildings that contribute to the heritage character should not be demolished.

## RECOMMENDATIONS

**The City Planning Division recommends that:**

1. City Council refuse the proposed demolition of the contributing heritage property at 244 Queen Street West and erection of a replacement structure under Section 42 of the Ontario Heritage Act.

2. If the owner appeals City Council's decision to refuse the application for demolition under Section 42 of the Ontario Heritage Act, Council authorize the City Solicitor and the necessary City staff to attend at the Ontario Municipal Board in opposition to the appeal.

### Financial Impact
There are no financial implications resulting from the adoption of this report.

## DECISION HISTORY
The property at 244 Queen Street West is part of the Queen Street West Heritage Conservation District designated by City Council under By-law No. 979-2007 on July 16, 2007.

http://www.toronto.ca/legdocs/bylaws/2007/law0979.pdf

## ISSUE BACKGROUND

### Property
Heritage attributes of properties located within the Queen Street West Heritage Conservation District encompass a range of styles, including mid-19th century Vernacular 2 ½ storey buildings with sloped roofs and simple detailing. The significant elements of the two-storey building at 244 Queen Street West are the low-sloped roof, storefront height and simple design, all of which are typical of early development along Queen Street West and which contribute to the heritage character of the Heritage Conservation District (HCD). While some alterations such as the addition of siding and replacement aluminum windows have taken place, the building continues to maintain the original form, height and simple design that are fundamental to its status as a contributing building in the HCD.

### Proposal
The proposal by Robert E. Barnett Architect involves the demolition of all the visible elements of the contributing heritage building, including the entire façade and roof. The replacement structure is proposed to rise approximately three feet above the existing roofline although, a fully dimensioned elevation of the existing building to support that number has not been provided. The interior ceiling levels would be raised by several feet. The applicant proposes to extend the first and second levels the full depth of the site with a flat roof beyond the new roof ridge.

An assessment of the structure in the context of the new proposal to replace the building was prepared by G. K. Bell & Associates, dated August 19, 2011, and submitted by the applicant.

A Heritage Impact Assessment (HIA), prepared by William N. Greer, dated September 20, 2011 was submitted with the application.

### Policy Framework

### Official Plan
Section 3.1.5 of the City of Toronto Official Plan directs that significant heritage resources will be conserved by listing properties of architectural and/or historic interest

on the City's Inventory of Heritage Properties; designating properties; entering into conservation agreements with owners of heritage properties; and designating areas with a concentration of heritage resources as heritage conservation districts. The Plan directs the adoption of guidelines to maintain and improve the character of such districts.

## Ontario Heritage Act

Under Section 42 of the Ontario Heritage Act, an owner must obtain a permit from the municipality to demolish or erect a property within an HCD. If Council refuses the application the owner may appeal the decision to the Ontario Municipal Board.

## Standards and Guidelines for the Conservation of Historic Places in Canada

On March 3, 4 and 5, 2008, Council adopted Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines) as the document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City.

## Queen Street West Heritage Conservation District Plan (QSWHCD Plan)

The Queen Street West Heritage Conservation District Plan was adopted by City Council as a guide to maintain and enhance the unique heritage character of Queen Street West by preserving significant buildings and steering future growth.

http://www.toronto.ca/heritage-preservation/pdf/queen_hcd_plan_full_18aug06.pdf

## COMMENTS

The application to demolish and replace the heritage building is not considered conservation and does not meet the policies for the conservation of heritage resources in the Official Plan. The Official Plan requires that the applicant provide adequate architectural and structural information to support the removal of a heritage resource. The proposed demolition and replacement of the building, including the façade and roof, is not supported in the structural assessment report prepared by G. K Bell & Associates as the report does not address the structural integrity of the building as it currently exists, but only examines the stability of the building in the context of the proposal and therefore gives no reason to support its demolition.

Section 4.3.1 of the Standards and Guidelines for the Conservation of Historic Places in Canada provides guidelines that relate to the exterior form of heritage resources. The proposal to demolish and replace the entire façade and roof of the heritage building does not meet the Standards and Guidelines in several ways:

- Guideline #1 - Understanding the exterior form and how it contributes to the heritage value of the historic building. There is no acknowledgment in the Heritage Impact Assessment provided by the applicant that the exterior form contains heritage value. This is reflected in the section "Impact of Development" which does not identify an impact of the demolition and replacement of the heritage building.
- Guideline #4 - Assessing the condition of the building's exterior form early in the planning process so that the scope of work is based on current conditions. The structural assessment report provided by the applicant does not address the current condition of the building.
- Guideline #6 - Retaining the exterior form by maintaining proportions, colour and massing, and the spatial relationships with adjacent buildings. The proposed demolition and new construction would result in the loss of the significant elements of the building and introduce additional height, larger window and door openings and an altered spatial relationship with the adjacent buildings, in particular the adjacent contributing building at 244 Queen Street West.

The QSWHCD Plan clearly directs that contributing heritage buildings should not be demolished. The property at 244 Queen Street West is identified in the Plan as a contributing building and should not be demolished. While the proposed replacement building has a similar sloped roof as the existing heritage building, the additional building and storefront heights, larger window openings and larger entrance would replace the early heritage character of the existing building with something that is different.

The Heritage Impact Assessment submitted with the application does not acknowledge the value of the property's significant elements, in particular, its original built form which includes the low-sloped roof, storefront height, solid to void ratio and simple design, all of which contribute to the property's heritage value and to the heritage character of the HCD. While there is clearly an impact to the building in the proposed demolition as well as an impact to the HCD in terms of the loss of an original building that represents the area's early development, none of this is identified in the HIA. The Conservation Strategy set out in the HIA lists a number of conservation principles that summarize the approach to be undertaken with the proposal, as follows:

- Preserve the building's setting, mass and form.
- Preserve the heritage attributes with minimal intervention preferring repair to replacement of original materials and elements.
- Alterations will involve minimum intervention affecting remaining original fabric and form of the heritage structure and associated detailing.
- All work will be well executed so that the heritage building can be maintained and preserved in the long term.

None of the above-noted conservation principles apply to the proposal to demolish and replace the heritage building.

Options to conserve the original form, height and facade patterns of the heritage building at 244 Queen Street West, while rehabilitating the interior and constructing a rear addition to provide additional space, were suggested by Heritage Preservation Services (HPS) staff, however, no other options were presented by the applicant.

Due to the district's diverse retail and commercial environment, there is much pressure on Queen Street West for growth and change. One example of how a similar small-scale building was able to accommodate change while preserving its heritage attributes can be found at 272-274 Queen Street West. This property was the subject of an application to expand the commercial uses to the rear of the building, resulting in a new two-storey addition and the conservation of the storefronts along Queen Street, all while maintaining the property's early form, scale and character (Attachment No. 8).

## CONCLUSION

This report recommends that City Council refuse the proposed demolition of the contributing heritage building at 244 Queen Street West and the erection of a new building on the site as it does not meet the guidelines set out in the Queen Street West Heritage Conservation District Plan. The replacement of one of these early building types on Queen Street with a new building in order to accommodate expanded retail uses is not considered an appropriate conservation approach required to ensure the preservation of the heritage character of Queen Street West.

## CONTACT

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## SIGNATURE

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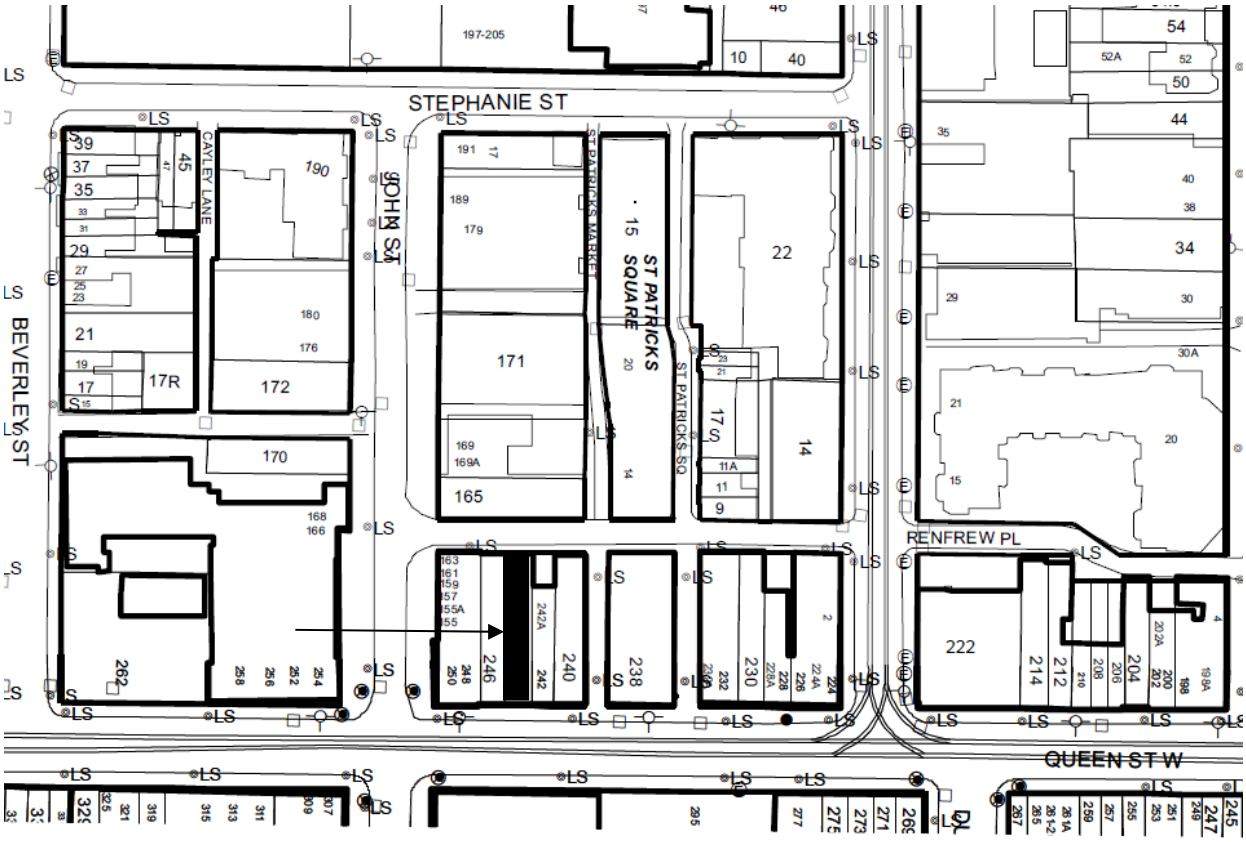
Robert Freedman
Director, Urban Design
City Planning Division

## ATTACHMENTS

Attachment No. 1 – Location Map
Attachment No. 2 – Existing Property Photograph
Attachment No. 3 – Context Photograph
Attachment No. 4 – Existing Elevation
Attachment No. 5 – Proposed Elevation A
Attachment No. 6 – Proposed Elevation B
Attachment No. 7 – Proposed Section Details
Attachment No. 8 – 272-274 Queen Street West

LOCATION MAP: 244 QUEEN STREET WEST ATTACHMENT NO. 1




The arrow marks the property at 244 Queen Street West
This location map is for information purposes only;
the exact boundaries of the property are <u>not</u> shown.

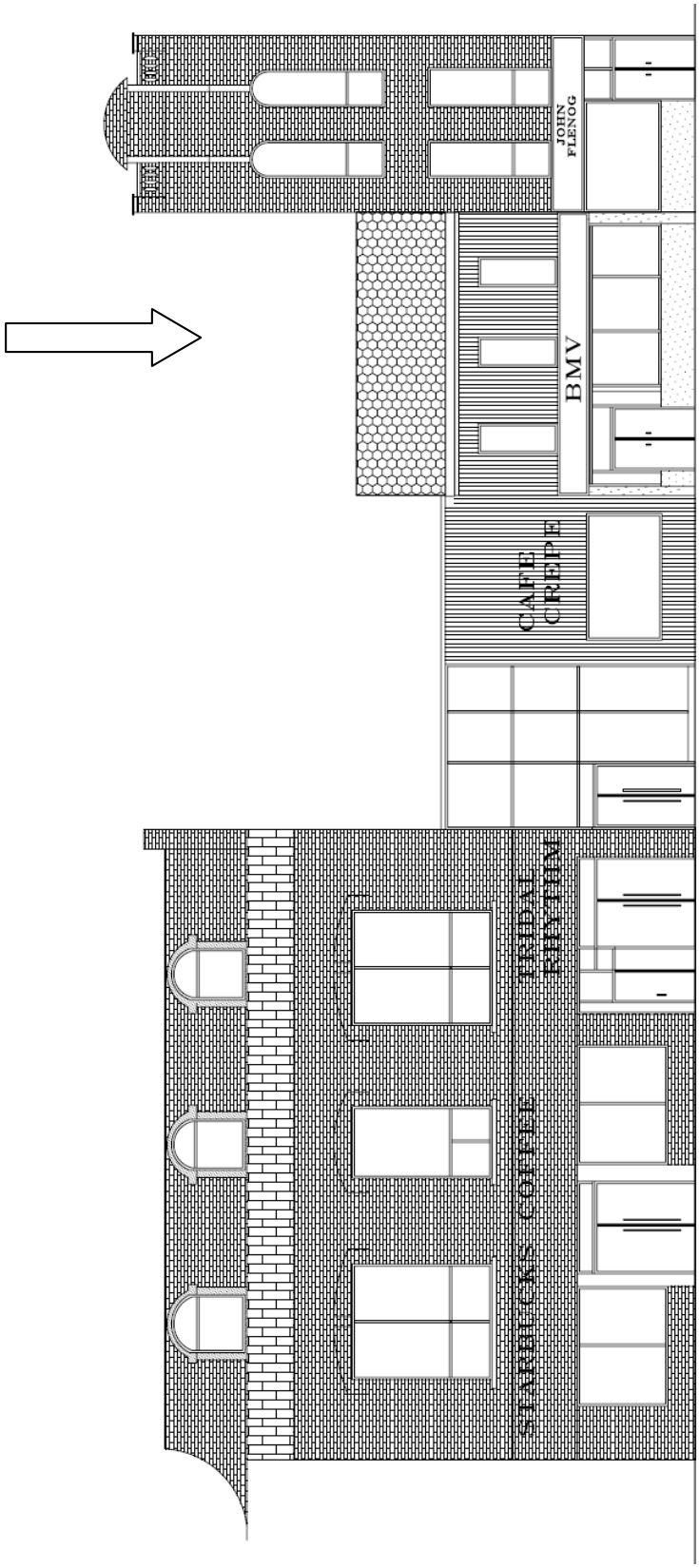
EXISTING PHOTOGRAPH: 244 QUEEN STREET WEST ATTACHMENT NO. 2



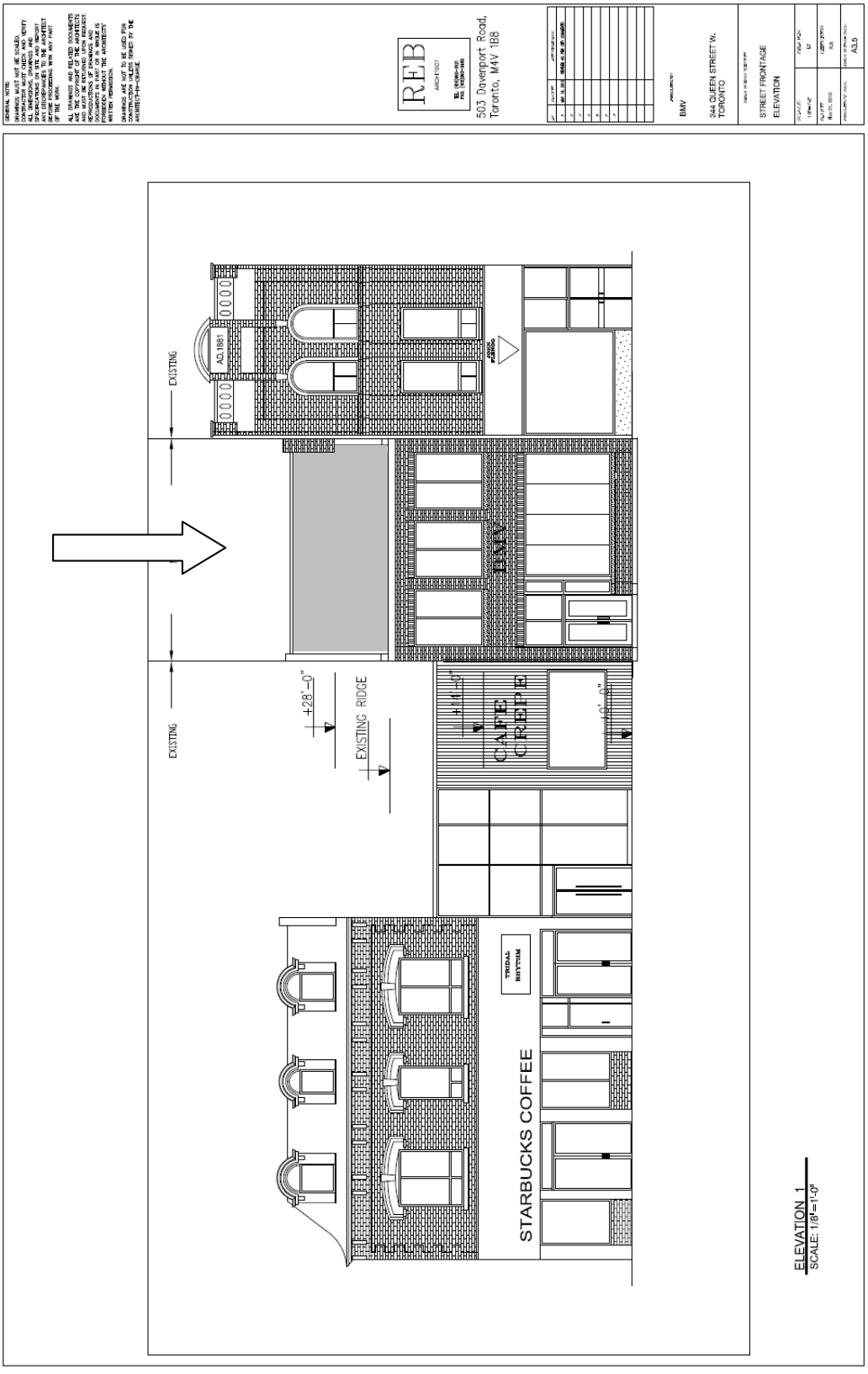
CONTEXT PHOTOGRAPH: ATTACHMENT NO. 3



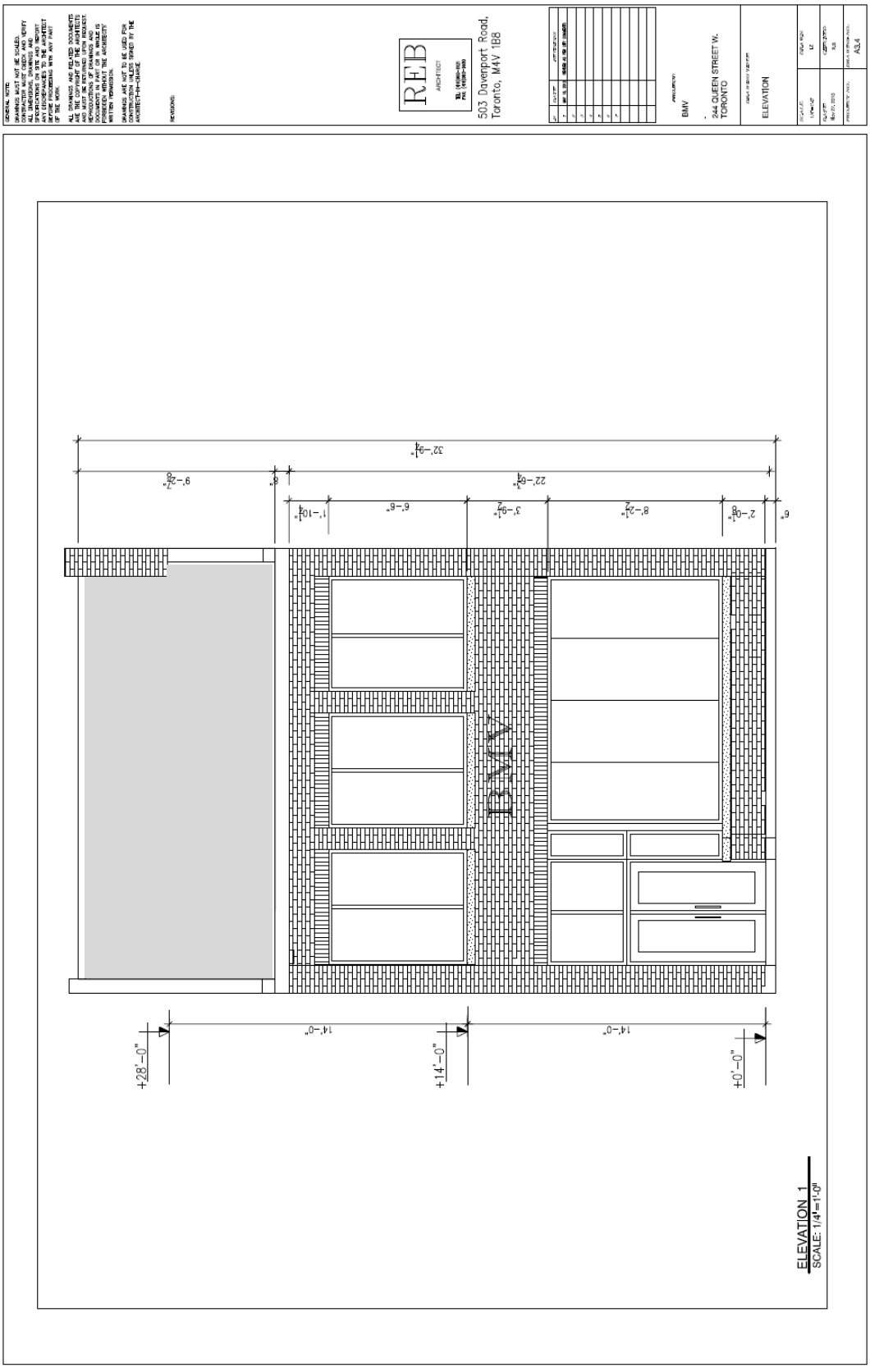
EXISTING ELEVATION: ATTACHMENT NO. 4

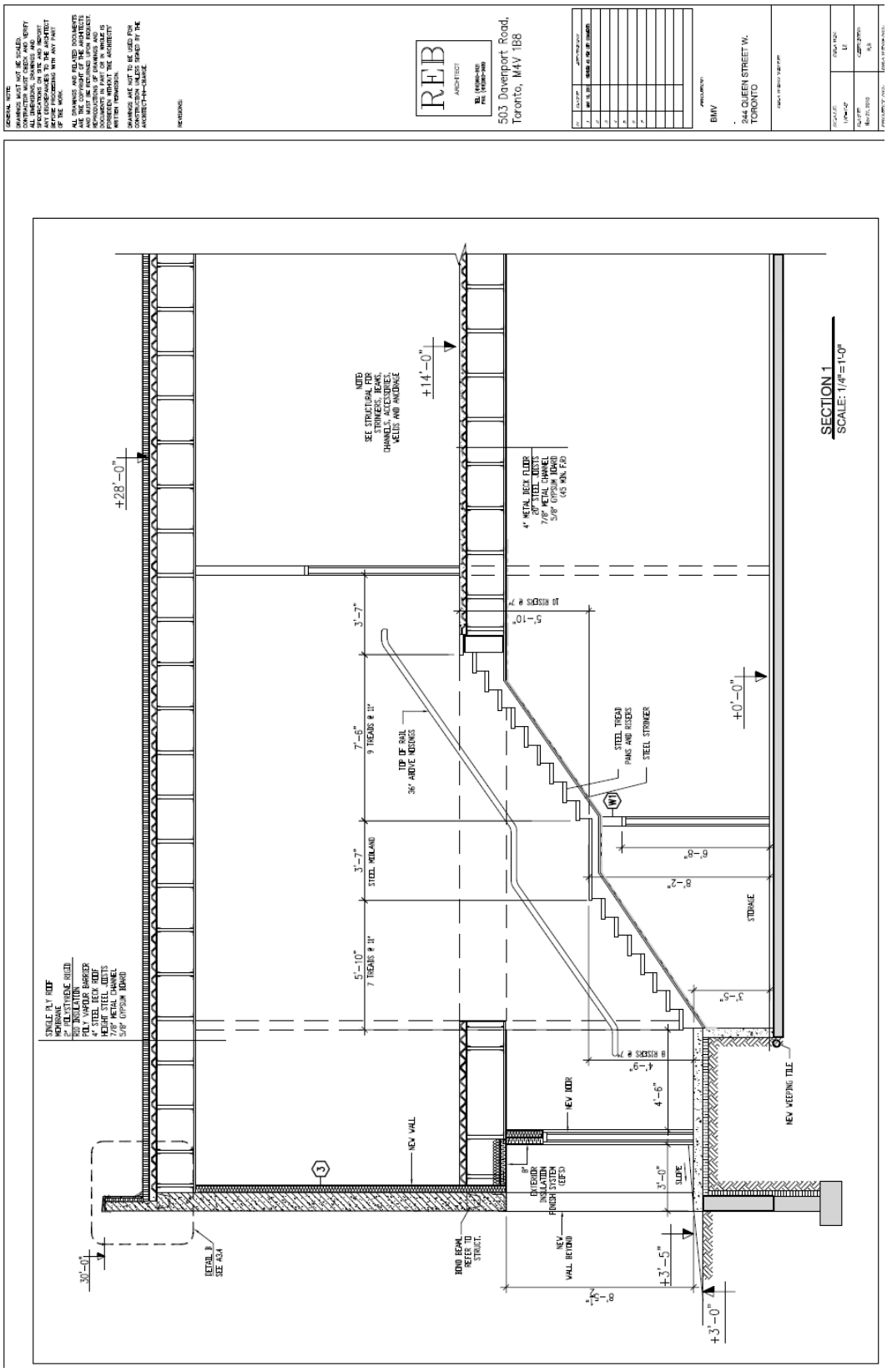


PROPOSED ELEVATION A: ATTACHMENT NO. 5



PROPOSED ELEVATION B: ATTACHMENT NO. 6




REB
503 Davenport Road,
Toronto, M4V 1B8
BMV
244 QUEEN STREET W.
TORONTO
SECTION 1
SCALE: 1/4"=1'-0"
+28'-0"
+14'-0"
+0'-0"
+3'-0"
+3'-5"
30'-0"
SINGLE PLY ROOF MEMBRANE
2" INSULATION
FULLY ADHERED
FULLY VAPOUR BARRIER
4" STEEL DECK ROOF
HEIGHT STEEL JOISTS
7/16" METAL CHANNEL
5/8" GYPSUM BOARD
SEE STRUCTURAL FOR STRINGERS, BEAMS, CHANNELS, ACCESSORIES, WELDS AND ANCHORAGE
4" METAL DECK FLOOR
20" STEEL JOISTS
7/16" METAL CHANNEL
5/8" GYPSUM BOARD
(45 MIN. F.R.)
10 RISERS @ 7"
5'-10"
3'-7"
7'-6"
9 TREADS @ 11"
TOP OF RAIL
36" ABOVE NOSINGS
3'-7"
STEEL MIDLAND
5'-10"
7 TREADS @ 11"
STEEL TREAD
PANS AND RISERS
STEEL STRINGER
STORAGE
6'-8"
3'-5"
8 RISERS @ 7"
4'-9"
4'-6"
NEW WALL
NEW FLOOR
NEW WEEPING TILE
8" EXTERIOR INSULATION FINISH SYSTEM (EIFS)
3'-0"
SLOPE
NEW CONCRETE WALL
10MM REBAR REFER TO STRUCT.
DETAIL 8
SEE A34
3'-5"


HMV
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