STAFF REPORT
ACTION REQUIRED

Alterations to Designated Heritage Properties and Authority to Enter into Heritage Easement Agreements – 30 and 31 Powerhouse Street

Date: June 23, 2014
To: Toronto Preservation Board
Etobicoke York Community Council
From: Director, Urban Design, City Planning Division
Wards: Ward 17 - Davenport
Reference Number: P:\2014\Cluster B\PLN\EYCC\EY14100

SUMMARY

This report recommends that City Council endorse the Conservation Plans generally described in this report for the heritage properties at 30 Powerhouse Street (Building No. 15, Office Building) and 31 Powerhouse Street (Building No 10, Powerhouse) in conjunction with a Site Plan Approval application for Phase 5 of the seven-phase development of “Davenport Village” provided the two heritage buildings are retained, conserved and subject to Heritage Easement Agreements. Should City Council endorse these Conservation Plans, staff recommend that Council require the owner to enter into and register a Heritage Easement Agreement on each property and authorize staff to take the necessary steps to enter in such Heritage Easement Agreements, to ensure the long-term protection of the buildings.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council approve the alterations to the properties at 30 Powerhouse Street (Building No. 15, Office Building) and 31 Powerhouse Street (Building No 10, Powerhouse), in accordance with Section 33 of the Ontario Heritage Act, to allow for the rehabilitation of each property in accordance with the Conservation Plans prepared by Architects Rasch Eckler Associates Ltd. both dated June 23, 2014, on file with the Manager, Heritage Preservation Services and subject to the following conditions:
a. Prior to Registration of Plan of Condominium for Phase 5, the owner shall:

i. Enter into Heritage Easement Agreements with the City for the properties at 30 and 31 Powerhouse Street substantially in accordance with and subject to the Conservation Plans prepared by Architects Rasch Eckler Associates Ltd. both dated June 23, 2014, to the satisfaction of the Manager, Heritage Preservation Services, including registration of such agreements to the satisfaction of the City Solicitor.

b. Prior to the issuance of Heritage Permits, the owner shall:

i. Provide full building permit drawings, including notes and specifications keyed to the approved Conservation Plans, including a description of materials and finishes, to the prepared by the project architect and heritage consultant to the satisfaction of the Manager, Heritage Preservation Services.

ii. Provide a Letter of Credit, indexed annually, in a form and amount satisfactory to the Manager, Heritage Preservation Services, to secure all work included in the Conservation Plans.

iii. Provide an Interpretation Plan for the properties to the satisfaction of the Manager, Heritage Preservation Services.

c. Prior to the release of the Letter of Credit, the owner shall:

i. Provide letters of substantial completion prepared and signed by the heritage consultant confirming that the conservation work has been completed in accordance with the Conservation Plans and has maintained an appropriate standard of conservation, to the satisfaction of the Manager, Heritage Preservation Services.

2. City Council grant authority for the execution of Heritage Easement Agreements under Section 37 of the Ontario Heritage Act with the owner of the properties at 30 Powerhouse Street and 31 Powerhouse Street.

3. City Council authorize the City Solicitor to introduce the necessary bills in Council authorizing the entering into of the Heritage Easement Agreements.

**Financial Impact**

There are no financial implications resulting from the adoption of this report.
DEcision History
The current Site Plan application represents Phase 5 of the seven-phase redevelopment of the former Canadian General Electric (CGE) site,

Phase 1 of the development was approved on January 27, 2005 by the Ontario Municipal Board and included amendments to the former City of Toronto Official Plan and Zoning By-law to permit the development of 212 stacked condominium townhouse units. Subsequent phases of the development were approved by City Council and included permission to convert the former industrial building located at the northeast corner of the site, known as Building 13 (also a designated heritage property).

On July 27, 2006, City Council adopted the Davenport Village Secondary Plan (By-law No. 727-2006) to establish a vision for the site and permit long-term phased development. Site-specific Zoning By-law No. 728-2006 was passed to implement the Secondary Plan using a Holding (H) symbol that could be lifted for each phase once the conditions set out in the Secondary Plan were satisfied. To date, Phases 1 through 4 of the site have been constructed. The Secondary Plan and Zoning by-law can be found at:

The properties at 30 Powerhouse Street, known as Building 15, the Canada Foundry Company Office Building, and 31 Powerhouse Street, known as Building 10, the Canada Foundry Company Powerhouse, are designated under Part IV of the Ontario Heritage Act by By-law Nos. 1413-2012 and 1415-2012 respectively, enacted by City Council on November 1, 2012.

Background
Heritage Resources
Located at the southwest corner of Davenport Road and Lansdowne Avenue, extending south to the Canadian Pacific Railway line, both the four-storey industrial office building and the industrial powerhouse have design value as representative examples of early 20th century industrial buildings that form part of a surviving collection of structures associated with the manufacturing site. The buildings are associated with the Canada Foundry Company, a subsidiary of the Canadian General Electric Company (GCE), which constructed the buildings in 1902 on its 60-acre tract to manufacture a range of steel products for nearly sixty years. Contextually, the buildings are historically and visually related to their surroundings and along with the adjacent Warehouse, which is also a designated property, are surviving examples of the industrial complex that filled this area for most of the 20th century.

Development Proposal
The former GCE site is being redeveloped in seven phases into what is called “Davenport Village”. The Davenport Village Secondary Plan was implemented as an Official Plan...
The current Site Plan Approval application is part of Phase 5 of the larger redevelopment proposal which includes an extension of the residential neighbourhood by constructing an 88-unit stacked townhouse development adjacent to and south of the Powerhouse building.

The applicant is proposing to rehabilitate the Powerhouse for office and retail uses, and rehabilitate the Office Building for multi-unit residential uses.

**Policy Framework**

**Planning Act and Provincial Policy Statement**

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong, healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council’s planning decisions are required to be consistent with the PPS.

The Planning Act and the associated Provincial Policy Statement guide development in the Province and they include provincial interests regarding heritage resources as described in the Provincial Policy Statement issued under the authority of Section 3 of the Planning Act. The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial policy-led planning system.

Provincial Policy Statement 2.6.1 directs that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved." Properties included on the City's Inventory of Heritage Properties are considered to be significant in this context. In the PPS 2014, *conserved* is defined as "the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act."

**Official Plan**

Policy 3.1.5.2 of the Official Plan states that "Heritage resources on properties listed on the City's Inventory of Heritage Properties will be conserved."

At its meeting of April 3, and 4, 2013, Toronto City Council adopted amendments to the Official Plan heritage policies. By-law 468-2013 enacting these policies has been appealed to the Ontario Municipal Board. While the amendments are not yet in force, HPS has also considered the proposal within the context of these amended polices.

**The Standards and Guidelines for the Conservation of Historic Places in Canada**

In 2008 Toronto City Council adopted the Standards and Guidelines for the Conservation of Historic Places in Canada as the official document guiding planning, stewardship and
conservation approach for all listed and designated heritage resources within the City of Toronto.

**COMMENTS**

**Proposed Conservation Strategy**

The applicant has submitted a Conservation Plan for each of the two subject properties, prepared by Architects Rasch Eckler Associates Ltd. dated June 23, 2014.

**30 Powerhouse Street (Building No. 15, Office Building)**

The building is in fair condition and masonry restoration constitutes the primary conservation work required. Original steel windows will be conserved and new replacement windows will be constructed to match. A new ground floor entrance opening will be created on the east elevation and a new glass and steel canopy will be introduced on the south elevation to identify the main entrance at the ground level.

**31 Powerhouse Street (Building No. 10, Powerhouse)**

In order to adaptively reuse this former industrial building, the applicant proposes to undertake masonry, roof, concrete and metal restoration with door and window replacement throughout. Due to advanced deterioration of the original metal windows, new windows would be installed that match the materials and proportion of divisions of the originals. On the south elevation, a new door in an existing opening and a series of interpretive panels, both at the ground floor level, are proposed. On the east elevation, the applicant proposed to reinstate the original window openings which have been bricked in and introduce clerestory windows and louvres in the side walls of the middle raised roof. The west elevation would receive new windows along the ground floor level and clerestory windows and louvres in the side walls of the middle raised roof.

**Assessment of Heritage Impacts**

It is recognized that the existing multi-lighted steel windows of both buildings are in poor condition and that high-performance replacement windows will be required. The applicant is proposing new metal windows in a contemporary design that reflect the original division proportions. This approach, while not replicating the original, will provide a sympathetic yet legible alternative that makes it clear the windows are contemporary. Original windows on the Office Building that can be restored, will be.

The proposal to construct a new glass and steel canopy at the main entrance of the Office Building is acceptable as an addition that is consistent with the industrial character of the building and is reversible.

There are no heritage attributes on the ground floor level of the south elevation of the Powerhouse that would be impacted by the introduction of a new door in the centre bay and the installation of a series of interpretive panels. The introduction of clerestory windows and louvres on the east and west elevations at the upper roof would not be visible from the ground and would have no impact on that portion of the roof. Bricked in windows on both the east and west elevations are proposed to be opened to their original size, thereby reversing a previous unsympathetic alteration. The main intervention to the
Powerhouse would be the introduction of a series of new window openings at the ground floor level of the west elevation. The contemporary design of the new windows would provide legibility from the building's original windows and consistency in an area that currently contains several altered, non-symmetrical openings.

CONCLUSION
The proposed rehabilitation of 30 Powerhouse Street (Building No. 15, Office Building) and 31 Powerhouse Street (Building No 10, Powerhouse), would retain their heritage attributes while allowing for new uses. The proposed alterations contained within the Conservation Plans for each of the properties as described in this report and, subject to the conditions set forth in the recommendations of this report, are consistent with the Provincial Policy Statement, the City of Toronto Official Plan Heritage Policies, the City of Toronto Official Plan revised Heritage Policies (By-law 468-2013), and the Standards and Guidelines for the Conservation of Historic Places in Canada.

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SIGNATURE

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ATTACHMENTS
Attachment No. 1 – Location Map
Attachment No. 2 – Site Plan
Attachment No. 3 – Photographs, 30 Powerhouse Street (Office Building)
Attachment No. 4 – Photographs, 31 Powerhouse Street (Powerhouse)
Attachment No. 5 – Drawings, Existing and Proposed, East Elevation, 30 Powerhouse
Attachment No. 6 - Drawings, Existing and Proposed, West Elevation, 30 Powerhouse
Attachment No. 7 - Drawings, Existing and Proposed, North Elevation, 30 Powerhouse
Attachment No. 8 - Drawings, Existing and Proposed, South Elevation, 30 Powerhouse
Attachment No. 9 - Drawings, Existing and Proposed, East Elevation, 31 Powerhouse
Attachment No. 10 - Drawings, Existing and Proposed, West Elevation, 31 Powerhouse
Attachment No. 11 - Drawings, Existing and Proposed, North Elevation, 31 Powerhouse
Attachment No. 12 - Drawings, Existing and Proposed, South Elevation, 31 Powerhouse