



STAFF REPORT ACTION REQUIRED

Alterations to a Designated Heritage Property and Authority to Enter into a Heritage Easement Agreement – 704 Queen Street East (Broadview Hotel)

Date:	May 8, 2015
To:	Toronto Preservation Board Toronto and East York Community Council
From:	Director, Urban Design, City Planning
Wards:	30 Toronto-Danforth
Reference Number:	P:\2015\Cluster B\PLN\TEYCC\TE15070

SUMMARY

This report recommends that City Council approve the proposed alterations to the designated heritage property at 704 Queen Street East, which is subject to an Intention to Designate under Part IV of the Ontario Heritage Act. The applicant is proposing to retain the four-storey building with six-storey tower and rehabilitate it as part of the proposal. The interior structure will be replaced and an addition including a rooftop terrace will be added to the existing building. City Council's approval of the proposed alterations to the heritage property and authority to enter into a Heritage Easement Agreement is required under the Ontario Heritage Act.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council approve the alterations to the heritage property at 704 Queen Street East, in accordance with Section 33 of the Ontario Heritage Act, to allow for the construction of a rooftop addition on the heritage building on the lands known municipally in the year 2015 as 704 Queen Street East, with such alterations substantially in accordance with plans and drawings dated May 1, 2015, prepared by ERA Architects Inc., date-stamped received by Heritage Preservation Services May 4, 2015, and on file with the Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated September 3, 2014, date-stamped received by City Planning on September 15,

2014, and on file with the Manager, Heritage Preservation Services, all subject to and in accordance with a Conservation Plan satisfactory to the Manager, Heritage Preservation Services and subject to the following additional conditions:

- a. That prior to Final Site Plan approval for the alterations to the property located at 704 Queen Street East the owner shall:
 - i. Enter into a Heritage Easement Agreement with the City for the property at 704 Queen Street East in accordance with the plans and drawings dated May 1, 2015, prepared by ERA Architects Inc., date-stamped received by Heritage Preservation Services May 4, 2015 and on file with the Manager, Heritage Preservation Services, the Heritage Impact Assessment prepared by ERA Architects Inc., dated September 3, 2014, and in accordance with the Conservation Plan required in Recommendation 1a.ii in the report May 8, 2015 from the Director, Urban Design, City Planning Division to the satisfaction of the Manager, Heritage Preservation Services including registration of such agreement to the satisfaction of the City Solicitor;
 - ii. Provide a Conservation Plan prepared by a qualified heritage consultant that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 704 Queen Street East, prepared by ERA Architects Inc., dated September 3, 2014, to the satisfaction of the Manager, Heritage Preservation Services;
 - iii. Provide final site plan drawings related to the approved Conservation Plan required in Recommendation 1a.ii in the report May 8, 2015, from the Director, Urban Design, City Planning Division to the satisfaction of the Manager, Heritage Preservation Services;
 - iv. Provide a Lighting Plan that describes how the heritage property will be sensitively illuminated to enhance its heritage character to the satisfaction of the Manager, Heritage Preservation Services and thereafter shall implement such Plan to the satisfaction of the Manager Heritage Preservation Services;
- b. That prior to the issuance of any permit for all or any part of the property at 704 Queen Street East, including a heritage permit or a building permit, but excluding permits for interior work not affecting the heritage attributes of the property, repairs and maintenance and usual and minor works for the existing heritage building as are acceptable to the Manager, Heritage Preservation Services:

- i. Have obtained final site plan approval for such property, issued by the Chief Planner and Executive Director, City Planning;
 - ii. Provide full building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 1a.ii in the report May 8, 2015 from the Director, Urban Design, City Planning Division, including a description of materials and finishes to be prepared by the project architect and qualified heritage consultant to the satisfaction of the Manager, Heritage Preservation Services.
 - iii. Provide a Letter of Credit, including provision for upwards indexing, in a form and amount and from a bank satisfactory to the Manager, Heritage Preservation Services to secure all work included in the approved Conservation Plan;
 - c. That prior to the release of the Letter of Credit required in Recommendation 1b.iii in the report May 8, 2015 from the Director, Urban Design, City Planning Division the owner shall:
 - i. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required conservation work has been completed in accordance with the Conservation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Manager, Heritage Preservation Services;
 - ii. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Manager, Heritage Preservation Services.
- 2. City Council authorize the City Solicitor to enter into a heritage easement agreement under Section 37 of the Ontario Heritage Act with the owner of 704 Queen Street East in a form and content satisfactory to the Chief Planner and City Solicitor.
- 3. City Council authorize the City Solicitor to introduce the necessary bill in Council authorizing the entering into of a heritage easement agreement for the property at 704 Queen Street East.

Financial Impact

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

DECISION HISTORY

The property located at 704 Queen Street East was listed on December 10, 1975. On July 11, 2014, Toronto City Council adopted an Intention to Designate the property under Part

IV of the Ontario Heritage Act. The property is also included in the Queen Street East Heritage Conservation District Study area, for which a heritage conservation district study is currently underway. On November 19, 2014 the Committee of Adjustment approved the required variances for the proposal.

BACKGROUND

Development Proposal

The application proposes to alter the four-storey hotel by constructing a fifth floor addition on the four-storey portion of the building with roof-top terrace and a three-floor addition over the rear three-storey portion of the building. Proposed exterior alterations include the removal of external fire escapes, window replacements with modifications to accommodate new interior floor levels, re-instating entrances and storefronts, restoring metal cornices, and introducing new openings on the north elevation (Attachment Nos. 2-8).

Policy Framework

Provincial Policy Statement and Planning Act

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Planning Act and 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 reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved".

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 was appealed to the Ontario Municipal Board. These appeals have been settled and an oral decision of approval by the Ontario Municipal Board has been issued. HPS also considered the proposal within the context of these amended policies.

Standards and Guidelines for the Conservation of Historic Places in Canada

In 2008 Toronto City Council adopted the *Parks Canada 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.

The Heritage Impact Assessment submitted in support of this application identifies the proposed conservation treatment for the Broadview Hotel as rehabilitation on the interior of the building and some restoration on the exterior of the building. For this reason the General Standards (1-9) and the Standards for Rehabilitation (10-13) apply to this project. The Standards for Restoration (13-14) apply specifically to the proposed restoration work.

Heritage Resource

The property at 704 Queen Street East is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets the criteria for municipal designation prescribed by the Province of Ontario under the three categories of design, associative and contextual values. The Reasons for Designation for the property can be found attached to this report (Attachment No. 9).

COMMENTS

Proposed Conservation Strategy

Heritage Preservation Services (HPS) has reviewed the Heritage Impact Assessment (HIA) prepared by ERA Architects Inc. The HIA finds that the proposed alterations to 704 Queen Street East are appropriate and that the proposal rehabilitates the building while conserving identified heritage attributes. The scope of work includes the conservation of original facades in terms of removing boarded windows, removing exterior fire escapes, and returning fire egress doors. The interior floors will be repositioned and extensively modified to accommodate the new use. Additional conservation work includes replacing the windows, repairing the masonry, restoring the exterior metal work and repairing the parapet.

The HIA also addresses the proposed addition. It finds that the addition will be subordinate, distinguishable and compatible through step-backs, new materials and sympathetic masonry.

Assessment of Heritage Impacts

HPS has considered the application in the context of the Planning Act, the heritage policies of the Provincial Policy Statement 2014 (PPS), the heritage policies of the City of Toronto Official Plan, the heritage policies of the Council adopted amendments to the City of Toronto Official Plan, and the Standards and Guidelines for the Conservation of Historic Places in Canada. Staff agree that the proposed development should not have a

negative impact on the heritage character of 704 Queen Street East, and that the proposed physical alterations to 704 Queen Street East are generally appropriate.

The proposed addition will be glass on the south, east and north elevations which will help to distinguish it as a new intervention and minimize its visual impact. The addition is simple in design so it remains subordinate and does not compete with the existing building. The colour of the materials has been chosen to complement the colours of the existing building while remaining legible and subordinate to the building. The addition above the three storey portion of the building is stepped down from the addition on the five storey portion of the building to address the change in height of the existing building.

The landmark tower feature on the existing building will maintain prominence from the street through setting the addition back from the edge of the building and locating the rooftop terrace generally behind the tower feature.

As part of the proposal the interior floors, all of which have been significantly altered, will be removed and replaced, creating new floor heights. Under Section 6.1 – Conservation Strategy of the HIA, ERA indicates that the new floor slabs will require that some of the windows be modified. The windows on the third and fourth floors of the existing building will be divided by a panel. Staff feel that the panel is an appropriate mitigation strategy which will not have a negative impact on the window openings which are identified heritage attributes.

Prior to final site plan approval for the alterations for the property located at 704 Queen Street East, the applicant is required to enter into a Heritage Easement Agreement with the City and to submit a Conservation Plan for 704 Queen Street East for the work described in the HIA prepared by a qualified heritage professional, to the satisfaction of the Manager, Heritage Preservation Services. The Plan should detail all the proposed interventions and conservation work including the conservation of the original exterior heritage fabric.

This building has had significant structural issues on the interior due to years of neglected maintenance and repair, and many unsympathetic alterations and removal of character-defining attributes on its exterior. This proposal will rehabilitate a once neglected building and revitalize this landmark property on Queen Street East. Staff are very supportive of the applicant's efforts to conserve the heritage property and recommend that City Council approve the proposed alterations to the Broadview Hotel.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1 – Location Map: 704 Queen Street East
Attachment 2 – Proposed Site Plan: 704 Queen Street East
Attachment 3 – Proposed Roof Plan: 704 Queen Street East
Attachment 4 – Proposed South Elevation: 704 Queen Street East
Attachment 5 – Proposed East Elevation: 704 Queen Street East
Attachment 6 – Proposed North Elevation: 704 Queen Street East
Attachment 7 – Proposed West Elevation: 704 Queen Street East
Attachment 8 – Proposed Rendering: 704 Queen Street East
Attachment 9 – Reasons for Designation: 704 Queen Street East