

**Alterations to a Designated Heritage Property - 40
Hanna Avenue (99 Atlantic Avenue)**

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| Date: | November 25, 2015 |
| To: | Toronto Preservation Board Toronto & East York Community Council |
| From: | Chief Planner and Executive Director, City Planning Division |
| Wards: | Ward 19 - Trinity Spadina |
| Reference Number: | P:\2015\Cluster B\PLN\TEYCC\TE15140 |

SUMMARY

This report recommends that City Council approve the alterations to the heritage property at 40 Hanna Avenue (99 Atlantic Avenue). The conservation strategy was prepared in conjunction with an Ontario Municipal Board (OMB) settlement relating to an Official Plan Amendment application and a Zoning By-law Amendment application, both of which were approved by the Ontario Municipal Board in an Order issued on November 9, 2015 (Case No. PL140865). The approved applications permit the construction of a new eight (8) storey office building on the west side of the site, alterations to the designated four-storey factory building for office and retail functions, and the adaptive re-use of the boiler house. Together, the designated boiler house and factory building comprise the Brunswick-Balke-Collender Factory Complex (the "Factory Complex").

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council approve the alterations to the heritage property at 40 Hanna Avenue, in accordance with Section 33 of the Ontario Heritage Act, with such alterations substantially in accordance with the plans and drawings dated October 28, 2015, prepared by WZMH Architects, approved by the Ontario Municipal Board November 9, 2015, and the Heritage Conservation Plan, prepared by E.R.A. Architects Inc., issued April 16, 2015 and revised to October 27, 2015, both on

file with the Senior Manager of Heritage Preservation Services subject to the following conditions:

- a. Prior to final Site Plan approval for the property located at 40 Hanna Avenue, the owner shall:
 - i. Provide final site plan drawings including drawings related to the approved Conservation Plan dated October 27, 2015 and the plans and drawings dated October 28, 2015, prepared by WZMH Architects.
- b. Prior to final Site Plan approval for the property located at 40 Hanna Avenue, the related site specific Official Plan Amendment and Zoning By-law Amendment giving rise to the proposed alterations have been enacted by the City Council and have come into full force and effect in a form and with content acceptable to City Council and consistent with the OMB Order issued November 9, 2015.
- c. That prior to the issuance of any permit for all or any part of the property at 40 Hanna Avenue, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage building as are acceptable to the Senior Manager, Heritage Preservation Services, the owner shall:
 - i. Provide full building permit drawings including notes and specifications for the conservation, stabilization and protective measures keyed to the approved Conservation Plan, including a description of materials and finishes, to be prepared by the project architect and heritage consultant to the satisfaction of the Senior Manager, Heritage Preservation Services;
 - ii. Provide a Letter of Credit, including provisions for upward indexing, in a form and amount and from a bank satisfactory to the Senior Manager, Heritage Preservation Services to secure all work included in the approved Conservation Plan;
- d. Prior to the release of the Letter of Credit, the owner shall:
 - i. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the conservation work has been completed in accordance with the Conservation Plan and that an appropriate standard of conservation has been maintained, to the satisfaction of the Senior Manager, Heritage Preservation Services.

- ii. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Senior Manager, Heritage Preservation Services.

Financial Impact

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

DECISION HISTORY

City Council stated its intention to designate the property at 40 Hanna Avenue under Part IV of the Ontario Heritage Act on March 21, 2015. Simultaneously, Council authorized the execution of a Heritage Easement Agreement and for the City Solicitor to introduce the necessary bills for the entering into of the Heritage Easement Agreement.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE4.16>

The Ontario Municipal Board (OMB) issued an Order on November 9, 2015 relating to a settlement on an Official Plan Amendment application and a Zoning By-law Amendment application (Case No. PL140865). OMB approval of the Site Plan Application is being withheld until the Notice of Approval Conditions are satisfied.

ISSUE BACKGROUND

Heritage Property

The Factory Complex is designated under Part IV of the Ontario Heritage Act and consists of a rectangular, four-storey factory building facing the south side of Snooker Street and extending along the west side of Hanna Avenue, and a one-storey Boiler House with a large smokestack immediately south of the main building at the southeast corner of Hanna Avenue and Liberty Street. The factory building was constructed in three matching sections, beginning with the original 1905 structure at the corner of Snooker Street and Hanna Avenue. The original structure was enlarged by two subsequent additions in 1907 and 1913. The boiler house immediately to the south was constructed between 1910 and 1912. The first two sections of the main factory and the boiler house were designed with matching brickwork and a consistent scale, form and massing by Architect Henry Simpson, who designed a number of significant buildings in the industrial area adjoining King and Dufferin during the early 20th century. The 1913 addition was designed by local architect J.L. Havill, and is seamlessly integrated with the rest of the Factory Complex. The factory produced billiard tables, billiard balls, cues and chalk for the Brunswick-Balke-Collender Company, originally founded in Cincinnati by Swiss Immigrant John Brunswick.

Considered significant as a representative example of 20th century industrial architecture in Toronto, the Factory Complex defines, maintains and supports the historical character of the area now called Liberty Village. It has significant contextual value and associative value as one of Henry Simpson's significant commissions within the area. In particular, the one storey boiler house and smokestack have local landmark status, and help define the corner of Hanna Avenue and Liberty Street.

Approved Development, Alterations & Conservation Work

The approved development includes the construction of a new eight (8) storey office building with ground floor retail, built over an existing surface parking lot on the west side of the property. The new office building will be physically connected to the historic factory building through a one-storey structure, resulting in the alteration of the factory's west elevation (Attachment No. 5). The office building will also be connected to the boiler house through a one-storey glass atrium extending east along Hanna Avenue (Attachment No. 7). The historic four-storey factory building is currently in use as commercial space, and includes retail and office tenants. Three new entrances are proposed for the east elevation of the factory, in place of previously altered openings and features to accommodate future retail tenants. Alterations to the Boiler House are limited at this stage, as a tenant has not been secured. Three openings on the east elevation are proposed to be re-glazed, and on the west side, a glass atrium will be constructed to enclose the space between the Boiler House and the new office building. A new Privately Owned Publicly accessible open Space (POPS) will be constructed immediately to the east of the boiler house.

A considerable amount of masonry conservation of the two heritage buildings on the site was undertaken in 2013, including restoration of the historic painted sign on the south elevation of the factory building.

Proposed alterations have been designed to minimize impact to the Factory Building and Boiler House, and include the following, as described in the Conservation Plan for 99 Atlantic Avenue (40 Hanna Avenue Factory Building & Boiler House) prepared by ERA Architects Inc. and revised to October 27, 2015:

- Construction of a new eight storey office building in the current parking lot;
- Modify select ground-level window and door openings on the east elevation of the Factory Building to accommodate new entrances and windows due to lowered grade and sidewalk improvements with new glazing as required;
- Partially infill some openings on the west side the Factory Building to accommodate new internal layouts with new brickwork to match the existing.

The owner agreed to enter into a Heritage Easement Agreement with the City to secure the long-term conservation of the property.

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 Heritage Register 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.

Policy 3.1.5.4 of the Official Plan states that "Properties on the Heritage Register will be conserved and maintained consistent with the Standards and Guidelines for the conservation of Historic Places in Canada".

Official Plan

The June 2015 consolidation of the Official Plan includes a revised and expanded set of heritage policies introduced through Official Plan Amendment No. 199, which was brought into force in May 2015 following a resolution of all appeals at the Ontario Municipal Board.

Policy 3.1.5.4 states that Properties on the Heritage Register will be "conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada". Policy 3.1.5.5 states that "Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City".

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. The document includes three different classes of conservation treatment- Preservation, Rehabilitation and Restoration. The project demonstrates a primary approach of rehabilitation, combined with significant restoration efforts. Rehabilitation is defined as the "sensitive adaptation of an historic place for continuing or compatible contemporary use, while protecting its heritage value". Restoration consists of

"accurately revealing the state of an historic place as it appeared at a particular period in history". As defined in the Standards and Guidelines, the primary conservation treatment of the project is rehabilitation of the factory building for continued use as a commercial building. Other aspects of the project, including the stabilization of the landmark chimney on the boiler house and masonry cleaning and repair fit the definition of restoration.

COMMENTS

HPS staff has considered the proposal in the context of the Provincial Policy Statement 2014, the updated City of Toronto Official Plan Policies, and the Standards and Guidelines for the Conservation of Historic Places in Canada.

The proposed new office building, with minimal physical connections to both the Factory Building and Boiler House, will allow the heritage buildings to retain their individual expression and three-dimensional form. The one-storey connection between the new office building and the west elevation of the Factory Building represents minimal intervention to the fabric of the building while the glazed atrium link to the Boiler House provides a transparent connection.

The proposed introduction of new entrances on the east elevation of the factory building will allow for its continued use by commercial tenants with minimal change to its character defining elements. The new privately owned public open space (POPS) situated at the corner of Liberty Street and Hanna Avenue preserves the property's contextual value.

The alterations to the property at 40 Hanna Avenue and the introduction of a new building on the site will allow for its continued use as a landmark property in the Liberty Village area.

CONCLUSION

The proposed alterations to the property at 40 Hanna Avenue, 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 2014, the City of Toronto Official Plan Policies, and

the Standards and Guidelines for the Conservation of Historic Places in Canada. Approval of the work proposed in the Conservation Plan and securing the work through a Heritage Easement Agreement and a letter of credit will contribute to the long-term viability of the Factory Complex as a significant landmark in the Liberty Village area.

CONTACT

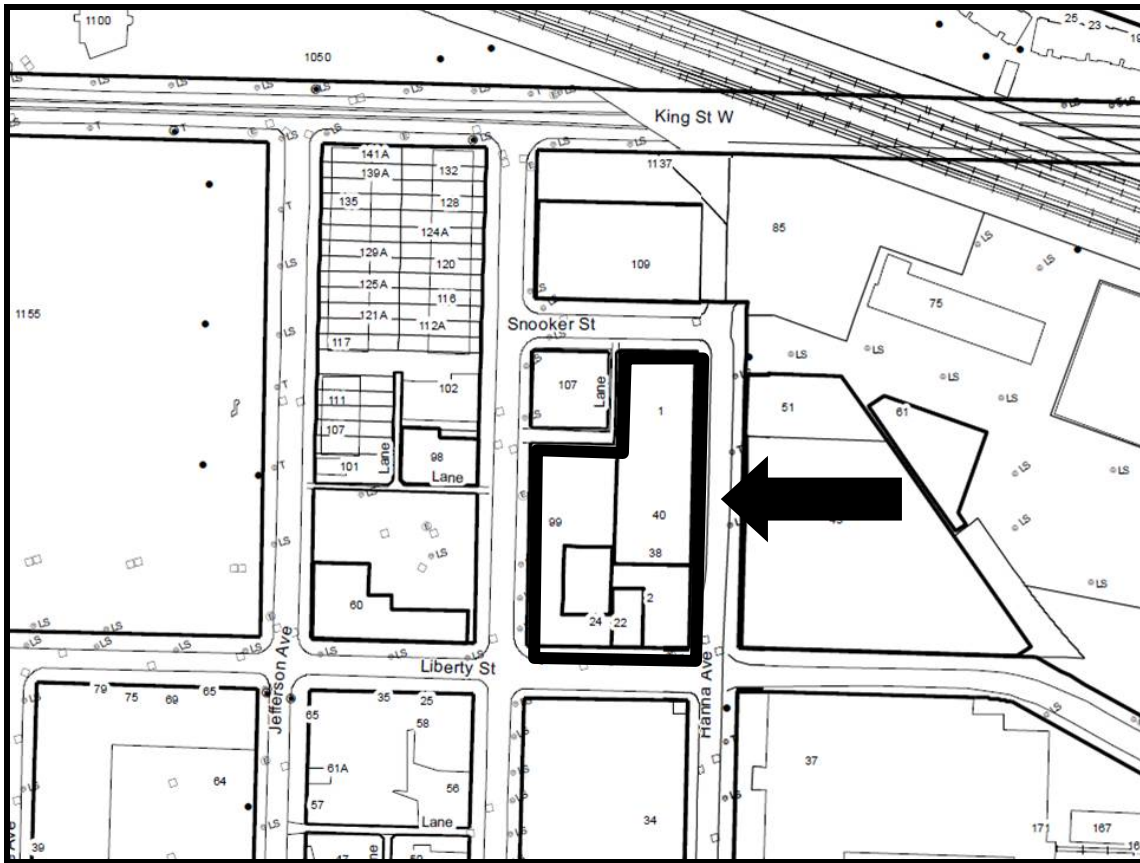
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SIGNATURE

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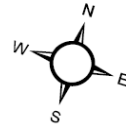
ATTACHMENTS

Attachment No. 1 - Location Map
Attachment No. 2 – Photograph – Existing North and East Elevations
Attachment No. 3 – Photograph – The Boiler House, Hanna Avenue & Liberty Street
Attachment No. 4 – Proposal Rendering
Attachment No. 5 – Existing & Proposed West Elevation
Attachment No. 6 – Existing & Proposed East Elevation
Attachment No. 7 – Proposed South Elevation



This location map is for information purposes only;
the exact boundaries of the property are not shown

The **arrow** marks the location of 450 Yonge Street.

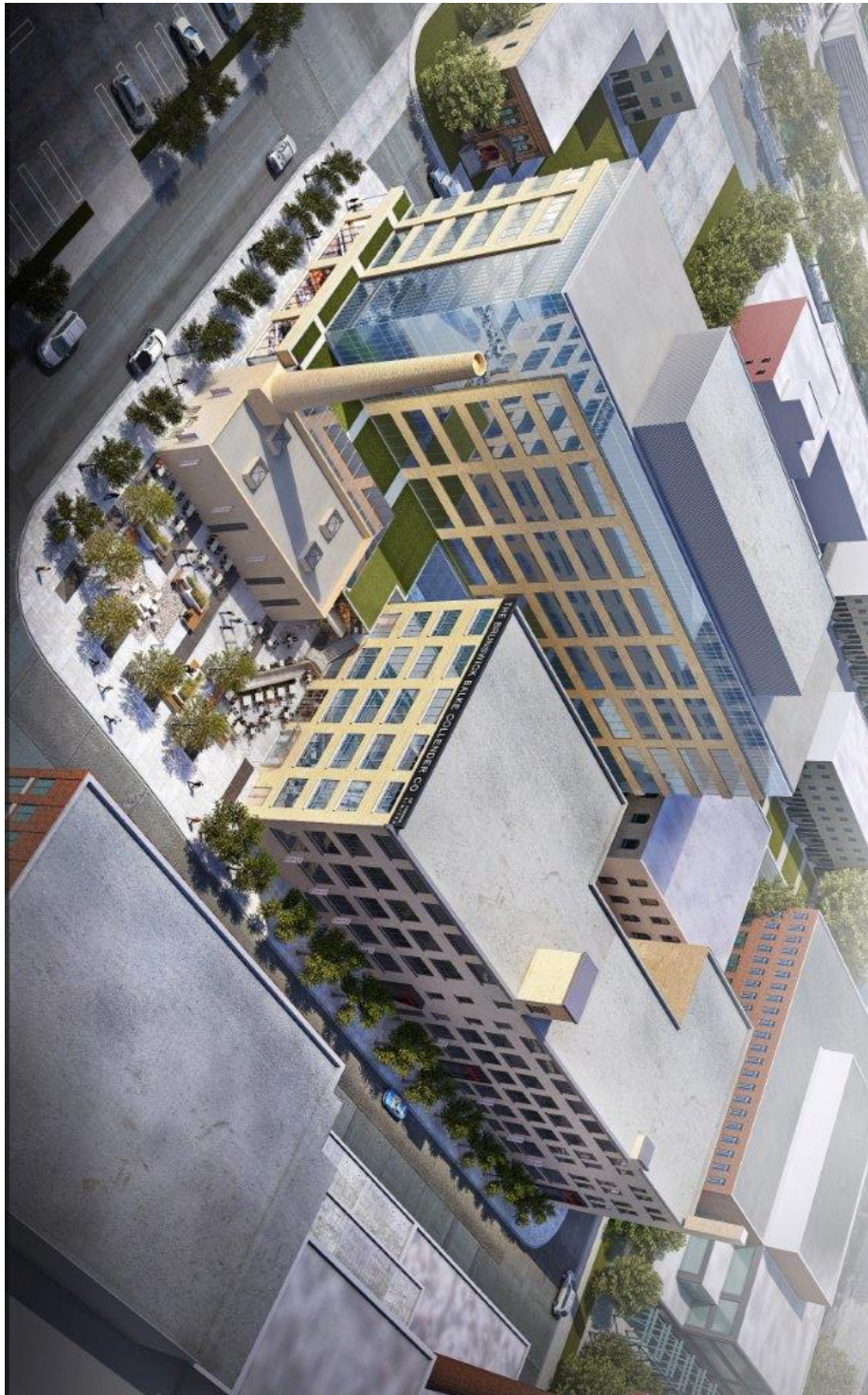


ATTACHMENT NO. 2
PHOTOGRAPH - EXISTING NORTH & EAST ELEVATIONS: 40 HANNA AVENUE



ATTACHMENT NO. 3
PHOTOGRAPH- THE BOILER HOUSE: 40 HANNA AVENUE

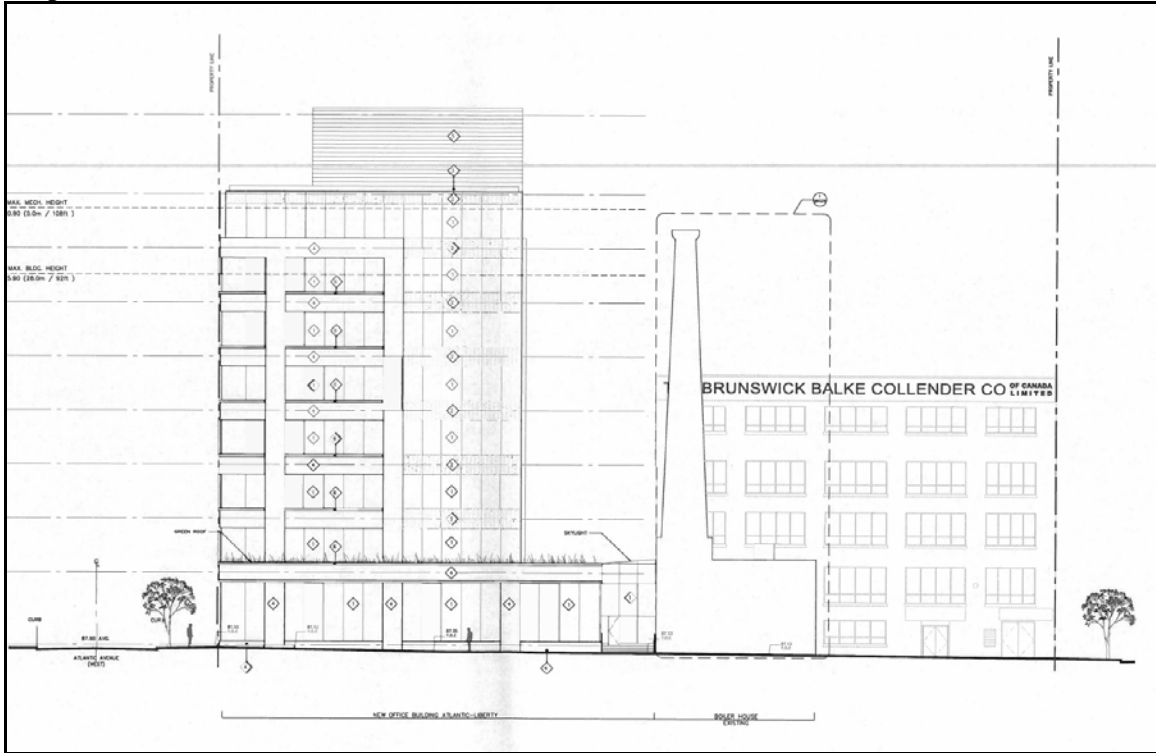




Source: WZMH Architects

PROPOSED SOUTH ELEVATION: 40 HANNA AVENUE

Proposed



Source: WZMH Architects