

Demolition and Reconstruction of a Designated Heritage Property - 484 Spadina Avenue (The Silver Dollar Room)

Date: February 9, 2017

To: Toronto Preservation Board

Toronto and East York Community Council

From: Chief Planner and Executive Director, City Planning Division

Wards: Ward 20 - Trinity Spadina

SUMMARY

This report recommends that City Council approve the demolition of the designated heritage property at 484 Spadina Avenue (The Silver Dollar Room) in accordance with Section 34 of the Ontario Heritage Act, and further that City Council endorse the conservation strategy as described for the property. This strategy includes the reconstruction of the Silver Dollar Room based on original design drawings as well as the reinstatement of heritage attributes of the Silver Dollar Room as determined through a settlement agreement adopted by City Council at its meeting on May 5, 2015 following an OMB appeal of the Zoning By-law Amendment Application and Site Plan Application for the mixed use development on the subject property.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning Division, recommends that:

1. City Council approve the request to demolish the heritage property at 484 Spadina Avenue in accordance with Section 34 of the Ontario Heritage Act, to allow for the construction of a 15-storey mixed use building that includes the reconstruction of the Silver Dollar Room, including the conservation and commemoration of heritage attributes of the Silver Dollar Room as set out in the terms of the decision issued by the Ontario Municipal Board on May 27, 2015, substantially in accordance with plans and drawings dated October 21, 2016, prepared by Kirkor Architects + Planners, and on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment & Conservation Strategy (HIA), prepared by Goldsmith Borgal & Company Ltd., dated January 24, 2017 (final revised submission), on file with the Senior Manager, Heritage Preservation Services, all subject to and in accordance with a Conservation / Reconstruction Plan satisfactory to the Senior Manager, Heritage Preservation Services and the following additional conditions:

a. The related zoning by-law amendment giving rise to the proposed demolition shall be in full force and affect, in a form and with content acceptable to City Council, as determined by the Chief Planner and Executive Director, City Planning Division, in consultation with the Senior Manager, Heritage Preservation Services;

b. That prior to any Ontario Municipal Board Order issuing in connection with the Zoning By-law Amendment and Site Plan Approval Application appeal:

1. The City's Notice of Approval Conditions for the Site Plan Control application shall be finalized and any pre-approval conditions satisfied;

2. The owner shall enter into and register on the property at 484 Spadina Avenue one or more agreements pursuant to Section 37 of the Planning Act to the satisfaction of the City Solicitor;

3. The owner shall provide a Conservation / Reconstruction Plan, prepared by a qualified heritage consultant, that is consistent with the Heritage Impact Assessment & Conservation Strategy for the heritage property located at 484 Spadina Avenue prepared by Goldsmith Borgal & Company Ltd., dated January 24, 2017 (final revised submission), to the satisfaction of the Senior Manager, Heritage Preservation Services;

4. The owner shall provide an Interpretation / Commemoration Plan for the subject property, to the satisfaction of the Senior Manager, Heritage Preservation Services and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Preservation Services.

c. That prior to the issuance of any permit for all or any part of the heritage designated property located at 484 Spadina Avenue, including a heritage permit, a building permit, or a permit related to the demolition, shoring and excavation of the subject property the owner shall:

1. Provide full building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation / Reconstruction Plan required in Recommendation 1.b.3 in the report of February 9, 2017 from the Chief Planner and Executive Director, City Planning Division, including a description of the materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Preservation Services.

2. Provide a Letter of Credit, including provision 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 / Reconstruction Plan and Interpretation / Commemoration Plan.

3. Provide full documentation of the existing heritage property at 484 Spadina Avenue, including two (2) printed sets of archival quality 8" x 10" colour photographs with borders in a glossy or semi-gloss finish and one (1) digital set on a CD in tiff format keyed to a location map, elevations and measured drawings as may be available, copies of all interior floor plans and original drawings as may be available, to the satisfaction of the Senior Manager, Heritage Preservation Services.

d. That prior to the release of the Letter of Credit required in Recommendation 1.c.2. in the Report of February 9, 2017 from the Chief Planner and Executive Director, City Planning Division, the owner shall:

1. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required conservation and reconstruction work and interpretive work has been completed in accordance with the Conservation / Reconstruction Plan and the Interpretation / Commemoration Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Preservation Services.

2. City Council pass a by-law to repeal the designation by-law for the property at 484 Spadina Avenue upon the demolition of the heritage building and remove the property from the Heritage Register in accordance with Section 34.3 of the Ontario Heritage Act.

FINANCIAL IMPACT

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

DECISION HISTORY

The property located at 484 Spadina Avenue is designated under Part IV, Section 29 of the Ontario Heritage Act with the passing of By-law No. 57-2015. The Reasons for Designation are set out in Schedule "A" of this by-law.

<http://www.toronto.ca/legdocs/bylaws/2015/law0057.pdf>

An application to amend Zoning By-law No. 438-86 was received in 2013 to allow for the re-development of the subject property by constructing a 22-storey mixed used building containing 202 residential units and approximately 1600 square metres of commercial space. The zoning by-law amendment application and the site plan application were appealed to the Ontario Municipal Board (OMB). A hearing was subsequently held on November 24 - December 6, 2014. The Board having heard the full breadth of the evidence and submissions encouraged the parties to consider potential settlement discussions. The parties reached a settlement and City Council by resolution at a meeting on May 6-7, 2015 authorized the City Solicitor to present the terms of the settlement to the Board.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CC6.8>

An oral decision of the matter was delivered by the Board on May 8, 2015, a memorandum of which was issued in writing on May 27, 2015. The Board allowed the appeal of the zoning by-law amendment in part but withheld its Order pending completion of matters as set out in the memorandum. These include the owner entering into a Section 37 Agreement with the City of Toronto to the satisfaction of the City Solicitor in order to secure the heritage planning matters reflected in the City Council resolution of May 6 and 7, 2015.

<http://www.omb.gov.on.ca/e-decisions/pl131176-may-27-2015.pdf>

Heritage Preservation Services issued a Notice of Receipt on February 9, 2017 in response to an application from the owner to demolish the designated heritage property at 484 Spadina Avenue under the provisions of the Ontario Heritage Act. In accordance with s.34 of the Ontario Heritage Act, within 90 days after the notice of receipt is served on the applicant, City Council, after consultation with its municipal heritage committee (Toronto Preservation Board), may consent to the application; consent to the application subject to such terms and conditions as may be specified by Council; or refuse the application. If Council fails to notify the owner within 90 days after the notice of receipt is served on the applicant, Council shall be deemed to have consented to the application.

ISSUE BACKGROUND

Provincial Policy Statement and the Planning Act

The Planning Act and associated Provincial Policy Statement guide development in the Province. Under the Planning Act, section 2 (d) the "conservation of features of significant architectural, cultural, historical, archaeological or scientific interest" is a matter of Provincial interest. The Provincial Policy Statement is issued under 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, 2014 (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.

Policy 2.6.1 of the PPS reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved".

The Growth Plan for the Greater Golden Horseshoe (the "Growth Plan") was prepared under the Places to Grow Act, 2005 and is a growth management framework for the Golden Horseshoe region. Under policy 4.2.4, the Growth Plan requires that Municipalities develop official plan policies in support of conservation objectives including cultural heritage conservation to foster a "culture of conservation".

Ontario Heritage Act

Under section 34 the Ontario Heritage Act states that no owner of property designated under section 29 shall demolish or remove a building or structure on the property or permit the demolition or removal of a building or structure on the property unless the owner applies to the council of the municipality in which the property is situated and receives consent in writing to the demolition.

Official Plan

Section 3.1.5 of the Official Plan contains the heritage conservation policies of the Official Plan. The following policies have been considered carefully in the context of this development application:

Policy 3.1.5.5 - 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.

Policy 3.1.5.6 - The adaptive re-use of properties on the Heritage Register is encouraged provided that it is consistent with the Standards & Guidelines.

Policy 3.1.5.26 - New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it.

Policy 3.1.5.27 - Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on Heritage Register properties is desirable and encouraged. The retention of facades alone is discouraged.

Demolition is defined in Section 3.1.5 of the Official Plan as the complete destruction of a heritage structure and property from its site, including the disassembly of structures and properties on the Heritage Register for the purpose of reassembly at a later date.

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 (the "Standards & Guidelines") as the official document guiding the planning, stewardship and conservation approach for all listed and designated heritage resources within the City of Toronto. The Standards & Guidelines describes a conservation decision making process, three primary conservation treatments and a set of fundamental standards and guidelines for making decisions. The proposed conservation strategy for the subject property includes both restoration and rehabilitation treatments as defined in the Standards and Guidelines.

Description of Heritage Property

The property at 484 Spadina Avenue (the Silver Dollar Room) (1957-8) is located on the west side of Spadina Avenue just north of College Street (Attachment No.1). It is a one-and-a-half storey structure built as an addition to the three-and-a-half storey Waverly Hotel (1916-17).

The Silver Dollar Room meets the criteria for municipal designation prescribed by the Province of Ontario under the two categories of associative and contextual value. The Silver Dollar Room has associative value being historically associated with the development and growth of music in Toronto, particularly the genres of jazz, blues, rock and bluegrass from the 1950s to the present day.

The Silver Dollar Room has contextual value as a landmark in Toronto by virtue of it being a well-known, long-standing destination for live music with an international reputation. Since 1958 the Silver Dollar Room has made an important contribution to Toronto's musical culture along with other venues on Spadina Avenue such as Grossman's Tavern, the El Mocambo, and just east of Spadina on Queen Street West, the Horseshoe Tavern.

The heritage attributes on the exterior of the Silver Dollar Room as set out in Designation By-law No. 57-2015 are (Attachment No. 4):

- The location of the building at 484 Spadina Avenue facing Spadina Avenue just north of College Street
- The scale, form and massing of the building
- The flat roof
- On the east façade the large circular lit sign with the words "The Silver Dollar Room"
- The original location of the entrance at the left hand side of the façade

The heritage attributes on the interior of the Silver Dollar Room are:

- The open volume of the performance and bar space at the east end of the building including the bar, the stage and the terrazzo floor with raised areas

Proposed Application / Settlement Agreement

Through the negotiated settlement key revisions to the proposed rezoning application include the conservation of heritage attributes within a reconstruction of the Silver Dollar Room to the satisfaction of the Senior Manager, Heritage Preservation Services as part of the construction of the new commercial space at the northeast corner of the ground floor of the 15 storey mixed use development. These are to be secured in a s.37 Agreement entered into by the owner with the City and detailed in both a Conservation / Reconstruction Plan and an Interpretation / Commemoration Plan.

COMMENTS

Conservation of Exterior Attributes

Conservation of the cultural heritage value of the Silver Dollar Room has been carefully considered by staff in the context of the defined associative and contextual value of the heritage resource. As the primary Spadina Avenue elevation has been significantly altered over the years, the architectural value of the resource fails to qualify as a criteria for designation. The physical attributes of the exterior are limited to its precise location on Spadina Avenue; its scale form and massing; flat roof; and the original lit sign and entrance.

The proposed development reconstructs the essential exterior attributes of the Silver Dollar Room. The east elevation of the proposed development incorporates a 3 metre stepback above the ground floor commercial space at the northeast corner where the Silver Dollar Room will be reconstructed in its current location. The north elevation above the ground floor steps back 1.2 metres for the length of the existing Silver Dollar Room to further interpret through the built form of the new construction, the original scale, form and massing of the heritage property.

The entrance location to the Silver Dollar Room will remain the same. The sign will be removed to an off-site facility and restored to its 1960's appearance. Staff will continue to work with the applicant in the development of a detailed conservation plan for the Spadina Avenue elevation that carefully reconstructs the materials and design as illustrated on original architectural drawings.

Conservation of Interior Attributes

On the interior the heritage attributes of the Silver Dollar Room are the open volume of the performance and bar space including the bar, the stage and the terrazzo floor with raised areas. The coved ceiling and original ceiling height of the Silver Dollar Room are important features that help define the volume of the performance and bar space). The interior dimensions and configuration of the original Silver Dollar Room have been closely replicated in the new ground floor entertainment space (Attachment No.3).

In the context of the major redevelopment of this property, temporary removal of the interior attributes off-site is essential to their conservation. The painted murals will be carefully removed in as large pieces as possible, using methods specific to their material composition (glass vs plaster), size (vertical panels) and method of attachment. They will be restored off-site and reinstated on the new interior space to replicate their existing location and spatial arrangement.

The bar will be preserved with minimal intervention to the millwork. Original fabric will be reupholstered with material to match the original as closely as possible. Missing wood moulding will be replaced. The bar and the stainless steel footrest (to be cleaned) will be reinstated in their original location.

The existing flooring in the Silver Dollar Room is terrazzo. A conservation strategy is proposed that will allow for the reuse of the majority of the existing terrazzo, excluding the perimeter of the space.

The existing wood stage will be dismantled, cleaned, repainted and reinstalled. In addition, the original ceiling height including the overall layout (cove ceiling) will be recreated to conserve the volume of the interior performance space.

CONCLUSION

Heritage Preservation Services staff has carefully reviewed the proposed development and has worked closely with Planning staff and the applicant to achieve a conservation strategy that conveys the cultural heritage value of the Silver Dollar Room for its important contribution to Toronto's music culture as a long-standing destination for live music on Spadina Avenue. Staff are confident that by conserving the essential physical features of the Silver Dollar Room and by their careful reinstatement on its original property, the cultural heritage value of this resource will be conserved.

CONTACT

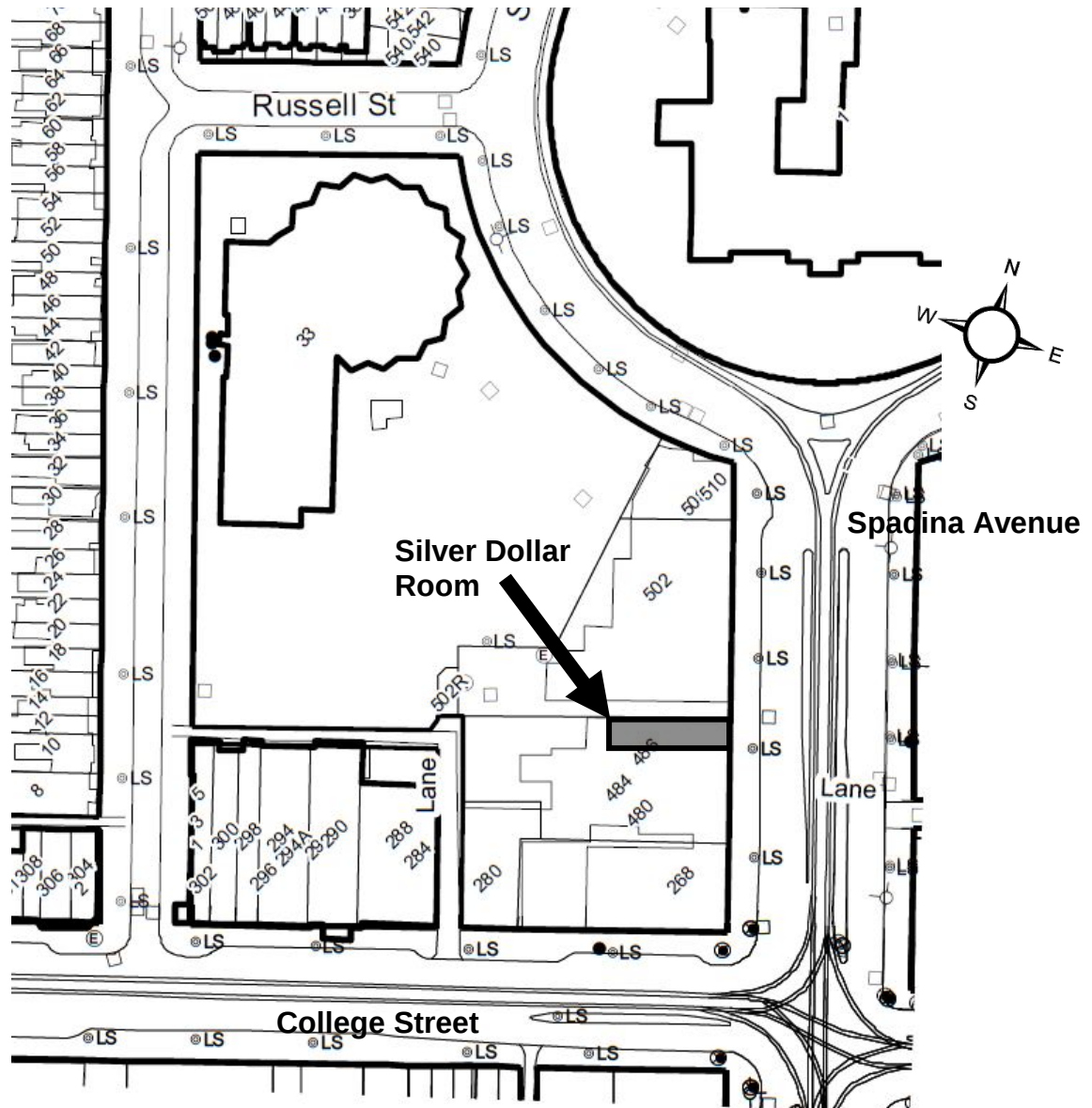
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SIGNATURE

Jennifer Keesmaat, MES, MCIP, RPP
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment No. 1 – Location Plan
Attachment No. 2 – Photographs
Attachment No. 3 – Proposal Drawings
Attachment No. 4 - Statement of Significance



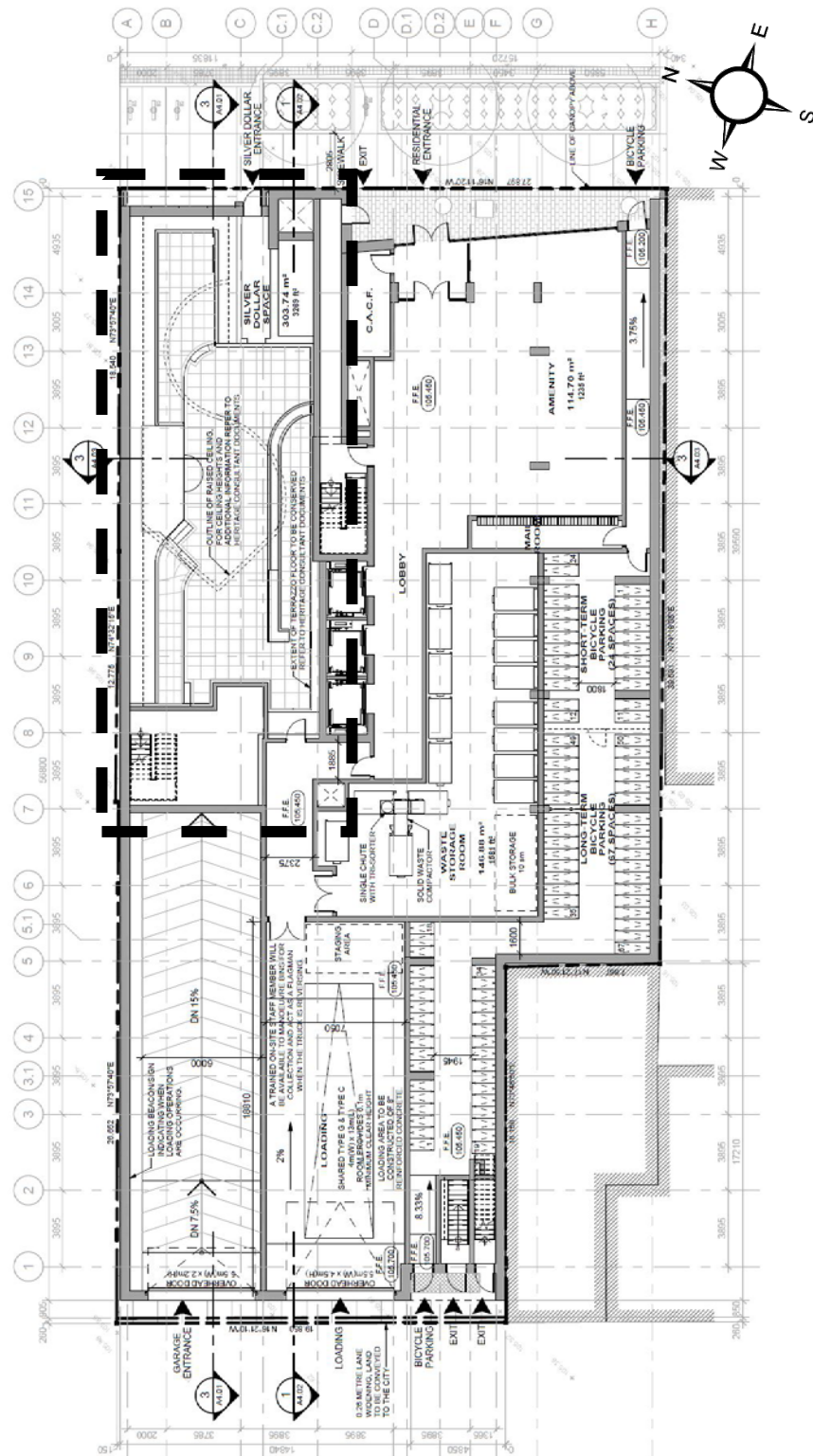
This location map is for information purposes only; The exact boundaries of the property are not shown. The arrow marks the location of the Silver Dollar Room within the property at 484 Spadina Avenue.



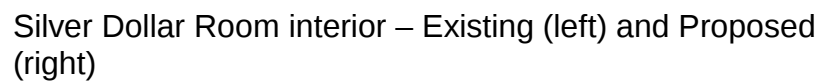
Principal (east) façades of 484 Spadina Avenue, the Waverley Hotel and the Silver Dollar Room (Heritage Preservation Services, February 2014)

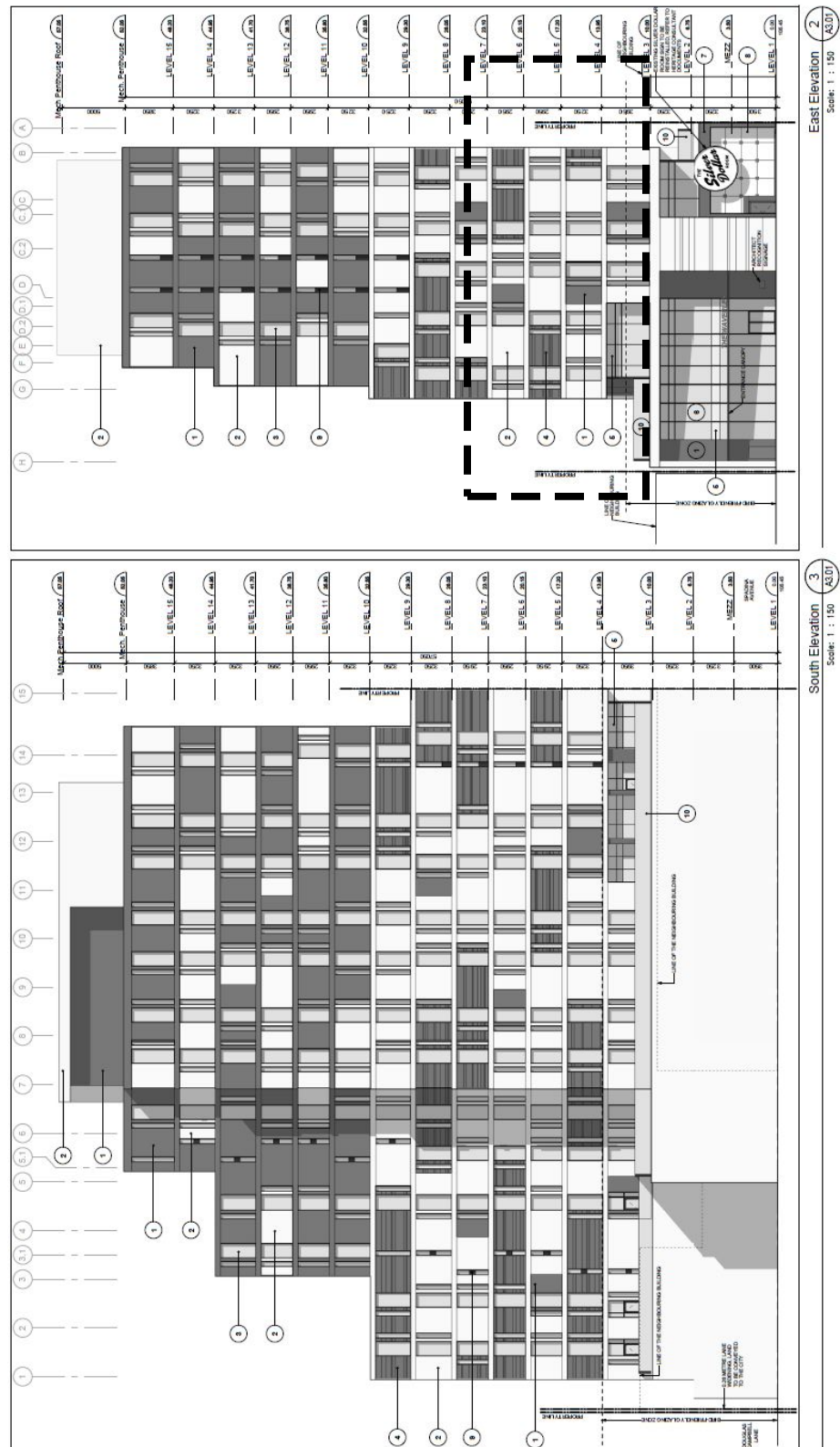


Principal (east) façades of 484 Spadina Avenue, the Waverley Hotel and the Silver Dollar Room (Heritage Preservation Services, February 2014)

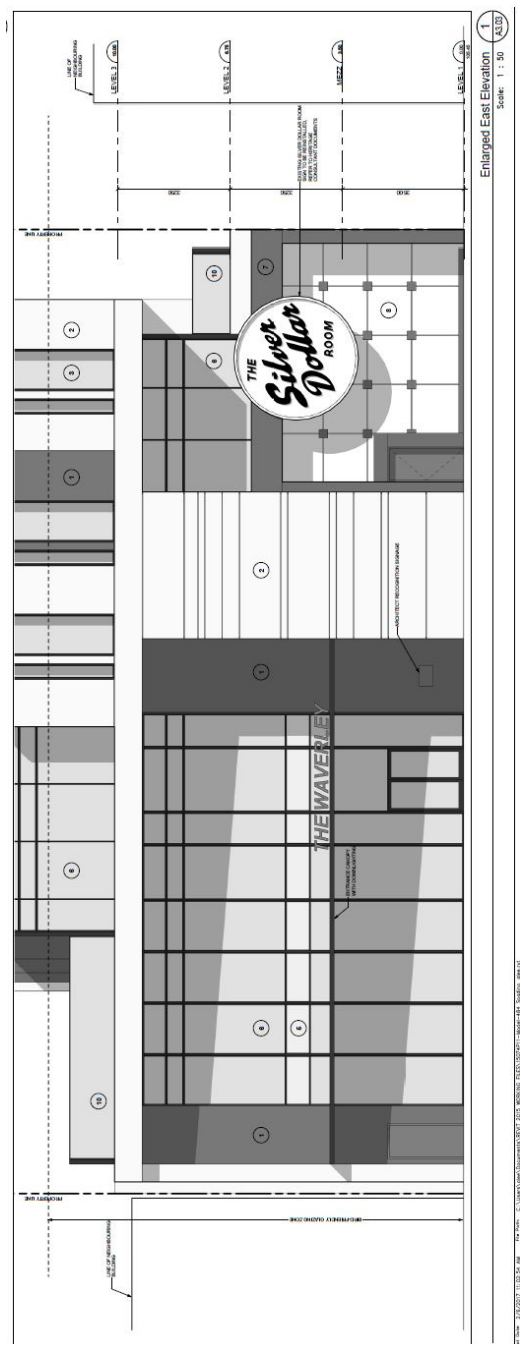


Ground Floor Plan
(Refer to larger scale plan on following page)





East Elevation (top) South Elevation (bottom)
(Refer to larger scale partial elevation on following page)



Partial East Elevation of Lower Floors

SILVER DOLLAR ROOM

Description

The property at 484 Spadina Avenue (the Silver Dollar Room) 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 two categories of associative and contextual values. The Silver Dollar Room (1957-8) is located on the west side of Spadina Avenue just north of College Street. It is one-and-a-half stories and was built as an addition to the three-and-a-half storey Waverley Hotel (1916-1917).

Statement of Cultural Heritage Value

The Silver Dollar Room has associative value as it is historically associated with the development and growth of music in Toronto, particularly the genres of jazz, blues, rock and bluegrass, from the 1950s through to the present day. One of its most significant roles has been as an incubator for musical talent. From the 1960s onwards it has, often functioned as a workshop for new and sometimes struggling musicians, both local and transient, to sit-in with more-established musicians, to develop their music and to build up a following. Furthermore the Silver Dollar's international reputation allowed local bands to be booked internationally. Musicians associated with the Silver Dollar Room include John T. Davis, Tommy Okie and Jim Heineman, Grammy award winner, Bobby "Blue" Bland, Juno-award winners Fathead and the Downchild Blues Band, the Deadly Snakes and Death from Above 1979, Blue Rodeo bassist Bazil Donovan and the Foggy Hogtown Boys. The Silver Dollar was featured in a video by Juno-award winner Jeff Healey and in live recordings by Fathead and Curley Bridges.

The Silver Dollar Room has contextual value as a landmark in Toronto by virtue of it being a well-known, long-standing destination for live music with an international reputation. Since 1958 the Silver Dollar Room has made an important contribution to Toronto's musical culture along with other venues on Spadina Avenue such as Grossman's Tavern, the El Mocambo and just east of Spadina on Queen Street West, the Horseshoe Tavern. It is important as it maintains this particular aspect of the cultural character of Spadina Avenue. The Silver Dollar Room is therefore historically, physically, functionally and, with its large circular sign, visually related to its surroundings.

REASONS FOR DESIGNATION– 484 SPADINA AVENUE (STATEMENT OF SIGNIFICANCE)

Heritage Attributes

The heritage attributes on the exterior of The Silver Dollar Room are:

- The location of the building at 484 Spadina Avenue facing Spadina Avenue just north of College Street
- The scale, form and massing of the building
- The flat roof
- On the east façade the large circular lit sign with the words "the Silver Dollar Room"
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The heritage attributes on the interior of the Silver Dollar Room are:

- The open volume of the performance and bar space at the east end of the building including the bar, the stage and the terrazzo floor with raised areas