

Alterations to a Designated Heritage Property and Authority to Enter into a Heritage Easement Agreement - 260 High Park Avenue

Date: April 21, 2017
To: Toronto Preservation Board
Etobicoke York Community Council
From: Chief Planner and Executive Director, City Planning Division
Wards: 13 - Parkdale - High Park

SUMMARY

This report recommends that City Council approve the proposed alterations to the property at 260 High Park Avenue and give authority to enter into a Heritage Easement Agreement with the property owner. The applicant has submitted Zoning By-Law Amendment and Site Plan applications to the City for the rehabilitation and adaptive re-use of the existing property and the construction of a new addition.

RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage property at 260 High Park Avenue, in accordance with Section 33 of the Ontario Heritage Act, to allow for the construction of a new addition and alterations to the existing heritage building on the lands known municipally in the year 2017 as 260 High Park Avenue, with such alterations substantially in accordance with plans and drawings dated April 20, 2017, prepared by Turner Fleischer Architects Inc., date-stamped received by the City Planning Division April 21, 2017, and on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated March 2, 2017, date-stamped received by the City Planning Division March 6, 2017, in conjunction with the Heritage Impact Assessment addendum, prepared by ERA Architects Inc., dated April 21, 2017, date-stamped received by the City Planning Division April 21, 2017, and on file with the Senior Manager, Heritage Preservation Services, all subject to and in accordance with a Conservation Plan satisfactory to the Senior Manager, Heritage Preservation Services and subject to the following additional conditions:

- a. That the related site-specific Zoning By-law Amendment giving rise to the proposed alterations has been enacted by City Council and has come into full force and effect in a form and with content acceptable to City Council, as

determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Preservation Services.

b. That prior to the introduction of the bills for such Zoning By-law Amendment by City Council, the owner shall:

1. Enter into a Heritage Easement Agreement with the City for the property at 260 High Park Avenue in accordance with plans and drawings dated April 20, 2017, prepared by Turner Fleischer Architects Inc., date-stamped received by the City Planning Division April 21, 2017, and on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated March 2, 2017, date-stamped received by the City Planning Division March 6, 2017, in conjunction with the Heritage Impact Assessment addendum, prepared by ERA Architects Inc., dated April 21, 2017, date-stamped received by the City Planning Division April 21, 2017, and on file with the Senior Manager, Heritage Preservation Services, and in accordance with the Conservation Plan required in Recommendation 1.b.2 below to the satisfaction of the Senior Manager, Heritage Preservation Services, including registration of such agreement to the satisfaction of the City Solicitor;

2. 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 260 High Park Avenue prepared by ERA Architects Inc., dated March 2, 2017 and the Heritage Impact Assessment addendum, dated April 21, 2017, to the satisfaction of the Senior Manager, Heritage Preservation Services;

c. That prior to final Site Plan approval for the proposed Zoning By-law Amendment by City Council for the property located at 260 High Park Avenue, the owner shall:

1. Provide final site plan drawings including drawings related to the approved Conservation Plan required in Recommendation 1.b.2 above to the satisfaction of the Senior Manager, Heritage Preservation Services;

2. The related Zoning By-law amendments giving rise to the proposed alterations shall be in full force and effect in a form and with content acceptable to the City Council, as determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Preservation Services;

3. Provide a Lighting Plan that describes how the heritage property will be sensitively illuminated to enhance its heritage character 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;

4. Provide a detailed landscape plan for the subject property, satisfactory to the Senior Manager, Heritage Preservation Services;

5. Provide an Interpretation 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;

d. That prior to the issuance of any permit for all or any part of the property at 260 High Park 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:

1. The related Zoning By-law amendments giving rise to the proposed alterations shall be in full force and effect in a form and with content acceptable to the City Council, as determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Preservation Services;

2. Provide full building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 1.b.2 above including a description of 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;

3. Provide a Letter of Credit, including provision for upwards 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;

e. That prior to the release of the Letter of Credit required in Recommendation 1.d.3 in the report dated April 21, 2017 from the Chief Planner and Executive Director, City Planning, the owner shall:

1. Have obtained final Site Plan approval for such property, issued by the Chief Planner and Executive Director, City Planning;

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

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

2. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of 260 High Park Avenue in a form and content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

3. City Council authorize the City Solicitor to introduce the necessary bill in Council authorizing the entering into a heritage easement agreement for the property at 260 High Park Avenue.

FINANCIAL IMPACT

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

DECISION HISTORY

The property at 260 High Park Avenue was listed on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) in 1990, and was designated under Part IV of the Ontario Heritage Act by City Council on June 7, 2016.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EY14.2>

This designation was appealed to the Conservation Review Board by the owner of 260 High Park Avenue. A pre-hearing conference is scheduled for August 28, 2017.

BACKGROUND

Development Proposal

The property at 260 High Park Avenue contains a church building completed in 1908 as High Park Avenue Methodist Church, first renamed in 1925 as High Park Avenue United Church, and again in 1970 as High Park Alhambra United Church. Attached to the west end of the church, the Sunday School building was completed in 1925 and is an identified heritage attribute.

Proposed alterations to the existing heritage property include the removal of all but the north elevation and a portion of the west elevation of the Sunday School Building, alterations to the existing church entrances and doors, alterations to existing windows, and the introduction of new windows, skylights and balconies.

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 include the provincial interest 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

The revised heritage policies in the City of Toronto Official Plan provide the policy framework for heritage conservation in the City. The following Official Plan policies apply to the proposed alterations:

3.1.5.4: "Properties on the Heritage Register will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and as adopted by Council."

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, prior to work commencing on the property and to the satisfaction of the City."

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 characters of that property and to mitigate visual and physical impact on it."

3.1.5.28: "The owner of a designated heritage property will be encouraged to enter into a Heritage Easement Agreement where the City considers additional protection beyond designation desirable due to the location, proposed alteration, and/or the nature of that property."

Standards and Guidelines for the Conservation of Historic Places in Canada

At its meeting of March 3, 4 and 5, 2008, 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 properties on the Heritage Register. The General Standards for Preservation, Rehabilitation and Restoration as well as the Additional Standards for Rehabilitation apply to the alterations proposed under this application.

<http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

COMMENTS

Proposed Alterations to the Church Building

Alterations to the roof of the existing church building include new skylights on the north and south gables of the roof. Additionally, two shed-roofed balconies are proposed on either side of the existing stained glass window on both the north and south elevations of the church building. These balconies will be inset into existing roof, with the roof acting as a balcony guard, to limit their visibility from grade and further reduce visual impacts.

The existing stained glass window on the east elevation of the church building will be restored and maintained with no alterations to the existing window tracery or stained glass. On the north and south elevations, portions of the existing stained glass will be retained and new clear glazing will be inserted within the existing window tracery. This will allow the applicant to meet minimum vision glass standards for interior residential units while maintaining the integrity of the existing window tracery. Where proposed interior floor levels intersect the existing stained glass windows, a spandrel panel will be introduced behind the glazing to mitigate the visual impact of this intersection. Existing windows on the ground floor will be altered to provide light and visibility to grade-level units.

The north and east tower entrances on the existing building will be modified to create front yard spaces for interior units. The existing staircase shells will be restored and retained in place with plantings across the openings to provide terraces and to delineate the area as a private space. A new glazing system will be introduced into the lowered door openings.

Proposed Alterations to the Sunday School Building

The north elevation and the first bay of the west elevation of the Sunday School building will be retained. A new addition will be constructed behind the front elevation, set back 3.05m from the north elevation and 2.5m from the west elevation. Outdoor amenity space will be located on the roof of the addition behind the Sunday School building and beneath the existing parapet to reduce visual impacts from the street. The existing window openings on the Sunday School will be retained with the exception of alterations to lower the existing windows on the frontispiece between the Sunday School and church building on the north elevation. The existing window frames on the Sunday School Building will be repaired and restored and new clear glazing will be inserted with leaded grid mullions to match the existing division pattern. Basement window openings on the north elevation of the Sunday School that are currently bricked-in will be reinstated and new windows will be installed. The existing entrance door to the Sunday School will also be restored.

Proposed Addition

The proposed addition will extend behind the Sunday School Building and wrap around to the south of the existing property. The south portion of the addition will be set back from the existing church building to the north by 12.10 m which will serve as a courtyard

and walkway to the proposed residential units. The east elevation of the new addition is set back behind the east wall of the existing church building, and the massing will allow the landmark tower feature of the church to retain its prominence on the property. The new addition will be clad primarily in brick that is compatible with but legible from the existing red brick of the church and Sunday School building, with some glazing and spandrel panels.

CONCLUSION

Staff are supportive of the applicant's efforts to conserve this heritage property and find that, in the context of the retention of significant heritage attributes of the property and proposed restoration work, the proposed alterations to 260 High Park Avenue will not have a negative impact on the identified heritage attributes and heritage character of this property.

CONTACT

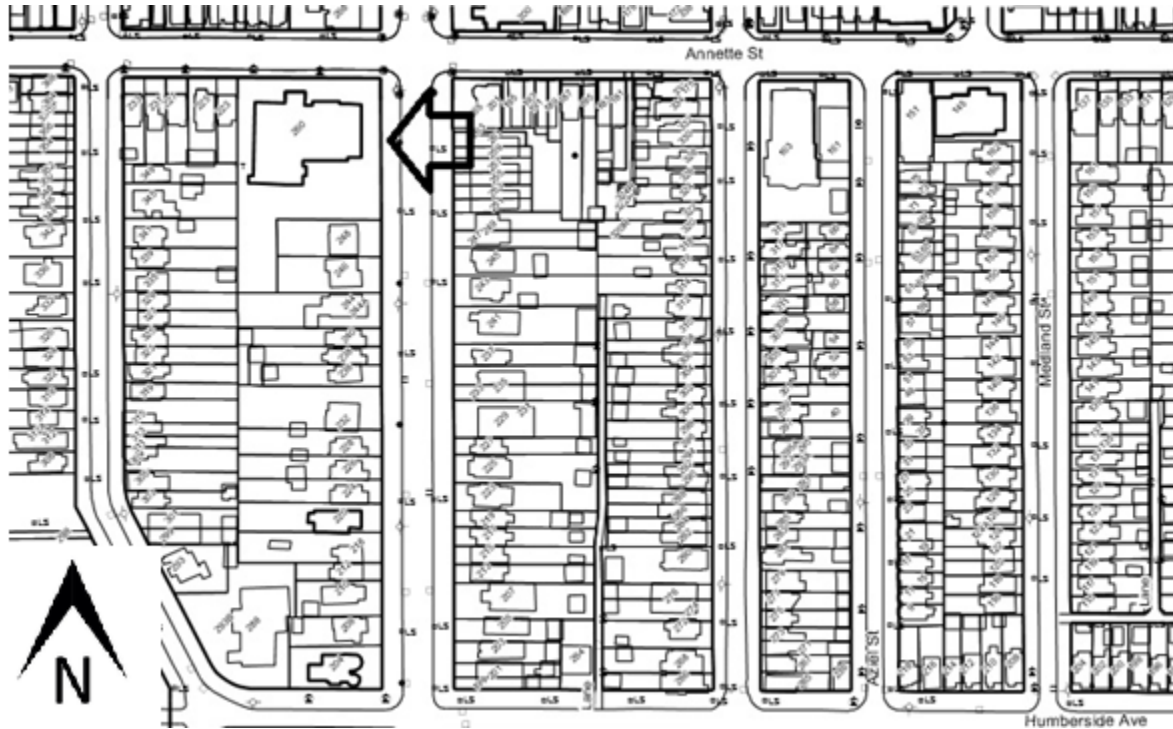
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SIGNATURE

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

ATTACHMENTS

Attachment 1: Location Map - 260 High Park Avenue
Attachment 2: Photographs - 260 High Park Avenue
Attachment 3: Proposed Site Plan - 260 High Park Avenue
Attachment 4: Proposed Plans - 260 High Park Avenue
Attachment 5: Proposed Elevations - 260 High Park Avenue
Attachment 6: Proposed Rendering - 260 High Park Avenue
Attachment 7: Reasons for Designation - 260 High Park Avenue



The arrow marks the location of the property at 260 High Park Avenue. This location map is for information purposes only. The exact boundaries of the property are not shown.



Partial South Elevation - 260 High Park Avenue



South and East Elevations - 260 High Park Avenue

PHOTOGRAPHS: 260 High Park Avenue



East Elevation - 260 High Park Avenue

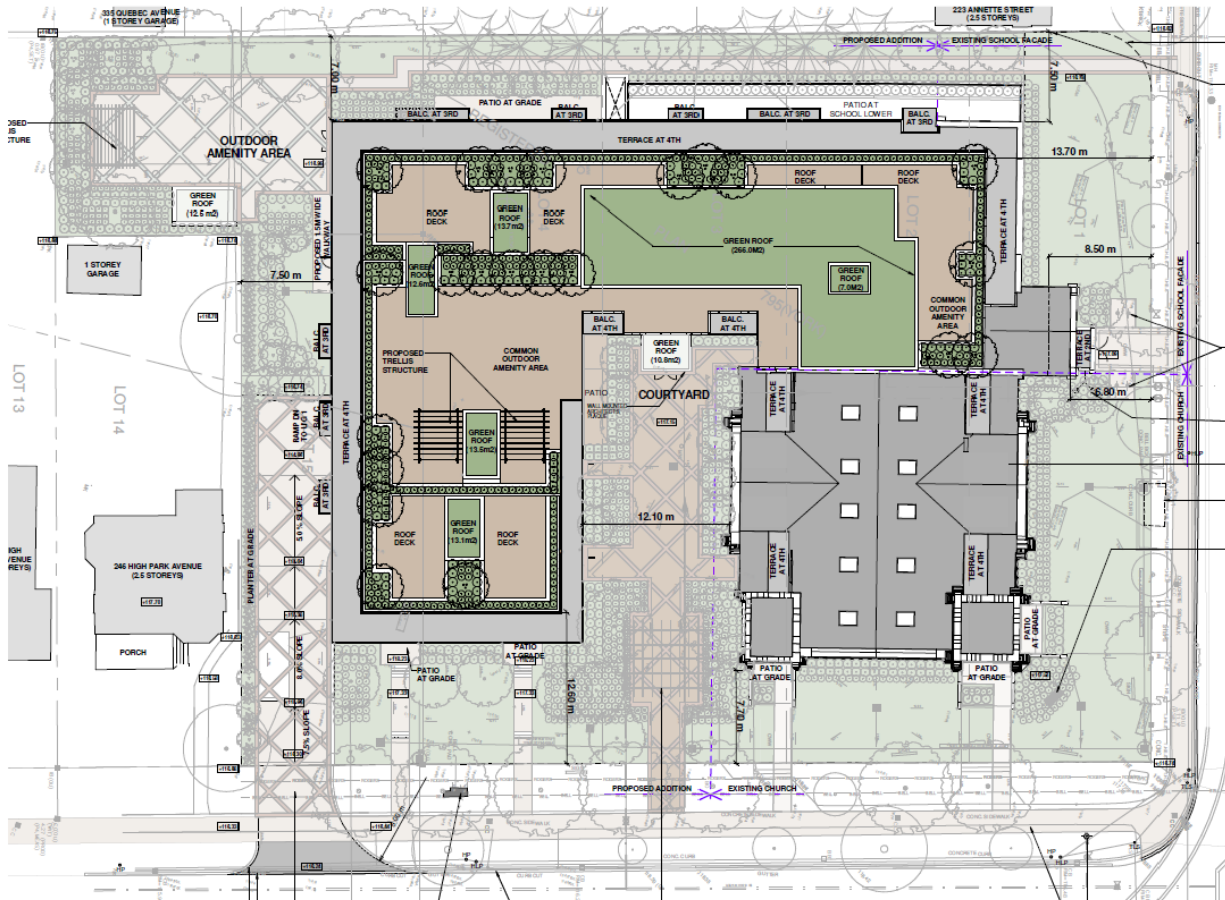


North Elevation - 260 High Park Avenue

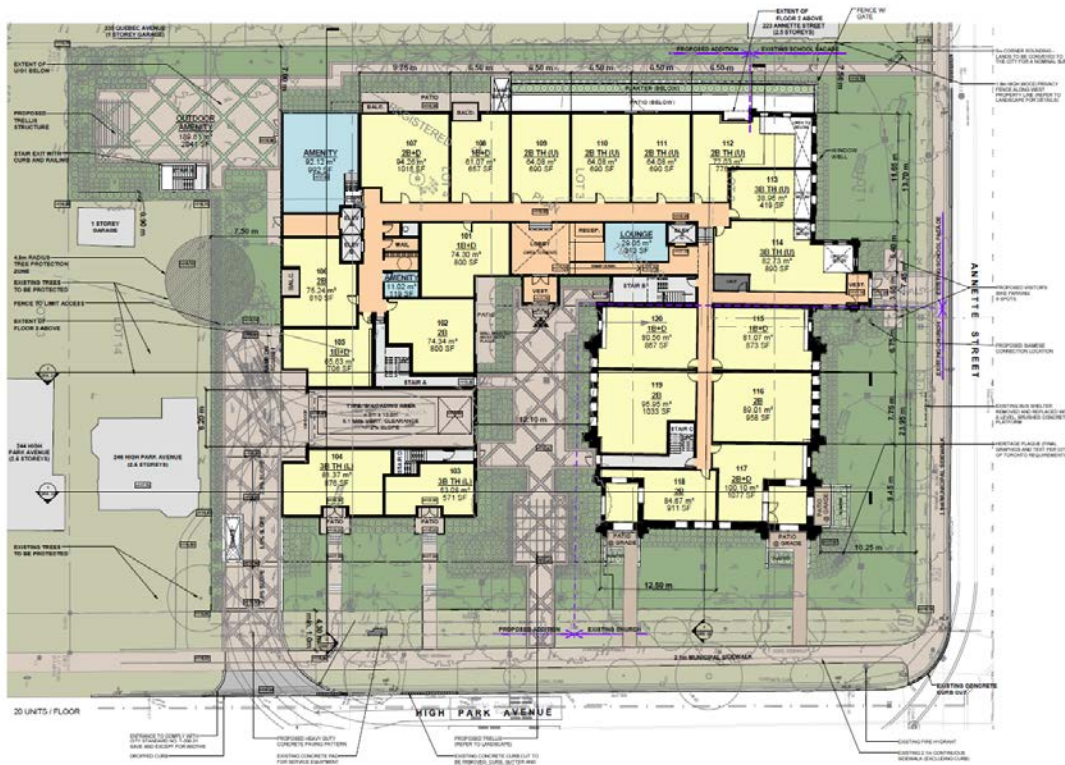
PHOTOGRAPHS: 260 High Park Avenue



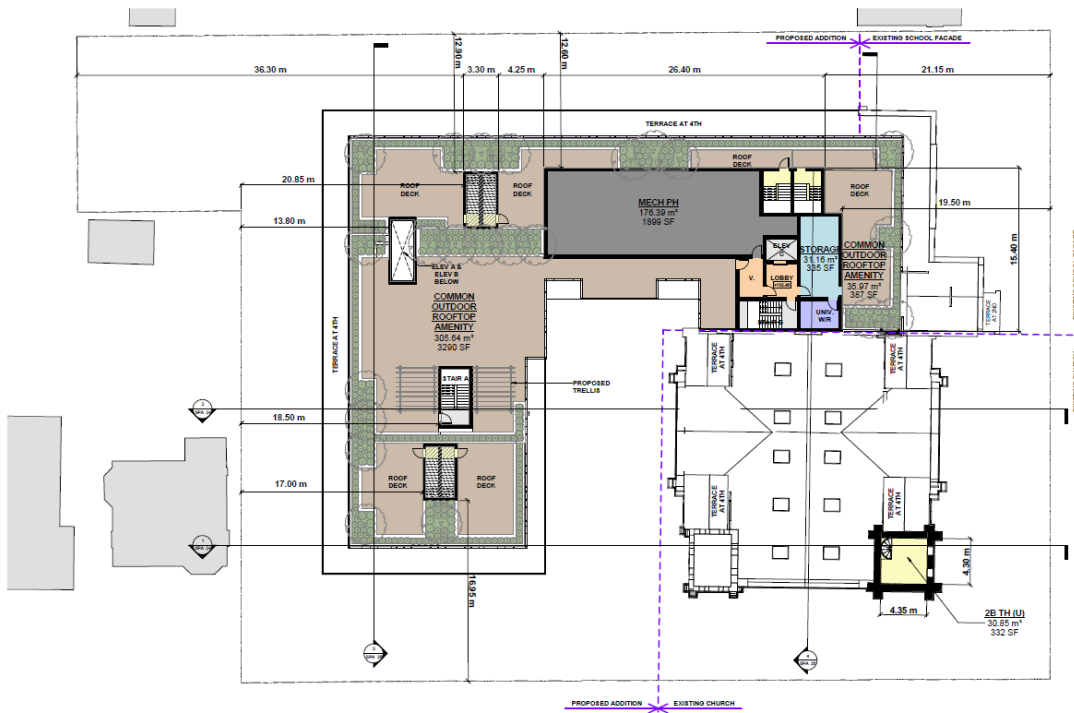
North and West Elevations - 260 High Park Avenue



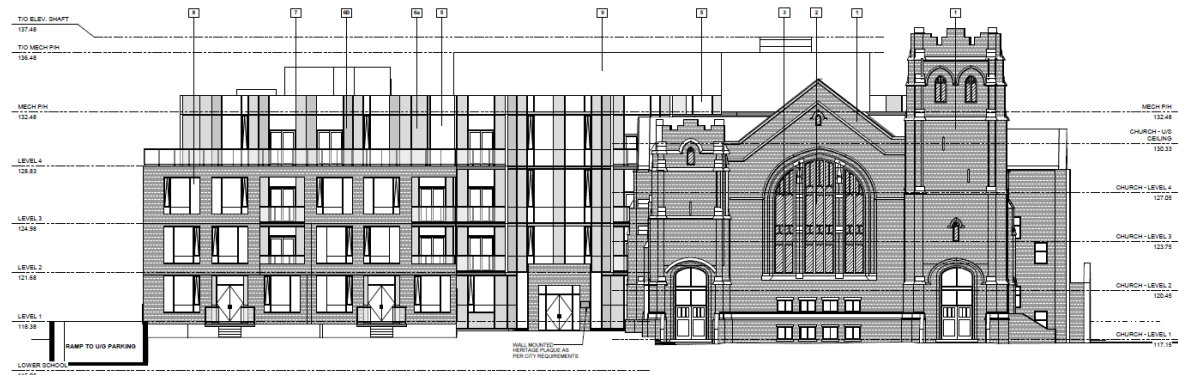
Proposed Site Plan - 260 High Park Avenue



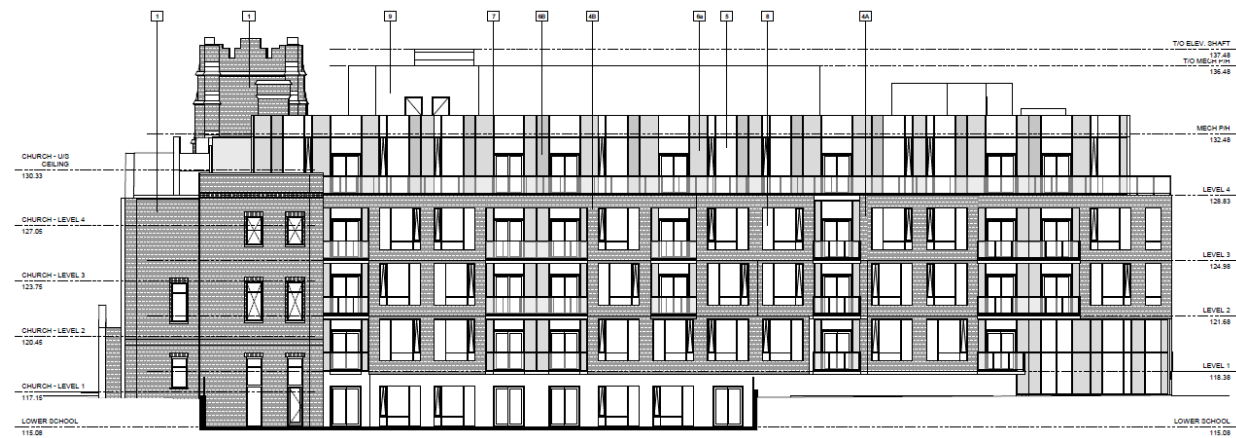
Proposed Ground Floor Plan - 260 High Park Avenue



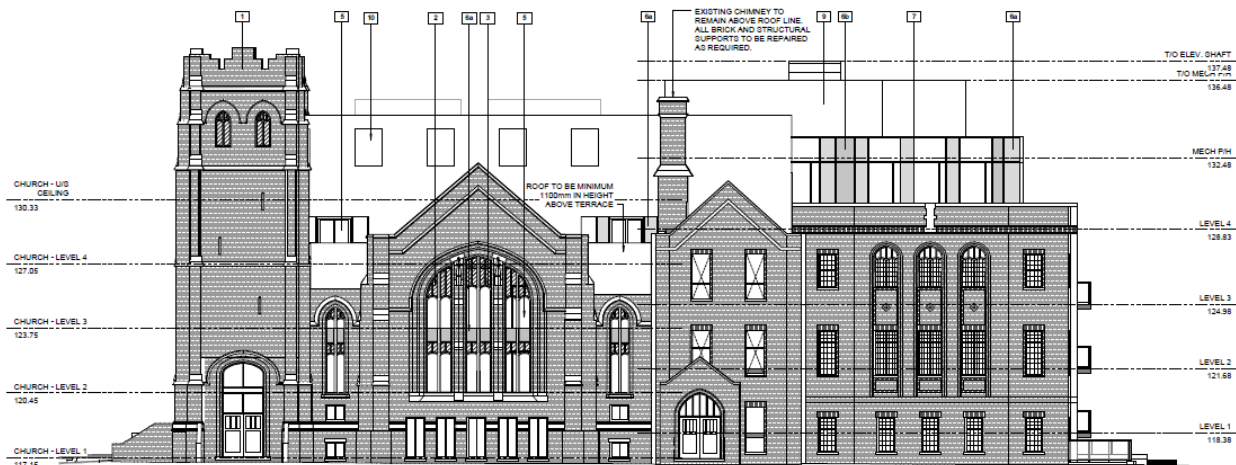
Proposed Mechanical/Penthouse Plan - 260 High Park Avenue



Proposed East Elevation - 260 High Park Avenue



Proposed South Elevation - 260 High Park Avenue



Proposed North Elevation - 260 High Park Avenue

PROPOSED ELEVATIONS: 260 High Park Avenue



Proposed West Elevation - 260 High Park Avenue



Proposed Rendering - 260 High Park Avenue (Turner Fleischer Architects Inc.)

The property at 260 High Park Avenue is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation under all three categories of design, associative and contextual values. Located on the southwest corner of High Park Avenue and Annette Street, High Park-Alhambra United Church is comprised of a single-storey church building (1908) with an attached Sunday School building (1925). The property at 260 High Park Avenue was included on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) in 1990.

Description

The property at 260 High Park Avenue contains High Park-Alhambra United Church, which was completed in 1908 as High Park Avenue Methodist Church. The complementary Sunday School building was added in 1925. The congregation was founded in 1885 as the West Toronto Junction Methodist Mission before becoming the self-supporting Annette Street Methodist Church two years later. Originally occupying a wood frame building, the first brick church was built in 1887, extended three years later and, following the opening of the current church building, remained as the first Sunday School wing until 1925. Following the creation of the United Church of Canada in 1925, the church was renamed High Park Avenue United Church and afterward amalgamated with Victoria United Church. High Park Avenue United Church joined with Alhambra Avenue United Church as High Park-Alhambra United Church in 1970. The congregation disbanded in 1996.

Statement of Significance

High Park-Alhambra United Church has design value as a well-crafted early 20th century ecclesiastical building with the hallmarks of the Neo-Gothic (also known as Modern Gothic) style, which was developed in Britain in the late 19th century and inspired by English Perpendicular Gothic churches from the late middle ages. The crenellated towers, monochromatic colour scheme, flat wall surfaces and Tudor-arched windows that distinguish the Neo-Gothic from the Victorian Gothic style are displayed on High Park-Alhambra United Church. The attached Sunday School building complements the church in its scale, materials and detailing.

The property at 260 High Park Avenue is historically associated with the evolution of West Toronto Junction, which developed in the late 19th century adjoining the intersection of three railway lines. Incorporated as a village, town and city between 1884 and 1908, West Toronto Junction was noted for the beauty of Annette Street as the setting of the community's churches, library and other institutional buildings, where High Park-Alhambra United Church (then known as High Park Avenue Methodist Church) was completed the year before the municipality was annexed by the City of Toronto.

The cultural value of the High Park-Alhambra United Church is also through its identification as an institution of importance in West Toronto Junction for over a century.

From its origins as a Methodist Mission in the 1880s, the congregation occupied two earlier churches on Annette Street before commissioning the current building after the turn of the twentieth century. Renamed in 1925 as High Park Avenue United Church, it became one of the largest congregations in the newly created United Church of Canada following its amalgamation with Victoria United Church. The size and success of its Sunday School classes resulted in the commissioning of a custom-built wing (1925). With its late 20th century amalgamation with Alhambra Avenue United Church as High Park-Alhambra United Church, the congregation continued to serve the spiritual and social needs of the community in this location.

High Park-Alhambra United Church is also valued as an important project of the Toronto architectural firm of Burke, Horwood and White, which completed the church after Murray White joined the existing partnership of Burke and Horwood in 1908. The commission for High Park-Alhambra United Church as a Methodist church reflected the evolution of the work of architect Edmund Burke who, after apprenticing and practicing with his uncle, the acclaimed church designer, Henry Langley, continued his execution of notable ecclesiastical designs. High Park-Alhambra United Church was indicative of Burke, Horwood and White's preference for Neo-Gothic styling for their large-scale church projects.

Contextually, the property at 260 High Park Avenue defines, maintains and supports the character of West Toronto Junction as it developed as an independent municipality prior to its annexation by the City of Toronto in 1909. In the community that was established southwest of the railway junction where Dundas Street West served as the "Main Street," Annette Street became the east-west corridor through the residential sector of West Toronto Junction and the setting of important institutional and ecclesiastical buildings, including High Park-Alhambra United Church.

The property at 260 High Park Avenue is also historically, visually, physically and functionally connected to its setting on the southwest corner of Annette Street where it contributes to the important collection of churches that characterizes the street between Medland Street (east) and High Park Avenue (west). The former Annette Street Baptist Church (1888) at 200 Annette and Victoria-Royce Presbyterian Church (1892) at 152 Annette are included on the City of Toronto's Heritage Register along with High Park-Alhambra United Church.

With its appearance and location on an expansive site adjoining the prominent intersection of High Park Avenue and Annette Street, High Park-Alhambra United Church is a local landmark in West Toronto Junction.

Heritage Attributes

The heritage attributes of the High Park-Alhambra United Church on the property at 260 High Park Avenue are:

Church

- The setback, placement and orientation of the church building on the southwest corner of High Park Avenue and Annette Street
- The scale, form and massing of the near-square-shaped plan that rises one extended storey above the raised base with the window openings
- The materials, with the red brick cladding, and the brick, stone, wood and glass detailing
- The steeply-pitched gable roof with the two brick chimneys at the west end adjoining the Sunday School building
- The towers at the northeast and southeast corners of the principal (east) elevation, which have different heights and display crenellated rooflines, Tudor-arched openings, and lancet windows
- On the east elevation of the southeast tower and the east and north elevations of the northeast tower (which overlooks the intersection of High Park Avenue and Annette Street), the raised entrances that are set in the Tudor-arched surrounds with double wood doors and transoms
- On the principal (east) elevation between the towers, the gabled frontispiece with the coping and the diminutive arched opening near the apex, and the monumental Tudor-arched window opening with the brick and stone mullions and the stained glass windows, including the memorial windows relocated from Alhambra Avenue United Church
- The near-identical north elevation on Annette Street and the south elevation (which is viewed from High Park Avenue), with the shallow gabled transepts and the stone detailing, the monumental arched openings with the brick and stone mullions, and the stained glass windows, which are flanked by the single arched openings
- On the interior, the auditorium with the vaulted ceiling supported on the columns, and the gallery that extends around the north, east and west sides

Sunday School Building

- The setback, placement and orientation of the building, which is attached to the west end of the church
- The scale, form and massing of the rectangular-shaped plan, which rises two stories above the high base with the extended window openings and the brick band courses
- The materials, with the red brick cladding, and the brick, stone, wood and glass detailing
- The flat roofline, with the decorative brick band course and, on the north elevation facing Annette Street, the stone motif
- At the east end of the principal (north) elevation, the gable-roofed entrance wing that marks the transition from the church to the Sunday School building, with the flat-headed window openings that distinguish it from the church and, at the base, the gable-roofed entrance porch (north) with the paired wood doors with the lights and transoms
- At the west end of the north elevation, the symmetrical arrangement of the fenestration, with the shallow frontispiece containing the arcade of arched openings in the centre of the wall, the flat-headed openings in the remainder of the wall, and the double windows and transoms

- On the west wall that is viewed from Annette Street, the flat-headed window openings that are organized by buttresses and pilasters
- The rear (south) wall, with the symmetrically-placed flat-headed window openings
- The east wall, which is partially concealed by the adjoining church, with the frontispiece containing the gable-roofed entrance porch with the double wood doors and the transom, and the fenestration that includes the arched opening above the entrance
- The brick detailing on the door and window openings, and the stone sills.