

Alterations to Designated Heritage Property and Authority to Amend a Heritage Easement Agreement—497, 505 and 511 Richmond Street West

Date: January 20, 2017

To: Toronto Preservation Board

Toronto and East York Community Council

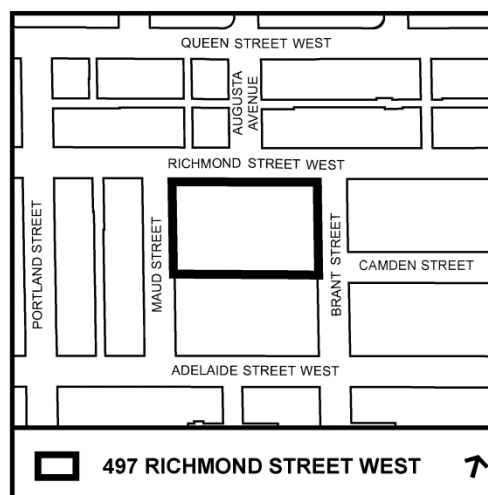
From: Chief Planner and Executive Director, City Planning Division

Wards: Ward 20 - Trinity- Spadina

SUMMARY

This report recommends that City Council approve the conservation strategy associated with Zoning By-law Amendment Application No. 16 196378 STE 20 OZ for the heritage property at 497, 505 and 511 Richmond Street West (the "Subject Property"). The application proposes to re-zone the property to permit construction of a 13-storey mixed use building integrated with the existing historic municipal waterworks building (The "Waterworks Building"). The Waterworks Building is a horizontally-scaled two and three storey building constructed in 1932 and designed in the art deco style. The redevelopment conserves the three-dimensional integrity of the Waterworks Building, significant interior spaces, and would revitalize a neighbourhood landmark with a food market, a YMCA and ground level retail.

The Subject Property is designated under Part IV of the Ontario Heritage Act and subject to a Heritage Easement Agreement (the "HEA").



RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage properties at 497, 505 & 511 Richmond Street West, in accordance with Section 33 of the Ontario Heritage Act, to

allow for the construction of a mixed use development on the lands known municipally as 497, 505 & 511 Richmond Street West with such alterations substantially in accordance with plans and drawings dated December 5, 2016, prepared by Diamond Schmitt Architects Inc. and on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., issued July 20, 2016 and revised January 20, 2017, and on file with 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 Division, 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. Amend the existing Heritage Easement Agreement for the property at 497, 505 and 511 Richmond Street West in accordance with the plans and drawings dated December 5, 2016, prepared by Diamond Schmitt Architects Inc., date-stamped received by the City Planning Division January 3, 2017, and on file with the Senior Manager, Heritage Preservation Services, and subject to and in accordance with the Conservation Plan required in Recommendation 1.b.2 in the report of January 20, 2017 from the Chief Planner and Executive Director, City Planning Division, all to the satisfaction of the Senior Manager, Heritage Preservation Services including registration of such amending agreement to the satisfaction of the City Solicitor; and,
 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 497, 505 & 511 Richmond Street West prepared by ERA Architects Inc., issued July 20, 2016 and revised January 20, 2016, to the satisfaction of the Senior Manager, Heritage Preservation Services.
- c. That prior to final Site Plan approval for the proposed development for the property located at 497, 505 & 511 Richmond Street West, the owner shall:
 1. Provide final site plan drawings including drawings related to the approved Conservation Plan required in Recommendation 1.b.2 in the report of January 20, 2017 from the Chief Planner and Executive Director, City Planning Division to the satisfaction of the Senior Manager, Heritage Preservation Services;
 2. Provide a Heritage 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; and,

3. Provide a detailed Landscape Plan for the Subject Property satisfactory to the Senior Manager, Heritage Preservation Services.

d. That prior to the issuance of any permit for all or any part of the property at 497, 505 & 511 Richmond Street West, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage buildings as are acceptable to the Senior Manager, Heritage Preservation Services, the owner shall:

1. Obtain final approval for the necessary Zoning by-law Amendment giving rise to the proposed alterations to the property at 497, 505 & 511 Richmond Street West, such amendments to have been enacted by City Council and to have 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 Division, in consultation with the Senior Manager, Heritage Preservation Services;

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

3. 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 in the report of January 20, 2017 in the report from the Chief Planner & Executive Director, City Planning Division, 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;

4. 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, Heritage Lighting Plan and Interpretation Plan;

5. Provide an Interpretation Plan for the property at 497, 505 & 511 Richmond Street West, 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;

6. Provide full documentation of the heritage property at 497, 505 & 511 Richmond Street West, 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 and 600 dpi resolution keyed to a location map, elevations and measured drawings, and copies of all existing interior floor plans and original drawings as may be available, to

the satisfaction of the Senior Manager, Heritage Preservation Services;
and

7. Submit a Signage Plan for the proposed development to the satisfaction of the Senior Manager, Heritage Preservation Services.

e. That prior to the release of the Letter of Credit required in Recommendation 1.d.4. in the report January 20, 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 work, required heritage lighting work, and the required interpretive work has been completed in accordance with the Conservation Plan, Lighting Plan, Landscape 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; and,

2. 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

In 1983, City Council listed the municipally owned Subject Property on the Heritage Register.

In 2011, the City declared the property surplus, with the intention to dispose of it through Build Toronto. The ward councillor requested that heritage staff research the property for potential designation in parallel with the transfer process.

At its meeting of June 6, 7 and 8, 2012, City Council stated its intention to designate the Subject Property and authorized the City Solicitor to execute a heritage easement agreement with the owners. The designation encompassed both the Waterworks Building as well as St. Andrew's Playground, which is an historic City-owned park extending from the south elevation to Adelaide Street West. Designating By-law 1350-2013, which contains the statement of significance and list of attributes, can be found here:

<http://www.toronto.ca/legdocs/bylaws/2013/law1350.pdf>

On July 16, 17, 18 & 19, 2013, the City of Toronto transferred a strata portion of the Subject Property to Build Toronto, to a height of 47.5 metres. The City retained the stratum above an elevation of 47.5 metres, which constrained the redevelopment potential of the property to approximately 13-storeys. The terms and conditions of the

transfer included an acknowledgement by Build Toronto that the Waterworks Building and adjoining St. Andrews Playground were designated and subject to Official Plan section 3.1.5- Heritage Resources, and that a Heritage Easement would be registered on the property. A link to the City Council decision and report from the Chief Corporate Officer can be found below:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.GM23.9>

After consultation with the local community, City Staff, the local Councillor and undertaking a due diligence process, Build Toronto initiated a request for proposals (RFP). Included in the RFP was the requirement that any redevelopment of the site include a YMCA centre or similar community facility. MOD Developments and Woodcliffe Landmark Properties were subsequently chosen as the preferred bidders.

At its meeting on September 30, October 1 & 2, 2015, City Council endorsed a YMCA as an appropriate use in the potential redevelopment of 505 Richmond Street West and outlined the funding arrangement and requirement for a Community Use Agreement. A link to the City Council decision and reports from the General Manager, Parks, Forestry and Recreation and the City Solicitor can be found below:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX8.15>

In June 2016, the City secured fifteen affordable ownership homes to provide housing for lower-income arts workers and their families as part of the redevelopment. A link to the City Council decision and report by the Director of Affordable Housing can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.31>

COMMENTS

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 states 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 33, the Ontario Heritage Act states that no owner of property designated under section 29 shall alter the property or permit the alteration of the property if the alteration is likely to affect the heritage attributes, unless the applicant receives the consent of City Council.

Under section 27, the Ontario Heritage Act states that the Council of a municipality may enter into an easement for the conservation of property of cultural heritage value or interest, which may then be registered against the real property affected. The City registered an HEA on the Subject Property in August 2016 (Instrument No. AT4314944). The HEA stipulates under section 2.1 that the Owner shall not undertake an alteration affecting the heritage attributes or appearance or construction of the building without the prior written approval of the City, and that such alterations shall be carried out at the Owner's expense in accordance with a Conservation Plan and cost estimate.

King-Spadina Heritage Conservation District

In 2012, the King-Spadina area was prioritized for study as a potential Heritage Conservation District. The study examined whether the area qualified for designation under Part V of the Ontario Heritage Act, which would result in the preparation of an HCD plan and designation by-law.

The study determined that the area had cultural heritage value and should be protected through designation. The project proceeded to the plan preparation phase in May 2014, after being endorsed by the Toronto Preservation Board.

In October 2016, the project team released a draft version of the HCD plan for public comment. The boundaries of the proposed HCD extend from Richmond Street West to the north, Simcoe Street to the east, sections of Wellington Street West, King Street West and Pearl Street to the south, and Bathurst Street to the west. The Subject Property is located in the "St. Andrew character sub-area". A copy of the draft HCD plan can be found here:

https://hcdtoronto.files.wordpress.com/2016/10/161025_ks-hcd-plan-draft1.pdf

At its December 11, 12 and 13th, 2016 meeting, City Council passed By-law 1186-2016 to prohibit the demolition or removal of any buildings or structures on properties identified as potentially contributing to the proposed King-Spadina Heritage

Conservation District Study Area for a period of one year. The provisions in the By-law do not affect the proposed development. A copy of the accompanying staff report can be found here:

<http://www.toronto.ca/legdocs/mmis/2016/mm/bgrd/backgroundfile-99282.pdf>

Further details on the King-Spadina HCD study are available at:

http://www.toronto.ca/heritagepreservation/heritage_districts.htm

City of Toronto Official Plan

Section 3.1.5 of the Official Plan contains a series of heritage conservation policies that apply to the subject property:

- Policy 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.
- 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.

Parks Canada Standards and Guidelines for 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, a set of fundamental standards and more specific guidelines for making decisions about specific types of features. The primary conservation treatment for this project is rehabilitation, which means the sensitive adaptation of an historic place or individual component for a continuing or compatible contemporary use. Below are a selection of relevant standards for the project:

- Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of a historic place if its current location is a character-defining element.
- Conserve heritage value by adopting an approach calling for minimal intervention.

- Find a use for an historic place that requires minimal or no change to its character-defining elements.
- Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.
- Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable on close inspection. Document any intervention for future reference.
- Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.

The Standards and Guidelines also include several key definitions. Central to these is the definition of Conservation. Conservation is defined as all actions or processes that are aimed at safeguarding the character-defining elements of an historic place so as to retain its heritage value and extend its physical life.

<http://www.historicplaces.ca/en/pages/standards-normes.aspx>

Development Site

The Subject Property is a panhandle shaped lot located on the south side of Richmond Street West, north of Adelaide Street West and west of Spadina Avenue in the King-Spadina neighbourhood. It measures 73.5 metres along its primary frontage on Richmond Street West and 65.16 metres in depth to the edge of St. Andrew's Playground. It encompasses the majority of the Waterworks Building, including a southerly portion that extends out to Brant Street on the east side. The northeast corner of the Waterworks Building at the intersection of Brant Street and Richmond Street West with the municipal address 60 Brant Street (occupied by Eva's Phoenix), is not part of the development site and is owned by the City.

Heritage Resource

The heritage property at 497 Richmond Street (which includes the addresses 60 Brant Street, 505 & 511 Richmond Street West and 450 Adelaide Street West) is architecturally significant due to the presence of the Waterworks Building on the site. The Waterworks Building is a horizontally scaled brown brick building with a stone base organized around a central open-air courtyard. It has elevations on Richmond Street West, Brant Street, St. Andrew's Playground and Maud Street. The open air courtyard has driveway accesses to Richmond Street West and Maud Street. The Waterworks Building was designed in 1932 in the art deco style by City architect James John Woolnough. A review of the original building plans reveals seven distinct interior spaces articulated on the exterior through changes in height, as well as projections and recesses in the brickwork. A two-storey office with an elaborate stone frontispiece sits at the corner of Richmond Street West and Maud Street. Further east the building complex increases to three-storeys with the pattern storage area, before dropping to two storeys at the corner of Brant Street and Richmond Street West, corresponding to the medium and light storage areas. The workshops and warehouse portion of the building is

recessed back from the street, with a low wall enclosing a forecourt in the front. This portion of the building extends almost the full width of St. Andrew's Playground and is punctuated by thirteen tall windows with steel mullions, which have been partly infilled. (See Attachment No. 2- Photographs). A one-storey garage parallel to Maud Street completes the complex. Stone bands run along all elevations of the building under many of the windows. The building is well composed and articulated and has sophisticated stone and brick detailing on all elevations.

Through research and evaluation, the Waterworks Building was found to have cultural heritage value under all three of the provincial criteria listed in Ontario Regulation 9/06, including design or physical value, historical or associative value and contextual value. It is a representative and distinguished example of a public works complex designed in the art deco style. The building is associated with the architect J.J. Woolnough, who was the City Architect during the 1930's and oversaw a number of other important commissions in his lifetime, including the Horse Palace at the Canadian National Exhibition.

The heritage property, which includes St. Andrew's Playground to the south, is contextually significant in the King Spadina neighbourhood and terminates a vista south along Augusta Avenue from Queen Street West.

St. Andrew's Playground is a public space with a 180-year history, beginning in 1837, when the property was set aside by the City for a public market. A neighbourhood market existed on the property throughout the 1800's, after which it went into decline and was finally demolished to make way for the new Waterworks Building in 1932. The southern half of the property has been in continual use as a public space since the 1800's, and has been known as St Andrew's playground since 1909 when it was designated as Toronto's first supervised playground for children.

The designation by-law prevailing on the property includes the full extent of the Waterworks Building as well as St. Andrew's playground. See Attachment No. 4- Statement of Significance for a full description.

Development Proposal

The applicant proposes to re-develop the Subject Property with a mixed-use building measuring 13-storeys in height, including the Waterworks Building, that will serve as the base of the structure. The proposed building has a gross floor area of 31,602 square metres, comprised of 8,514.7 square metres of non-residential gross floor area and 23,087.7 square metres of residential gross floor area. (See Attachment No. 3- Proposal Drawings) The building is massed into two blocks on the east and west sides of the Subject Property. The blocks extend almost the full depth of the property. They are stepped back from all heritage facades and connected by a much shallower middle section with significantly greater step backs from the north and south heritage elevations. The City of Toronto owns the property stratum above 47.5 metres in height, excepting additional strata space granted for a mechanical penthouse and fire exits up to a height of 55.5 metres. The proposed new building is largely consistent with these limits. The development contains a total of 288 residential units, including 156 two-bedroom units. Parking is accommodated in a four level underground parking garage

with 169 spaces. The parking garage extends beneath portions of the Waterworks Building facing Richmond Street West and Maud Street, however will not disturb the former workshops and warehouse interior, which is adjacent to St. Andrew's Playground. The new building steps back 3 metres from the front elevation of the Waterworks Building and 2.8 metres from the west elevation on Maud Street at the second and third storeys. At the fourth storey and above, the east and west blocks come forward slightly to within 2.5 metres of the front elevation. The middle section is set back 8 metres. The step back at the south from St. Andrew's Playground ranges between 11.8 metres to the edge of the east and west block and 40 metres to the middle section. The east side of the building is stepped back a minimum of 25.5 metres from the east elevation of the 60 Brant Street, which is not included in the development site.

The proposed development includes retail at grade, a YMCA on the second and third floors and residential above. Of the residential units, 15 will be maintained as affordable ownership units managed by Artscape. The former workshops and warehouse portion of the Waterworks Building will be rehabilitated with a food hall and illuminated by the original skylights from above.

COMMENTS

Proposed Conservation Strategy

Heritage staff has reviewed the Heritage Impact Assessment prepared by ERA Architects Inc. for conformity with the Planning Act, the Provincial Policy Statement, and the City's Official Plan heritage policies and the Standards & Guidelines.

Building Retention, Scale Form & Massing

The applicant proposes to conserve the majority of the Waterworks Building's exterior elevations in situ, and retain significant character-defining spaces. The workshops and warehouse interior will be conserved along with the open air courtyard, both of which are identified attributes.

To conserve the full north elevation of the Waterworks Building in situ, the applicant plans to use an external façade retaining system made up of cross-braced steel trusses. The system has been successfully used on other projects. The existing foundation will be retained, with the new foundation wall of the underground parking garage extending underneath. The west elevation of the office will be conserved in the same manner. The applicant commissioned a qualified structural engineer to outline the strategy and provide basic schematics, which are included as an appendix in the finalized HIA. The workshops and warehouse portion of the building, spanning the width of St. Andrew's Playground, will be retained in its entirety. The interiors will be unencumbered by the underground parking. The caissons for the new underground parking garage sit within the exterior walls of the office and pattern storage areas and stop short of the workshops and warehouse.

The position of the Waterworks Building, which terminates a vista south along Augusta Avenue from Queen Street West, is an attribute of the complex. Visible from Augusta

Avenue are a pair of wooden double doors that mark the access to the retained open-air courtyard. The courtyard design will be modified slightly from its original configuration, but will remain open air and anchored on the south side by an original masonry wall. The new door openings in the masonry wall at the south side of the courtyard, combined with the retained access from Richmond Street West will open up an important axial connection between Augusta Avenue, through the Waterworks Building and to St. Andrew's Playground beyond.

Due to the loading access and functional requirements of the YMCA program, the one-storey garage portion of the building complex on Maud Street will be replaced with portions of the new building. The garage is located on a secondary elevation and is a modest component of the overall building program. The removal of the garage does not compromise the building's integrity.

The new building incorporates varied step backs on all elevations. Along the south elevation, the new construction is generously stepped back 15.9 metres from the rear elevation of the workshops and warehouse area, which is being conserved in its entirety and adaptively re-used as the market hall. The skylights that run the length of the market hall will be restored to their original glass condition. These measures allow for this distinct volume to be both experienced from the interior and perceived from the exterior as completely intact.

The contemporary design and colour palette of the new building is distinguishable from the Waterworks Building, while the windows and balconies reference the horizontal proportions of the historic building. HPS staff is prepared to accept the reduced stepback from the north (Richmond Street) elevation of the Waterworks Building acknowledging the limitations imposed by the programmatic requirements of the YMCA, and the significant heritage conservation that is otherwise being achieved on the property.

During the review, HPS staff requested that the masonry returns and stone quoins along the north elevation of the historic building be conserved so that J.J. Woolnough's technique of breaking down the expanse of the building through surface and volumetric articulations remained legible. The applicant complied with this request.

The project maintains the majority of the building exterior on all four elevations, as well as a significant volume along the south elevation that is unobstructed by the new building. Conservation of the open-air interior courtyard, cited as an important attribute of the complex, maintains an important feature of the original design and massing scheme.

Floor Levels

It was not possible for the applicant to maintain the original floor levels of the historic building along the north elevation due to technical requirements of the YMCA as well as contemporary retail construction standards. HPS staff worked cooperatively with the applicant to ensure that the floor levels do not interfere with the original second and third floor windows of the Waterworks Building when viewed from the exterior.

Windows & Doors

The rehabilitation of the Waterworks Building with more diverse and animated uses creates the need for more points of access than the original building program anticipated. Along the north elevation, the applicant proposes to modify seven of the window openings into doors. The new entries are distributed across the facade in a way that preserves key aspects of the composition. For example, the new ground floor openings in the former pattern storage section of the front facade match the horizontal dimension of the windows they will replace, preserving the consistent rhythm of openings at each storey.

Many of the original horizontally proportioned windows along the Richmond Street West elevation of the Waterworks Building have been replaced with unsympathetic double glazed sliding or hopper aluminum units. The applicant is proposing to replace these with windows matching the original design and configuration.

The original doors on the building were wood with transoms and art deco detailing. Many of these original doors have been replaced over time. The applicant is proposing to restore a representative original wood door on the west elevation facing Maud Street and conserve and restore the original sliding wooden double doors that mark the entry to the interior open-air courtyard from Richmond Street West.

All thirteen double height windows facing St. Andrew's Playground were infilled to half of their original proportion. The applicant is proposing to restore these windows to their original dimension with in kind replicas. The subtle window pattern on the south elevation includes five windows bracketed by decorative brick, interspersed with sets of windows without decorative brick. The applicant proposes to introduce four new doors beneath the windows that do not feature decorative brick. Within the expanse of the south elevation, defined by impressively scaled double height windows, the new doors will have minimal visual impact.

New ground floor doors are proposed at the thresholds to the east and west ends of the market hall on Brant Street and Maud Street, that will open up the base of this portion of the complex. The new openings are intended to make the entry to the market hall clearly recognizable to pedestrians and to facilitate easy access to what will become a busy local destination. The applicant and HPS staff explored several options for balancing conservation with accessibility and settled on the current option, which conserves the second storey window pattern, stone course and picks up on other horizontal elements on the façade. The proposed strategy is a minimal intervention approach that still increases visibility and access to a significant degree.

Interiors

The interior of the Waterworks Building along Richmond Street West is proposed to be removed to accommodate the new construction. These interiors are not protected attributes of the building complex.

The applicant is proposing to conserve much of the workshops and warehouse interior at the south end of the complex, that will be adaptively re-used as a market hall. The

choice of a market hall for the space reintroduces an historic use to the heritage property after a long absence.

The interior features steel trusses and columns and interior windows on the dividing wall between the space and the tools & boxes and water metre testing areas. Illuminating the space from above are gabled skylights. The applicant has proposed to make some modifications to the interior dividing wall to accommodate commercial floor plan layouts, however is leaving the steel trusses and columns as well as the interior windows in the dividing wall. The skylights, which are currently covered over, will be restored to their original glass condition.

An identified attribute of the interior is an original wood block floor in the workshops and warehouse area. The wood blocks were thought to be sound-reducing and replaceable. The blocks were oriented with the absorbent end grain facing upward. The result has been that the floor suffered extensive contamination over its lifetime and cannot be safely retained. HPS staff will work with the applicant on reinterpreting this unique attribute through the interpretation plan submitted at a later stage.

Additional Recommended Mitigation

Conservation Plan

Prior to the introduction of the bills for the related Zoning By-law Amendment, HPS staff recommend that the applicant submit a Conservation Plan.

A Conservation Plan is a detailed technical description of how the conservation strategy in the approved Heritage Impact Assessment will be implemented. It includes a description of the conservation strategy, detailed scope of work including an updated condition assessment, any engineering studies that may be required, full restoration plans, and a monitoring strategy.

Landscape Plan

Should Council approve the proposed conservation strategy, staff is recommending that the applicant be required to provide a final Landscape Plan that protects clear views to important building features.

Heritage Lighting Plan

Prior to the issuance of Site Plan approval for the proposed development, staff is recommending that the applicant submit a Lighting Plan for the sensitive illumination of the exterior heritage features of the Waterworks Building.

Heritage Interpretation Plan

A Heritage Interpretation Plan is a document that identifies the meaning and significance of a heritage resource for a broad public audience, proposes interpretive themes, and identifies clear actions that will connect thematic content with the audience. In this case, the new uses proposed for much of the Waterworks Building are unrelated

to its original uses. Interpretive gestures will help ensure that it will be possible for visitors to the building to understand the former uses of the building and the historical context of the great depression from which it emerged. Accordingly, staff will be recommending that the applicant prepare a Heritage Interpretation Plan.

CONCLUSION

Heritage Preservation Services staff has reviewed the proposed development, and is satisfied that the proposal meets the intent of the Planning Act, the Provincial Policy Statement, the City of Toronto's Official Plan heritage policies and the Standards and Guidelines for the Conservation of Historic Places in Canada. The new development preserves a significant amount of the original building exterior on all four sides of the complex, conserving its three-dimensional integrity. The proposed conservation of the significant interior features that include the workshops and warehouse areas, as well as the open-air courtyard, provide valuable interpretive opportunities. The choice of a market hall to rehabilitate the workshops and warehouse area reintroduces the historic use of a neighbourhood market to the heritage property after a long absence. Accordingly, the proposed alterations are worthy of approval under section 33 of the Ontario Heritage Act.

CONTACT

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SIGNATURE

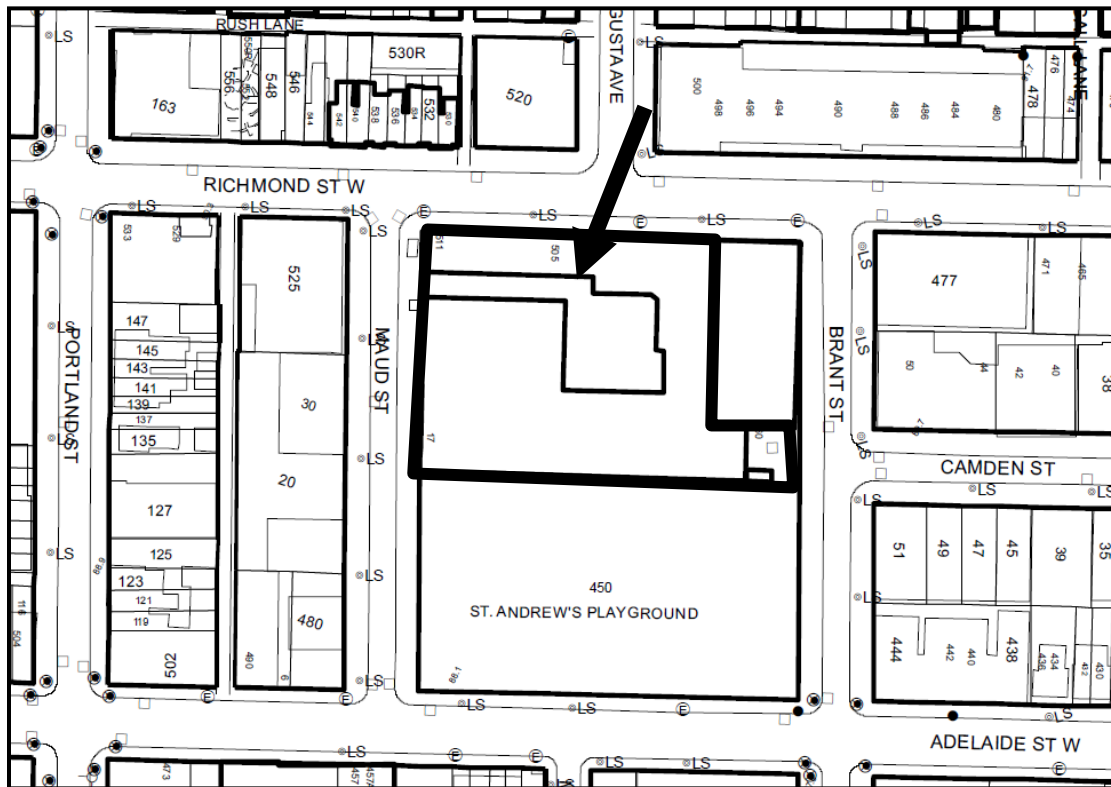
Jennifer Keesmaat, MES, MCIP, RPP
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

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

497, 505 & 511 Richmond Street West

ATTACHMENT NO. 1



The arrow marks the location of the site. This location map is for information purposes only; the exact boundaries of the property are not shown.



North façade on Richmond Street West. Photo taken from the corner of Richmond Street West and Maud Street, with the office component centred in the frame. (Heritage Preservation Services, January 2012)

1933 - Present Day



View of the Yard, at the southeast corner of the Waterworks Building after completion in 1933 (Toronto Archives).



View of the Yard, at the southeast corner of the Waterworks Building in 2016 (ERA).

East elevation of the workshops and warehouse on Brant Street (ERA Architects Inc., December 2016)



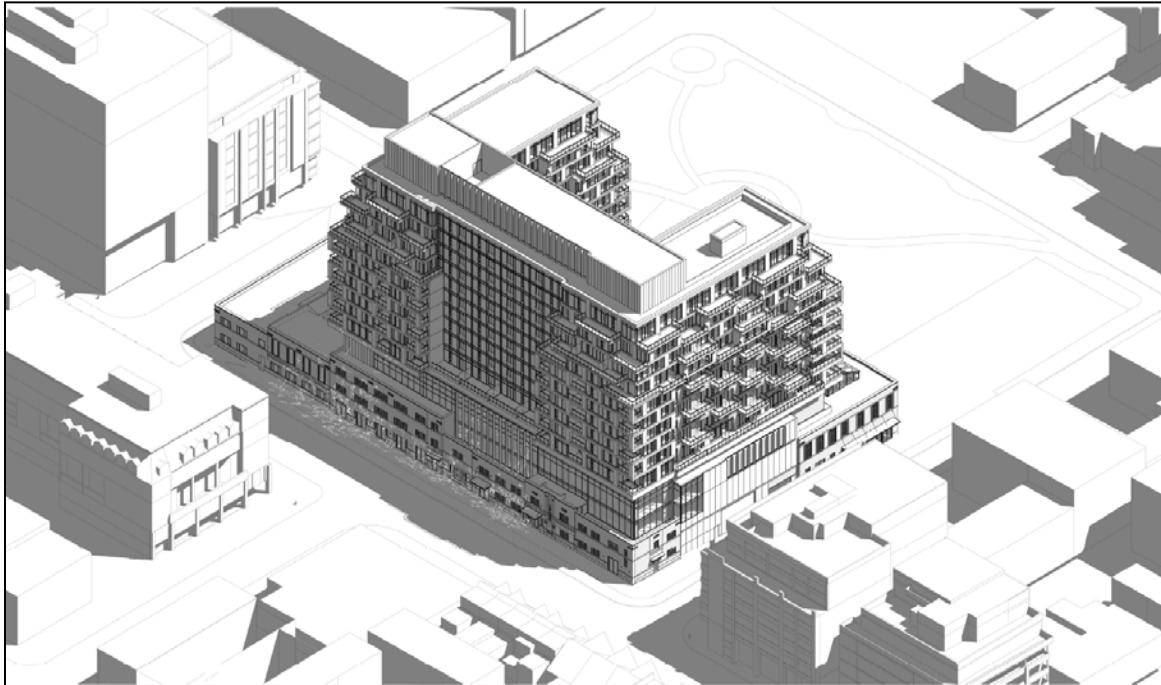
Photograph, Waterworks Building: showing the west elevation on Maud Street (Heritage Preservation Services, January 2012)



Photograph, Waterworks Building: showing the east side of the courtyard with the administrative building on the left and the workshops and warehouse on the right (Heritage Preservation Services, January 2012)



Photograph, Waterworks Building: showing the south elevation with St. Andrew's Playground in the foreground (Heritage Preservation Services, January 2012)



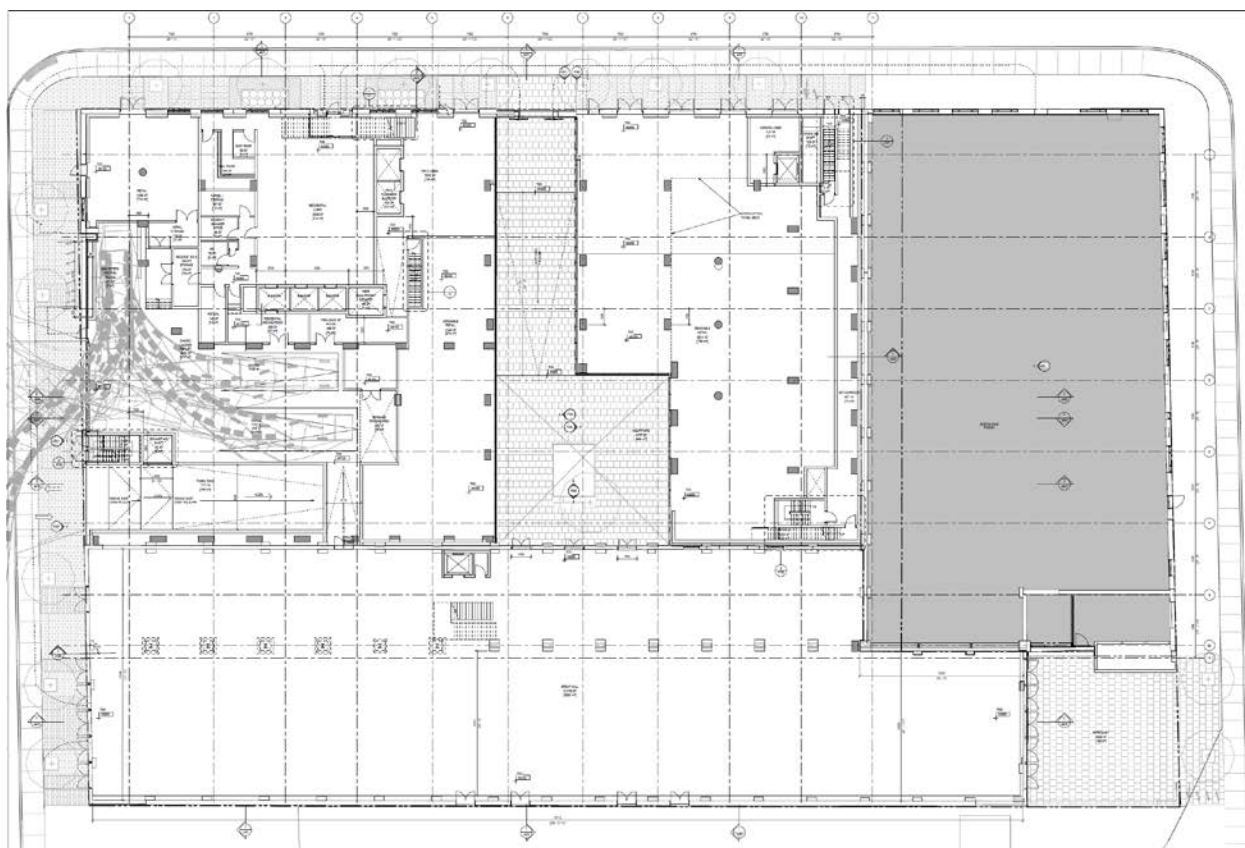
Perspective View- Richmond Street West (north) & Maud Street (west) elevations



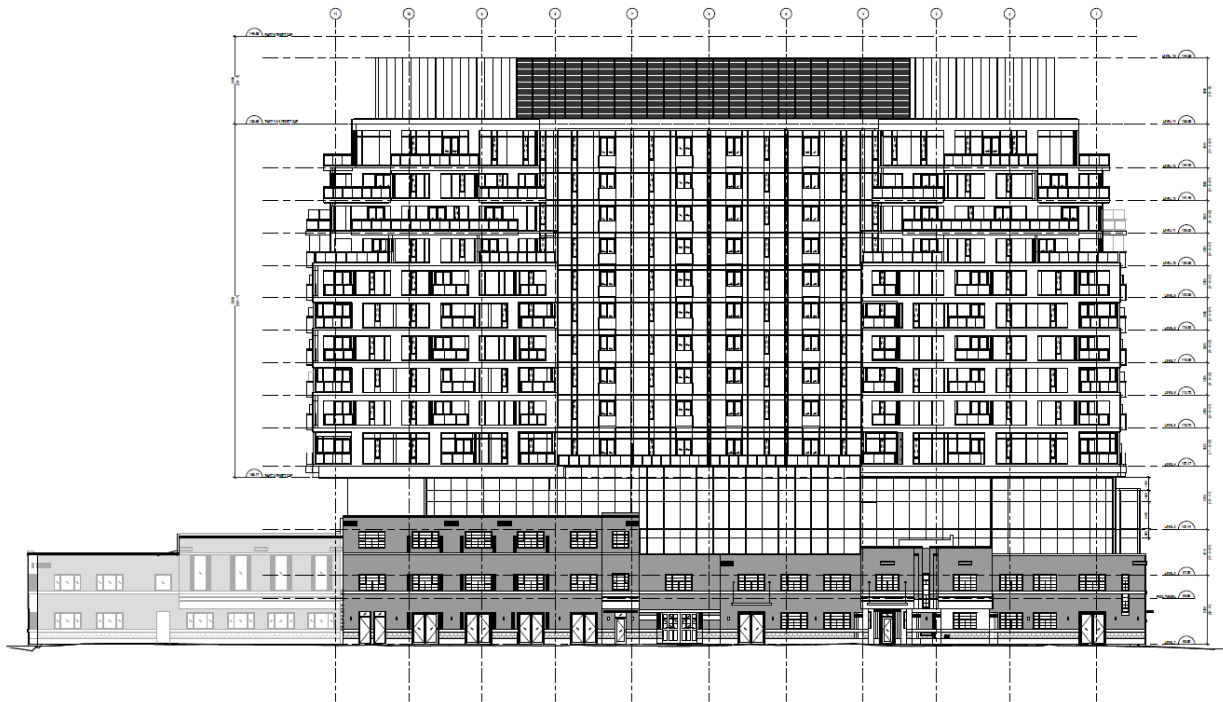
Perspective View- Brant Street (east) and St. Andrew's Playground (south) elevations



Perspective View- St. Andrew's Playground (south) elevation



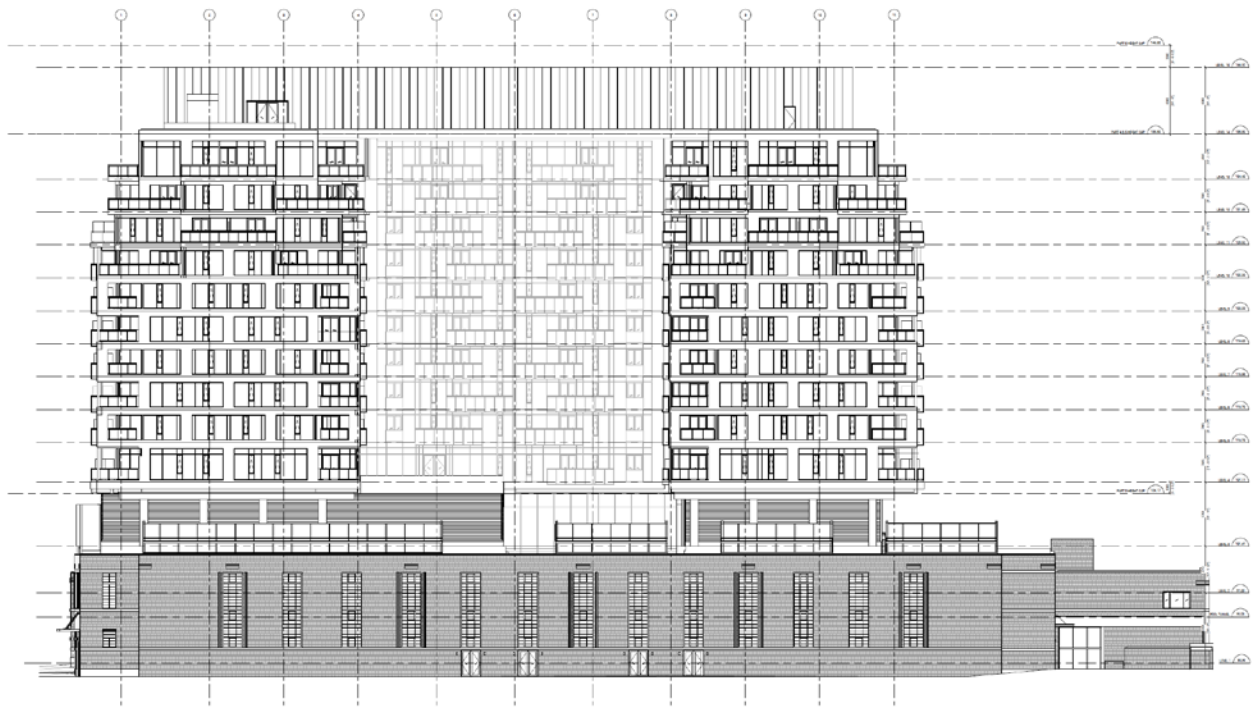
Ground Floor Plan



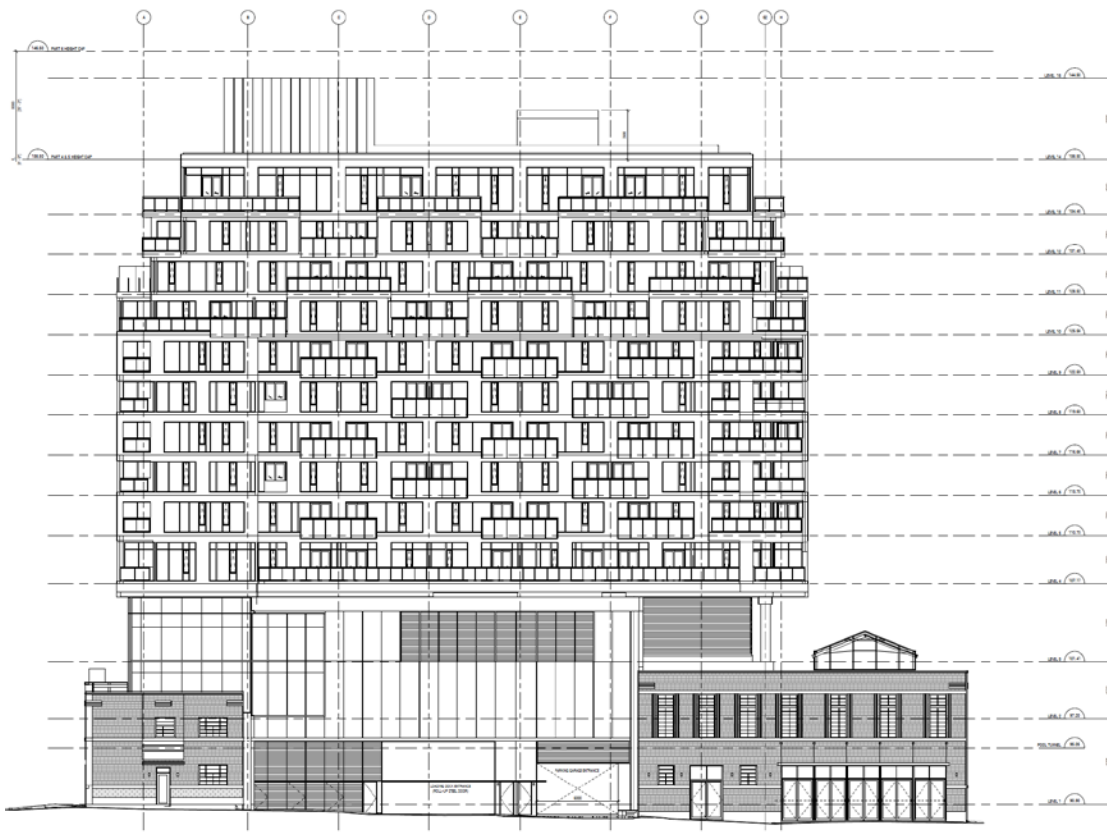
North Elevation



East Elevation



South Elevation



West Elevation

Description

The property at 497 Richmond Street West (including the portions identified as 505 and 511 Richmond Street West) is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act, and meets the criteria for municipal designation prescribed by the Province of Ontario under the three categories of design, associative and contextual values. The Waterworks Building (1932) is a public works complex rising one and two stories around an interior courtyard and containing an administrative building, workshops and warehouse that is located on the south side of Richmond Street West between Brant and Maud Streets and includes St. Andrew's Playground on Adelaide Street West. The site was listed on the City of Toronto Inventory of Heritage Properties in 1983.

Statement of Significance

The Waterworks Building has design value as a representative example of a public works complex that is distinguished by its highly crafted Art Deco detailing with decorative stonework. The interior of the south workshops displays a rare and original wood floor with pieces of wood inlaid to resemble masonry.

The property is associated with the architectural career of J. J. Woolnough, who held the position of City Architect during the 1930s when the Waterworks Building was designed and constructed. During his extended career with the City of Toronto, Woolnough oversaw the plans for an important collection of public buildings, including the Horse Palace at the Canadian National Exhibition and the Waterworks Building, which embraced Art Deco designs.

Contextually, with the size of the property that incorporates St. Andrew's Playground, the scale, placement and appearance of the building on Richmond Street, and the position of the complex to terminate the vista south on Augusta Avenue from Queen Street West, the Waterworks Building is a local landmark in the King-Spadina neighbourhood.

Heritage Attributes

The heritage attributes of the property at 497 (with 505 and 511) Richmond Street West are:

- The scale, form and massing of the structure that rises from one to two extended stories around an interior courtyard that is entered from both Richmond Street West and Maud Street
- The brick cladding, with brick, stone, wood, metal and glass detailing
- The flat roofs covering the complex, with wood monitors with metal detailing above the workshops and gabled skylights with metal trusses over the warehouse

- On the administrative building on Richmond Street West, the stone base, the stonework around the entrances to the offices and the courtyard, the band courses dividing the stories, the stylized corner quoins, the tripartite stone banding above the piers, the coping and decoration along the roofs and, on the frontispiece at the west end of the north facade, the chevrons and date stone
- The fenestration, with piers organizing the flat-headed window openings that are aligned vertically and horizontally on the administrative building, workshops and warehouse, some of which retain the original metal sash windows
- The surviving wood exterior doors
- On the interior of the workshops and warehouse, the unique and original wood floor, the metal trusses along the ceiling and in the skylights, and the brick piers with stylized geometric detailing
- The setting of the complex to terminate the vista south along Augusta Avenue from Queen Street West overlooking St. Andrew's Playground and Adelaide Street West