

Demolition and Reconstruction of a Designated Heritage Property and Authority to Amend a Heritage Easement Agreement – 2 Queen Street West

Date: April 28, 2017
To: Toronto Preservation Board
Toronto & East York Community Council
From: Chief Planner and Executive Director, City Planning Division
Wards: 27 - Toronto Centre-Rosedale

SUMMARY

This report recommends that City Council approve the proposed demolition of the designated heritage property at 2 Queen Street West and give authority to repeal the existing designating by-law and amend the existing Heritage Easement Agreement with the owner. The property at 2 Queen Street West is designated under Part IV of the Ontario Heritage Act and is subject to an existing Heritage Easement Agreement with the City. The applicant is proposing to dismantle and reconstruct the designated building's streetwalls and to construct a new three-storey addition on top of the reconstructed building.

City Council's approval of the proposed demolition of the heritage property and authority to repeal the existing designating by-law and amend the existing Heritage Easement Agreement is required under the Ontario Heritage Act.

RECOMMENDATIONS

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

1. City Council approve the request to demolish the existing building on the heritage property at 2 Queen Street West, in accordance with Section 34 of the Ontario Heritage Act, to allow for the reconstruction of the existing building and the construction of a new three-storey addition, on the lands known municipally in the year 2017 as 2 Queen Street West, alterations substantially in accordance with plans and drawings dated April 19, 2017, prepared by Zeidler Partnership Architects, date-stamped received by the City Planning Division April 25, 2017, and on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated April 24, 2017, date-stamped received by the City Planning Division on April 25, 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 prior to final Site Plan approval for the property located at 2 Queen 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 below to the satisfaction of the Senior Manager, Heritage Preservation Services;
2. Provide an Interpretation Plan for property at 2 Queen 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;
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. Submit a Signage Plan to the satisfaction of the Senior Manager, Heritage Preservation Services;

b. That prior to the issuance of any permit for all or any part of the property at 2 Queen 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 building as are acceptable to the Senior Manager, Heritage Preservation Services, the owner shall:

1. Amend the existing Heritage Easement Agreement for the property at 2 Queen Street West in accordance with the plans and drawings dated April 19, 2017, prepared by Zeidler Partnership Architects, date-stamped received by the City Planning Division April 25, 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 below, all to the satisfaction of the Senior Manager, Heritage Preservation Services including registration of such amending 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 2 Queen Street West, prepared by ERA Architects Inc., dated April 24, 2017, to the satisfaction of the Senior Manager, Heritage Preservation Services;

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.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;

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;

c. That prior to the release of the Letter of Credit required in Recommendation 1.b.4 above, 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 City Solicitor to amend the existing Heritage Easement Agreement, registered on the title for the heritage property at 2 Queen Street West, Instrument No. CT809726 with the City of Toronto dated August 20, 1986, and on file with the Senior Manager, Heritage Preservation Services.

3. City Council authorize the City Solicitor to introduce the necessary bill in Council to amend the Heritage Easement Agreement.

4. City Council pass a by-law to repeal the designation by-law for the property at 2 Queen Street West 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 from the adoption of this report.

DECISION HISTORY

The property located at 2 Queen Street West, known as the Philip Jamieson Building was listed on the City of Toronto's Heritage Register on August 20, 1986. The property was designated under Part IV of the Ontario Heritage Act by City Council under By-Law 1247-2007 on November 20, 2007. The property is also subject to a Heritage Easement Agreement CT809726 with the City of Toronto dated August 20, 1986.

BACKGROUND

Heritage Property

The property at 2 Queen Street West is located on the northwest corner of Queen Street West and Yonge Street. The property includes the Jamieson & Co. Store, a 4½-storey building at the northeast corner of Queen Street West and Yonge Street constructed between 1895 and 1986, and the 1915 6-storey building addition to the north, previously known as 184 Yonge Street but now forming part of the property at 2 Queen Street West. For the purposes of this report, 2 Queen Street West is referred to as the "south building", while the property formerly known as 184 Yonge Street is referred to as the "north building".

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."

3.1.5.7: "Prior to undertaking an approved alteration to a property on the Heritage Register, the property will be recorded and documented by the owner, 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

Existing Condition

The heritage consultants for this application, ERA Architects Inc. (ERA), have undertaken several condition assessments of the existing property. ERA has determined that the north and south buildings are in fair to poor condition, with deficiencies including severely deteriorated brick and terracotta, deteriorated and damaged metal cornice, and windows in fair condition. The existing storefront on the south building has been altered several times since the building's construction in 1895-6. Both north and south buildings were overclad in the 1960s, and in the 1980s, the cladding was removed, masonry was cleaned with an abrasive cleaning method, and the existing cladding system was installed. At this time, several other repairs with inappropriate materials were made to the building, and the interior of the existing building was altered.

Investigation of select areas beneath the existing metallic cladding has revealed similarly deteriorated conditions as discovered on the non-clad portions of each elevation. Interior investigations have also taken place, revealing significant structural issues above the fifth-floor masonry back-up wall in the south building. ERA has also identified the 1986 installation of a secondary steel structure behind the south building which the 1986 project architect confirmed was installed due to structural stability issues at that time. Further investigation from the structural engineer for the project has led to a recommendation that the entire fifth floor of the south building be reconstructed.

Staff have carefully reviewed the findings of the Heritage Impact Assessment and draft Conservation Plan submitted by the applicant and prepared by ERA Architects Inc., and find that the proposal to demolish the existing street walls at 2 Queen Street West and to reconstruct is the only viable option for the long-term conservation of this heritage property.

Proposed Demolition and Conservation Strategy

The applicant has submitted a Conservation Plan outlining the property's existing condition and a description of the proposed reconstruction and restoration strategy. The proposed strategy for both the north and south buildings includes the demolition of all streetwall masonry and the retention of the existing back-up structural masonry wall for the entirety of the north building and to the fourth storey on the south building due to identified significant structural issues. The streetwall for the north building will be reconstructed with the restoration of significant features including the metal storefront and stone signage band and cornice. The south building streetwall will also be reconstructed and restored to its 1895 condition with features including stone arched entry and window bay, metal storefront, leaded transom window and stone sign band and cornice. A new interior structure and floor plates will connect into the existing backup masonry wall in line with existing floor heights.

The Conservation Plan submitted with this application identifies approximately half of the existing terra cotta, much of the existing stone, and nine window units on the southwest corner will be restored and reinstated on the facades. However, due to its deteriorated condition, the existing facing brick will be replaced with a new custom brick to be reviewed by staff prior to installation. Other materials including metal elements such as the cornice and existing flashing will also be replaced in kind with new materials. The storefront, which is not original, will be restored to the 1895 design with metal materials and will include original details such as the historic recessed entry.

Should Council approve staff's recommendations, the cost of bracing the existing backup masonry wall, demolition and reconstruction of the existing streetwall and proposed restoration work as identified in the Conservation Plan will be secured in a Letter of Credit to be released upon completion of the work to the satisfaction of the Senior Manager, Heritage Preservation Services.

Proposed Addition

The application proposes the construction of a new interior structure and floor plates behind the reconstructed façade and a new 3 storey addition to replace the existing 2 storey addition. Above the fifth floor of the existing building the addition will step back 1 metre at the sixth and seventh floors, which will be used as office space, with an additional step back of 4 metres at the eighth floor restaurant level. The proposed addition will be constructed with a glass curtain wall that will follow the curve of the existing cornice and ensure the addition will remain visually subordinate to and distinguishable from the landmark structure below. While staff do not typically support shallow stepbacks above heritage buildings, in this case the proposed addition set forward above the existing building reinforces the form of the heritage building and together emphasize the presence of this structure at the corner of Queen Street West and Yonge Street. Staff feel that the stepback of the addition and proposed materials will not have a negative impact on the heritage character of the reconstructed heritage resource.

Process

Section 34.3.1 of the Ontario Heritage Act identifies the responsibility of a municipal council to repeal the by-law designating a property if council has consented to an application to demolish. Following the demolition of the existing streetwall of the property, staff are recommending that Council repeal the designation by-law for the property at 2 Queen Street West while maintaining the existing Heritage Easement Agreement. Staff are recommending that the existing Heritage Easement Agreement be amended prior to the issuance of any demolition or building permits to secure the future agreement of the owner of the heritage property at 2 Queen Street West to the potential re-designation of the existing property under Part IV on the Ontario Heritage Act following completion of the subject development and to secure the long-term conservation of the heritage property. Following the reconstruction of the existing streetwall, if the property meets the criteria for designation under Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation under Part IV, staff will report to Council recommending designation.

CONCLUSION

While staff are extremely reluctant to recommend in support of the demolition of any heritage property, after careful review of the existing property and of the condition assessments provided by the project heritage consultants, it is clear to staff that this is the logical way to move forward. The reconstruction of the existing streetwalls of the north and south buildings will ensure the long-term appreciation of this property and restore a heritage resource that has suffered from unsympathetic alterations and

neglect for many years. Staff have worked extensively with the applicant to review both the conservation strategy for the existing building and the details of the rooftop addition. Staff are supportive of the applicant's efforts to reconstruct this property in accordance with its landmark status on the northwest corner of Queen and Yonge Streets.

CONTACT

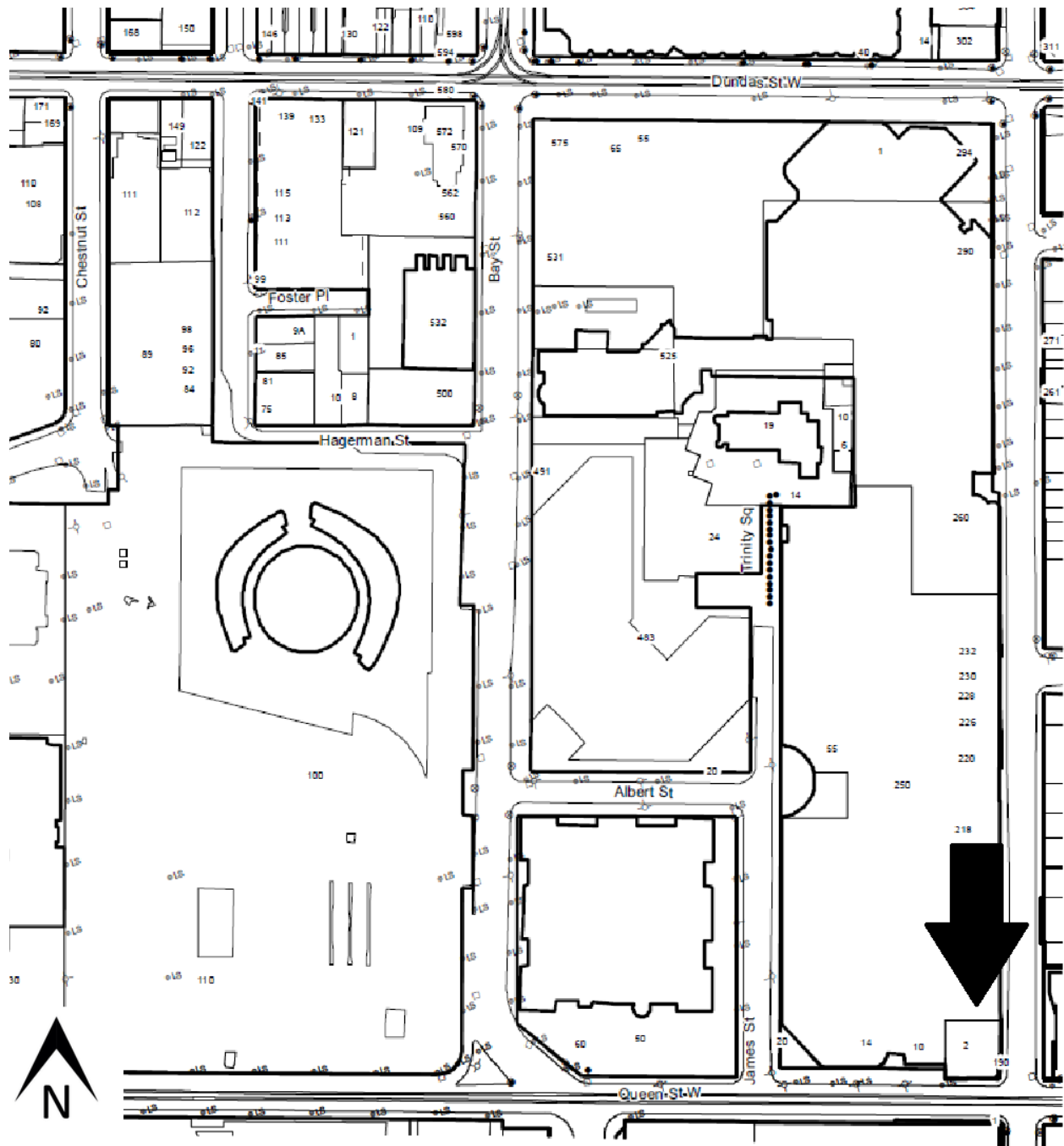
Sherry Pedersen BLA, MUP
Program Manager, Heritage Preservation Services
Heritage Preservation Services
Tel: 416-338-1089; Fax: 416-392-1973
E-mail: Sherry.Pedersen@toronto.ca

SIGNATURE

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

ATTACHMENTS

Attachment 1 – Location Map: 2 Queen Street West
Attachment 2 – Photographs: 2 Queen Street West
Attachment 3 – Proposed Renderings: 2 Queen Street West
Attachment 4 – Proposed Plans: 2 Queen Street West
Attachment 5 – Proposed Elevation: 2 Queen Street West
Attachment 6 – Reasons for Designation: 2 Queen Street West



The arrow marks the location of the property at 2 Queen Street West.
This location map is for information purposes only. The exact boundaries of the property are not shown.



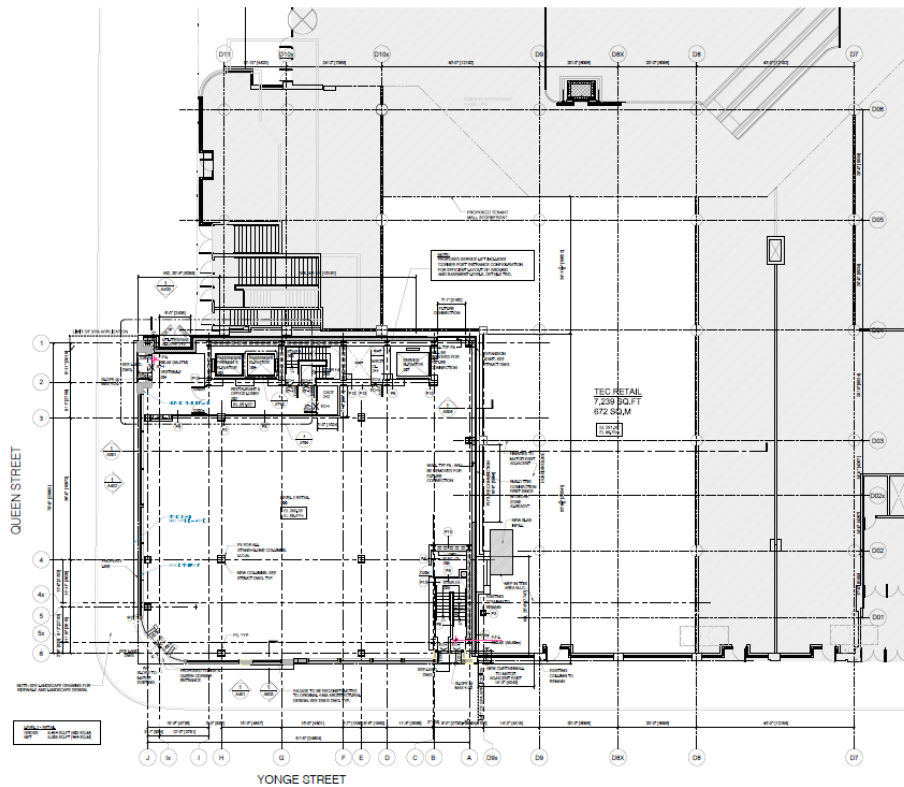
Existing Southwest Corner - 2 Queen Street West



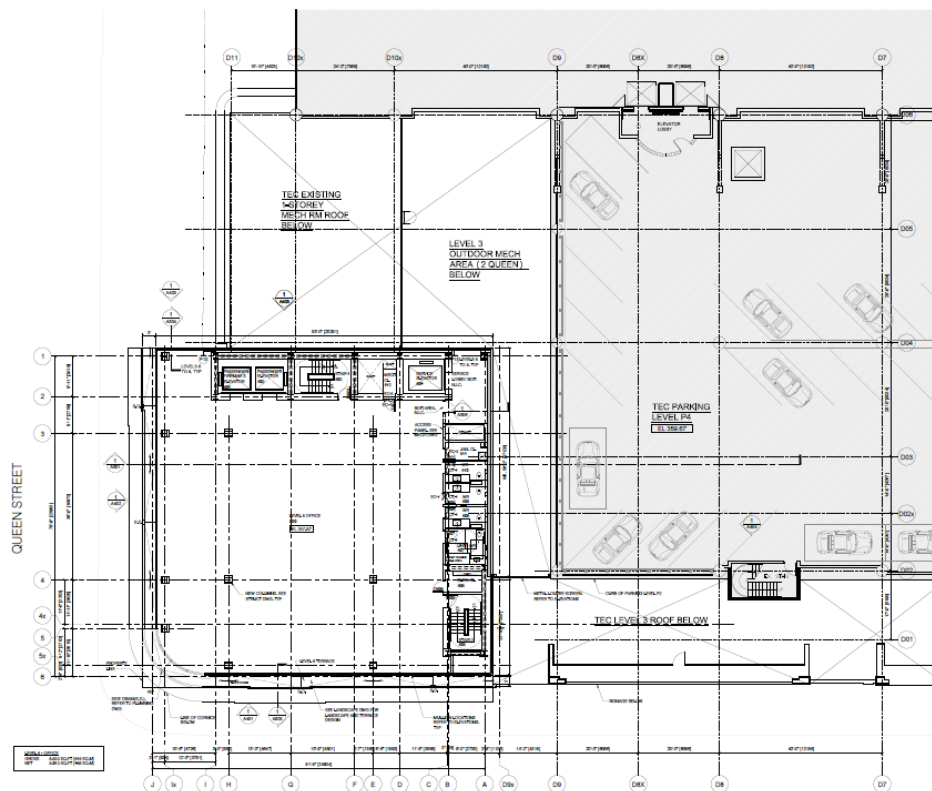
Proposed Rendering of South Elevation - 2 Queen Street West



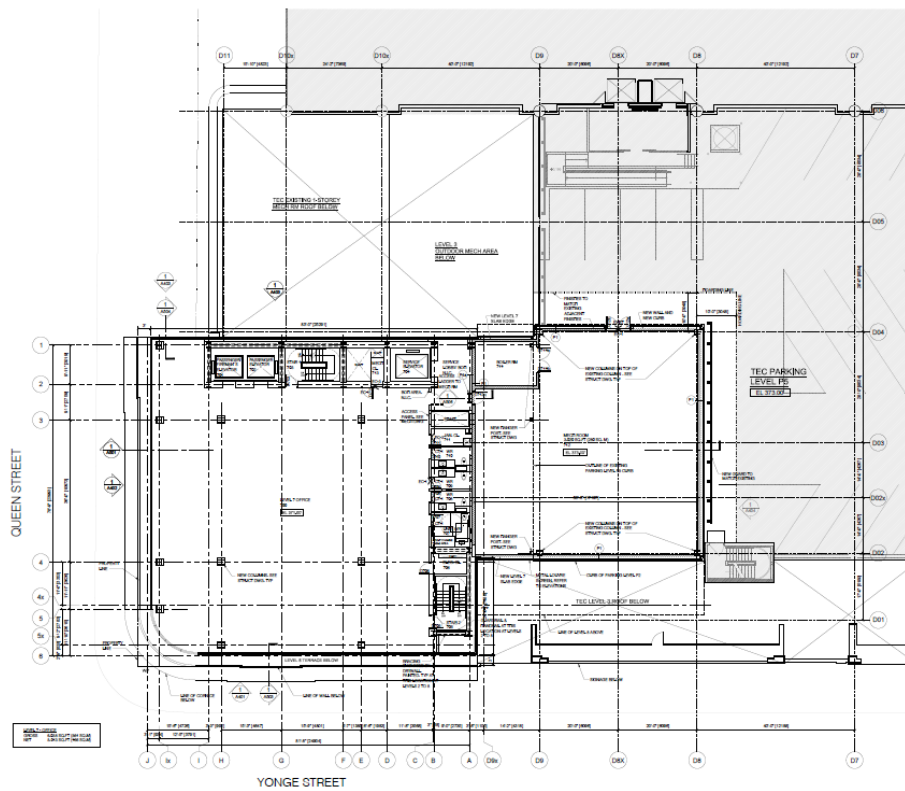
Proposed Rendering of Southwest Corner - 2 Queen Street West



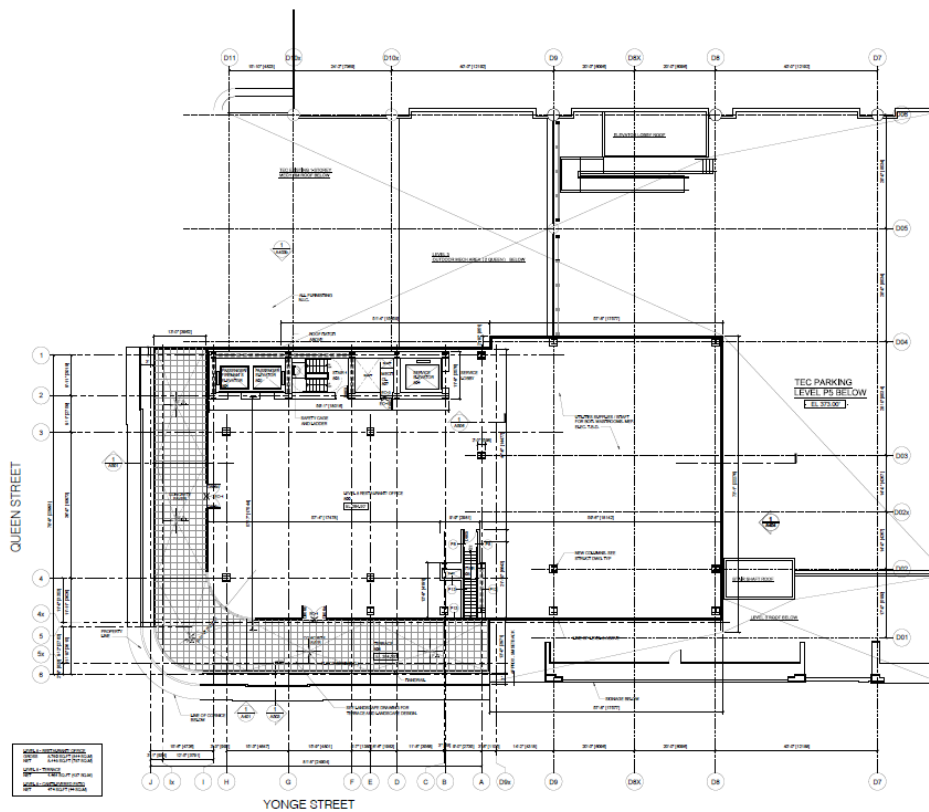
Proposed Ground Floor Plan - 2 Queen Street West



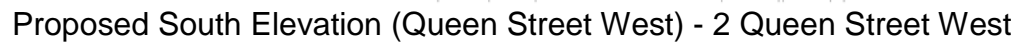
Proposed Sixth Floor Plan - 2 Queen Street West



Proposed Seventh Floor Plan - 2 Queen Street West



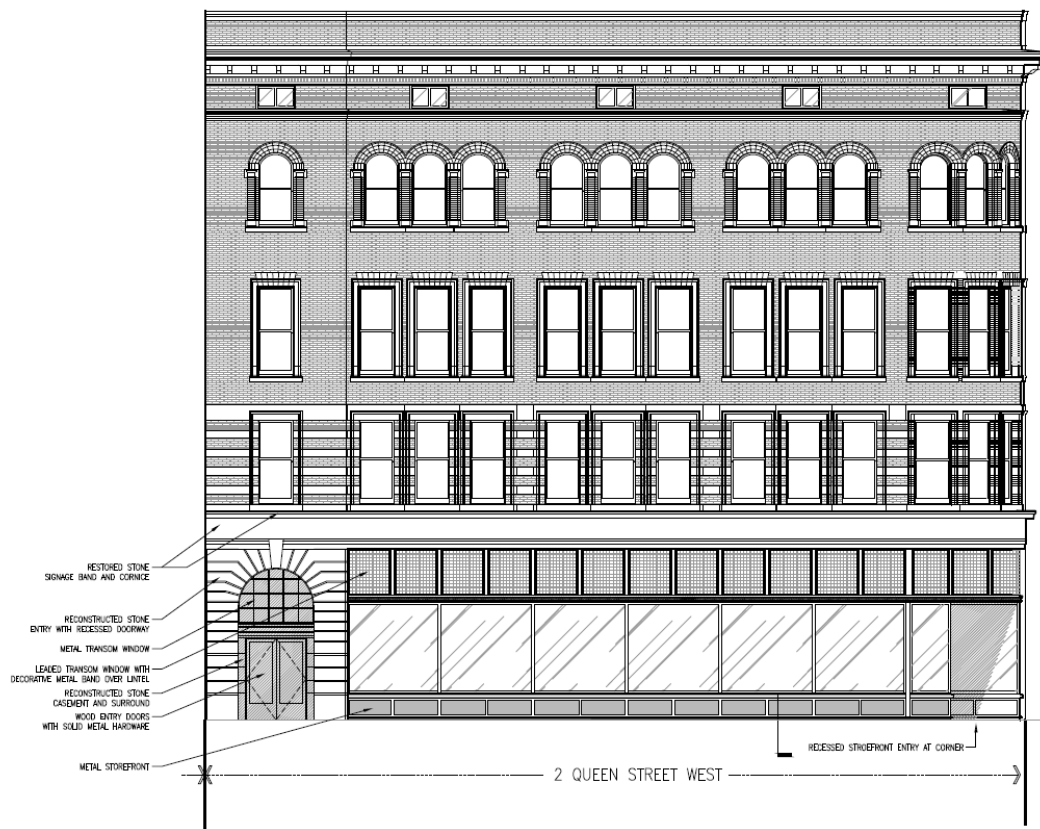
Proposed Eighth Floor Plan - 2 Queen Street West



[illegible]

Page 15 of 18

PROPOSED ELEVATIONS: 2 Queen Street West



South Detail Elevation – 2 Queen Street West



East Detail Elevation – 2 Queen Street West

Philip Jamieson Building

Description

The property at 2 Queen Street West (formerly known as 184 Yonge Street) is worthy of designation under Part IV of the Ontario Heritage Act for its cultural heritage value or interest, and meets the criteria for municipal designation prescribed by the Province of Ontario under the categories of design and contextual value. Located on the northwest corner of Yonge Street and Queen Street West, the four-storey commercial building was completed in 1896 for Philip Jamieson, founder of one of the largest merchant tailors and retail clothing manufacturing companies in late 19th century Canada. Between 1912 and 1980, the building was occupied by a branch of Woolworth's, the American chain of five-and-dime stores. The property was listed on the City of Toronto Inventory of Heritage Properties in 1986, and a Heritage Easement Agreement was registered during the same year. Portions of the building, which are described in the heritage attributes below, have been incorporated into a commercial development on the site.

Statement of Cultural Heritage Value

The Philip Jamieson Building has design value as a surviving example of a late 19th century commercial building with Classical features in the City's financial district. Its detailing was inspired by the Renaissance Revival style, which is identified by the use of different window shapes to distinguish the individual stories, and the application of Classical motifs. The rounded southeast corner is a highlight of the design.

Historically, the Philip Jamieson Building is one of the few buildings in Toronto designed by Samuel Curry and Francis S. Baker, who embarked on a brief partnership from 1895 to 1898. The pair accepted commissions in Toronto and New Brunswick, and supervised the alterations to Harbord Collegiate (the latter property is included on the City's heritage inventory).

The building anchors the northwest corner of Yonge Street and Queen Street West where it is surrounded by the Eaton Centre. With its scale and attention to detail, the Philip Jamieson Building complements the Robert Simpson Store at 176 Yonge Street and the Bank of Montreal Building at 2 Queen Street West, which are designated under the Ontario Heritage Act.

Heritage Attributes

The heritage attributes of the Philip Jamieson Building related to its design value as a surviving example of a late 19th century commercial building with Classical detailing are found on the brick-clad portions of the principal facades facing east onto Yonge Street and south toward Queen Street East, the rounded southeast corner, and the flat roofline, consisting of:

REASONS FOR DESIGNATION: 2 Queen Street West

- The 4½-storey plan with a cornice and parapet along the flat roofline
- The buff brick cladding with brick, stone and terra cotta trim
- The uniform fenestration in the second through the fourth stories, with flat-headed openings in the second and third floors and elaborate round-arched openings in the upper storey
- The detailing of the window openings, with stone surrounds and sills on the second floor, and terra cotta trim on the third and fourth stories
- In the attic level, the small rectangular window openings placed above a stone band course

The first-floor storefronts have been altered and are not included in the Reasons for Designation.