

Alterations of Four Heritage Properties and Demolition of One Heritage Property and Construction of a Replacement Structure in the South Rosedale Heritage Conservation District- 27, 29, 31 and 33 Sherbourne Street North

Date: December 1, 2017

To: Toronto Preservation Board

Toronto and East York Community Council

From: Acting Chief Planner and Executive Director, City Planning Division

Wards: Ward 27 – Toronto Centre-Rosedale

SUMMARY

This report recommends that City Council approve the alterations to 27, 31 and 33 Sherbourne Street North and the demolition of 29 Sherbourne Street North along with the construction of a replacement structure. The applicant has applied for a Zoning Amendment for 21-33 Sherbourne Street North to allow for the demolition of 29 Sherbourne Street North and construction of a replacement structure, removal of the rear portions of 31 and 33 Sherbourne Street North and demolition of 5 garages on the entire property with the consolidation of parking in a below-grade garage.

RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage properties at 27, 31 and 33 Sherbourne Street North, in accordance with Section 33 of the Ontario Heritage Act, and the demolition of the heritage property at 29 Sherbourne Street North, in accordance with Section 34 of the Ontario Heritage Act, substantially in accordance with plans and drawings dated September 7, 2017, prepared by ERA Architects Inc + JIAI on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated September 7, 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 the introduction of the bills for such Zoning By-law Amendment by City Council, the owner shall:

1. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 21-33 Sherbourne Street North prepared by ERA Architects Inc., dated September 7, 2017, to the satisfaction of the Senior Manager, Heritage Preservation Services.

2. Enter into and register on the property at 21-33 Sherbourne Street North one or more agreements with the City pursuant to Section 37 of the Planning Act to the satisfaction of the City Solicitor, the Acting Chief Planner and Executive Director, City Planning Division, and the Senior Manager, Heritage Preservation Services with such facilities, services and matters to be set forth in the related site specific Zoning By-law Amendment giving rise to the proposed alterations.

b. That prior to Final Site Plan approval in connection with the Zoning By-law Amendment for the property at 21-33 Sherbourne Street North, the owner shall:

1. Provide final site plan drawings substantially in accordance with the approved Conservation Plan required in Recommendation 1.a.1 above to the satisfaction of the Senior Manager, Heritage Preservation Services.

2. Have obtained final approval for the necessary Zoning By-law Amendment required for the subject property, such Amendment to have come into full force and effect.

c. That prior to the issuance of any permit for all or any part of the properties at 21-33 Sherbourne Street North, 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. Have obtained final approval for the necessary Zoning By-law Amendment required for the subject property, such Amendment to have come into full force and effect.

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

d. That prior to the release of the Letter of Credit required in Recommendation 1.c.3 above the owner shall:

1. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required conservation work has been completed in accordance with the Conservation Plan and that an appropriate standard of conservation has been maintained, all 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

On February 4, 5 and 6, 2003 Toronto City Council adopted the South Rosedale Heritage Conservation District under Part V, Section 42 of the Ontario Heritage Act, enacted by Council on February 7, 2003 under By-Law 115-2003.

<http://www.toronto.ca/legdocs/bylaws/2003/law0115.pdf>

ISSUE BACKGROUND

Development Proposal

The Rezoning application applies to properties at 21-35 Sherbourne Street North, 0.433 hectare residential site. Five existing garages will be demolished and replaced with a single-storey below grade parking structure. 35 Sherbourne Street North is under separate ownership and is included in the application as they will have access to the new underground parking garage from their property. No exterior alterations are proposed to the existing houses at 21 or 27 Sherbourne Street North and they will be retained.

Heritage Properties

The five properties at 21-33 Sherbourne Street North were acquired by a single family beginning in the 1950s. The South Rosedale Heritage Conservation District Study rates properties as category A, B, C or non-contributing to the cultural heritage value of the District. The following is a description of the properties within the development site and the proposed alterations. Attachment 2 includes photos of each house and associated coach houses and Attachment 3 includes illustrations and drawings of the proposal.

21 Sherbourne Street North (unrated)

This building is a large coach house, constructed between 1903 and 1912, is associated with the Gooderham estate that once occupied the site currently known as 30 Elm Street to the south. The coach house shares Edwardian influences of design similar to

27 Sherbourne Street North and the applicant's heritage consultant speculates that this structure may have been designed by the same architect. This building was converted into three rental units in the 1960s and will be retained.

27 Sherbourne Street North ("A" category)

The 2-1/2-storey modern Georgian style house (1907) was designed by the well-known architectural firm, Sproatt and Rolph for E.D. Gooderham, a member of the prominent business family. The proposal will retain the house with no alterations to the elevations. The property has 2 concrete block garages constructed in the 1950s that will be demolished.

29 Sherbourne Street North (unrated)

This 2-1/2 storey house was built by Design Associates in 1962. Historically, 29 Sherbourne Street North was a landscaped side yard to 31 Sherbourne Street North. The house located at 29 Sherbourne Street North is an unrated property in the South Rosedale Heritage Conservation District and will be demolished. A new semi-detached house will be constructed set back on the property with a landscaped forecourt extending to the street that will allow residents access to units within the new building and new residential units in 33 Sherbourne Street North. A garage at the rear of the property will be demolished.

31 Sherbourne Street North ("C" category)

This 2-storey house was constructed for James Wood in 1906 by an unknown architect. The north gable, front porch and hip roof dormer (that have previously been altered) at the west elevation will be re-instated based on historic photos. The rear portion of the house, that has been previously altered, will be removed. The cut will take place beyond the existing chimney breast and gable along the north elevation and behind the bay along the south elevation. A new rear addition will be constructed in its place.

31 Sherbourne Street North includes a 1-1/2 storey coach house located at the rear of the property. This coach house has been previously altered and is minimally visible from the street. The coach house will be altered with the addition of a new dormer window to the roof along the south elevation and a new residential door to the west elevation. A concrete block garage and parking canopy at the rear of the property will be demolished.

33 Sherbourne Street North ("C" category)

The 3-storey house was constructed in 1902 for jeweller Herbert Kent. Alterations include construction of a new rear addition that will be minimally viewed from the street along with a sun room constructed above an existing deck on the west elevation.

Policy Framework

Provincial Planning Act and Policy Statement

The Planning Act and the associated Provincial Policy Statement guide development in the Province. The Act states that municipalities must have regard for matters of provincial interest. Cultural heritage is identified in Section 2 (d) of the Act.

The Provincial Policy Statement (PPS) issued under the authority of Section 3 of the Planning Act 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.

These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. Policy 4.7 indicates that the Official Plan is the most important vehicle for implementation of the PPS.

Policy 2.6.1 of the PPS directs that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved." Properties included on the City's Heritage Register are considered to be significant in this context. "Conserved" is defined in the PPS as "the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region. Policy 4.2.7(1) of the Growth Plan states that cultural heritage resources, which includes built heritage resources, "will be conserved in order to foster a sense of place and benefit communities."

Official Plan

The heritage policies in the City of Toronto's 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 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."
- 3.1.5.6: "The adaptive re-use of properties on the Heritage Register is encouraged for new uses permitted in the applicable Official Plan land use designation, consistent with the "Standards and Guidelines for the Conservation of Historic Places in Canada."
- 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."

Standards and Guidelines for the Conservation of Historic Places in Canada

The Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines) is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The General Standards (1-9) and the Standards for Rehabilitation (10-12) apply to this project.

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

South Rosedale Heritage Conservation District Study (2002)

Section 5.3 District Design Guidelines of the Study were established with a view to the "preservation of the existing architectural character of the district and its park like setting and streetscape as defined in the Heritage Character and Streetscape Character Statements."

The intent of these guidelines is to "ensure ... development in the District... enhances and sustains the unique character of South Rosedale, as defined in the Heritage Character Statement in this study."

Section 5.3.2 Guidelines for Alterations and Additions to Heritage Buildings

The intent of these guidelines is to "encourage preservation of existing heritage buildings, to aid sensitive and contextual design for new work and to strengthen and support the heritage character of the district."

Alterations and additions should "maintain or enhance rather than detract from the existing architectural style and character of the building and those surrounding it...". The guidelines include the following direction:

- Reasonable effort should be taken to repair rather than replace significant architectural elements.
- The building should be examined carefully, together with buildings of similar architectural style, to determine what changes have already occurred before commencing an alteration or addition. If architectural elements have been removed from the building, it may be attractive and feasible... to re-introduce these missing elements as part of a proposed alteration. Porches, original doors and window sashes are examples of these elements.
- Using heritage buildings in the district and the building concerned as a guide, alterations and additions should be consistent with their size, scale, proportion and level of detail.
- No alteration or addition should visually overwhelm the building in question or neighbouring buildings.

- Alterations and additions should, to the extent reasonable, maximize the use of materials that predominate in the building concerned or in buildings of similar architectural style in the area.
- Existing wall to window ratio and proportion should, in general, not be materially altered.
- Windows, doors and details should relate in scale and proportion to those of the existing building.
- The height of an addition generally should not exceed the height of the ridge of an existing sloping roof or the height of the existing roof or parapet.

Section 5.3.4 B. Guidelines for Demolition

Demolition of an unrated building is "generally considered appropriate only if the proposed replacement building... is acceptable under these guidelines and the zoning by-law."

Section 5.3.3 Guidelines for New Buildings

- New buildings and alterations and additions to unrated buildings should contribute to and not detract from the variety and heritage character of the district.
- New buildings and alterations and additions to unrated buildings should be designed to be compatible with the heritage buildings, in terms of scale, massing height, setback, and entry level.
- The roof profile and the location of the eaves lines or the roof parapet should be designed so that the apparent height of the building is compatible with that of its neighbours and is not visually overwhelming to neighbouring buildings.

COMMENTS

Heritage staff have reviewed the application for conformity with the City of Toronto's Official Plan heritage policies and the guidelines of South Rosedale Heritage Conservation District Study.

The demolition of five existing at-grade garages will provide area for landscaping and will not negatively impact the heritage properties.

31 Sherbourne Street North

The proposed alterations include reconstruction of a front porch based on documentary evidence and review of existing porches of houses of similar architectural style in South Rosedale and are therefore appropriate for this property. Retention of the front portion of the existing house that has street presence with a new rear addition that includes similar material selection of brick, window proportion and roof and associated eave line is consistent with the intent of the District guidelines.

33 Sherbourne Street North

An existing roof deck on the second floor at the front of the house will be converted to a sun room that will be constructed of glass and set back from a parapet wall to minimize overall visual impact to the house. A relatively small rear addition is proposed that will be minimally visible from the street.

Demolition and New Construction

The current proposal includes demolition of the house at 29 Sherbourne Street North. The District Study allows for demolition of unrated properties and provides guidelines for new building design. Early on in discussion with the applicant, HPS staff recommended that the height of the new building should be lower than the existing "A" category house at 27 Sherbourne Street North. The applicant responded positively to staff recommendations and the new building meets the intent of the South Rosedale Heritage Conservation District Study.

New Ramp leading to Below Grade Parking Structure

The new garage will not be visible from the street and will therefore have no impact to the public view. The new ramp will be located between 31 and 33 Sherbourne Street North and have the same width as the existing driveway. The entry door to the garage will be set back and below the street level, with minimal public views.

CONCLUSION

For the reasons discussed in the report, staff are supportive of the applicant's proposal for the properties at 21-33 Sherbourne Street North in the South Rosedale Heritage Conservation District.

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SIGNATURE

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ATTACHMENTS

Attachment No. 1 – Location Plan 21-33 Sherbourne Street North

Attachment No. 2 – Photographs 21-33 Sherbourne Street North

Attachment No. 3 – Proposal 21-33 Sherbourne Street North



The arrow marks the location of the properties at 21-33 Sherbourne Street North.
The location map is for information purposes only.
The exact boundaries of the property are not shown.



27 Sherbourne Street North- "A" Category



21 Sherbourne Street North- former coach house converted to rental units, located to the rear and south of 27 Sherbourne Street North

PHOTOGRAPHS – 21-33 Sherbourne Street North



29 Sherbourne Street North - unrated property to be demolished and replaced with new semi-detached dwelling

PHOTOGRAPHS – 21-33 Sherbourne Street North



33 Sherbourne Street North- "C" Category building



Coach house located at rear of 31 Sherbourne St. N.

PHOTOGRAPHS – 21-33 Sherbourne Street North



33 Sherbourne Street North- view from street looking northeast



Typical garage- a total of five of these structures will be demolished



Existing Site Plan illustrating three retained buildings at 21 Sherbourne Street North (coach house), 27 Sherbourne Street North and 33 Sherbourne Street, removal of rear section of house and retention of coach house at 31 Sherbourne Street North, demolition of 29 Sherbourne Street North along with demolition of 5 garages. Retained buildings are illustrated in darker fill, with proposed demolitions in pattern grey.

PROPOSAL -21-33 Sherbourne Street North



Landscape Plan of entire site illustrating new central court and new house facing onto this landscaped area



Perspective view of proposal looking northeast

PROPOSAL -21-33 Sherbourne Street North

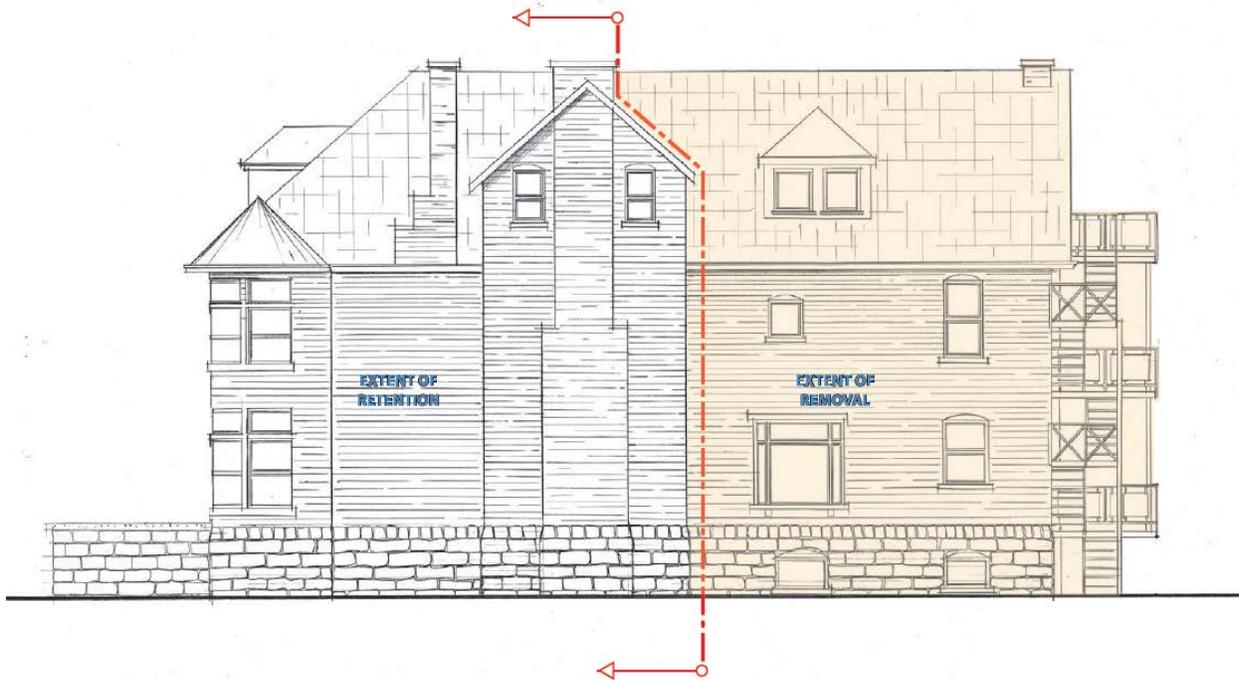


Street view of retained portion of 31 Sherbourne Street North looking northeast, with reconstructed porch and new rear addition recessed behind existing house.

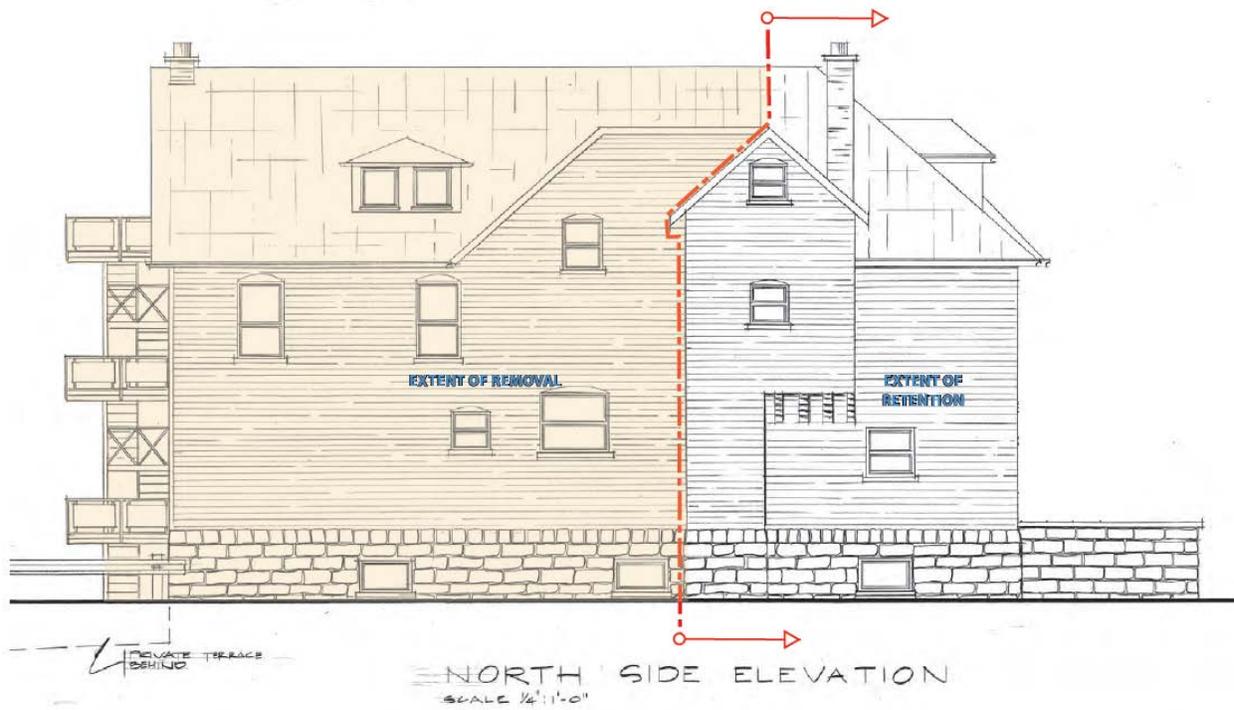


Courtyard view with new semi-detached house at 29 Sherbourne Street North situated between 31 and 27 Sherbourne Street North.

PROPOSAL -21-33 Sherbourne Street North



South Elevation- 31 Sherbourne St. N. illustrating retained portion and new rear addition

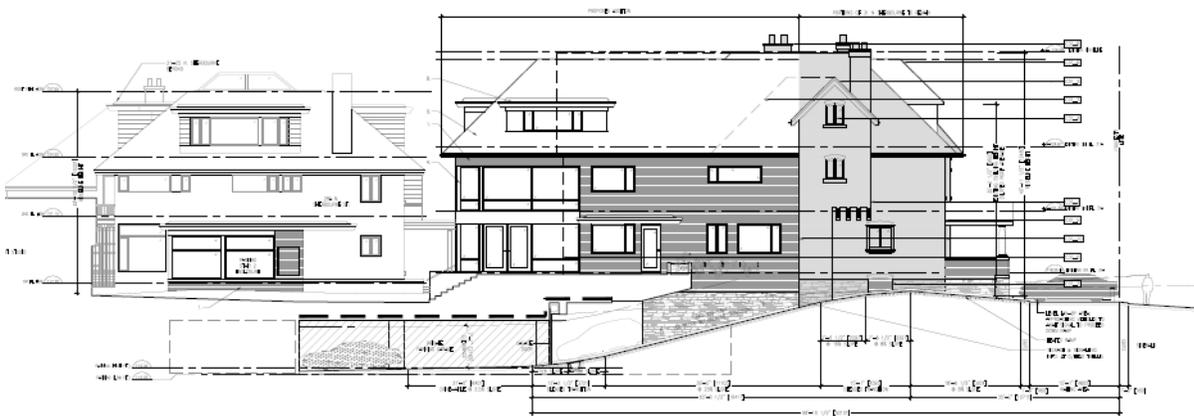


North Elevation- 31 Sherbourne St. N. illustrating retain portion and new rear addition.

PROPOSAL -21-33 Sherbourne Street North



Street view of parking ramp looking west between 31 and 33 Sherbourne St. N.



Ramp along north side of 33 Sherbourne St. N. with below grade parking



Street view of 31, 33, 29, 27 and 21 Sherbourne St. N.