

Alterations to a Designated Heritage Property, Amendment of a Designation By-Law and Authority to Amend a Heritage Easement Agreement - 85 Richmond Street West

Date: January 22, 2018
To: Toronto Preservation Board
Toronto and East York Community Council
From: Acting Chief Planner and Executive Director
Wards: 28 - Toronto Centre-Rosedale

SUMMARY

This report recommends that City Council endorse the conservation strategy generally described for the heritage property at 85 Richmond Street West, amend the designation by-law for the property, and give authority to amend the existing Heritage Easement Agreement (HEA) with the property owner. The property at 85 Richmond Street West is designated under Part IV of the Ontario Heritage Act and is subject to an existing Heritage Easement Agreement. The applicant is proposing to alter the existing lightwell, provide thermal and energy-efficiency upgrades, and to remove and replace in-kind the common brick on the west and south elevations of the existing building. City Council's approval of the proposed alterations to the heritage property and authority to amend the designation by-law and existing Heritage Easement Agreement is required under the Ontario Heritage Act.

RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage property at 85 Richmond Street West in accordance with Section 33 of the Ontario Heritage Act, to allow for alterations to the existing building on the lands known municipally in the year 2018 as 85 Richmond Street West, with such alterations substantially in accordance with plans and drawings prepared by +VG Architects, dated January 15, 2018, date-stamped received by City Planning January 17, 2018, and on file with the Senior Manager, Heritage Preservation Services and the Heritage Impact Assessment (HIA), prepared by +VG Architects, dated January 15, 2018, date-stamped received by City Planning January 17, 2018, 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 85 Richmond Street West, the owner shall:

1. Amend the existing Heritage Easement Agreement for the property at 85 Richmond Street West in accordance with the plans and drawings dated January 15, 2018, prepared by +VG Architects, date-stamped received by City Planning January 17, 2018 and on file with the Senior Manager, Heritage Preservation Services, and subject to and in accordance with the Conservation Plan required in Recommendation 1.a.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 detailed Conservation Plan, prepared by a qualified heritage consultant, that is consistent with the conservation strategy set out in the Heritage Impact Assessment for the property at 85 Richmond Street West, prepared by +VG Architects and dated January 15, 2018, to the satisfaction of the Senior Manager, Heritage Preservation Services;
3. Provide final site plan drawings substantially in accordance with the approved Conservation Plan required in Recommendation 1.a.2 above to the satisfaction of the Senior Manager, Heritage Preservation Services;
4. Provide a Heritage Lighting Plan that describes how the exterior of 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;
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;

b. That prior to the issuance of any permit for all or any part of the property at 85 Richmond Street West, including a heritage permit or a building permit, but excluding interior alterations not impacting identified interior attributes, 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 85 Richmond Street West in accordance with the plans and drawings dated January 15, 2018, prepared by +VG Architects, date-stamped received by City Planning January 17, 2018 and on file with the Senior Manager, Heritage Preservation Services, and subject to and in accordance with the Conservation Plan required in Recommendation 1.a.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, as required in Recommendation 1.a.1 above;

2. 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 the property at 85 Richmond Street West, prepared by +VG Architects and dated January 15, 2018, to the satisfaction of the Senior Manager, Heritage Preservation Services, as required in Recommendation 1.a.2 above;

3. 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.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;

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, Lighting Plan and Interpretation Plan;

c. That prior to the release of the Letter of Credit required in Recommendation 1.b.4 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 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;

2. 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 85 Richmond Street West, Instrument No. CA691409, dated October 3, 2000, and on file with the Senior Manager, Heritage Preservation Services.

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

4. City Council amend By-law No. 960-88, designating the property at 85 Richmond Street West under Part IV of the Ontario Heritage Act, to update and revise the Reasons for Designation in accordance with the Statement of Significance: 85 Richmond Street West (Revised Reasons for Designation) attached as Attachment 7 to

the report dated January 22, 2018 from the Chief Planner and Executive Director, City Planning Division.

5. City Council authorize the City Solicitor to introduce any necessary bill in Council to amend By-law No. 960-88.

6. If there are objections in accordance with Section 29(7) of the Ontario Heritage Act, City Council direct the City Clerk to refer the designation to the Conservation Review Board.

7. If the designation is referred to the Conservation Review Board, City Council authorize the City Solicitor and appropriate staff to attend any hearing held by the Conservation Review Board in support of Council's decision on the designation of the property.

FINANCIAL IMPACT

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

DECISION HISTORY

On August 8, 1988, City Council listed the property at 85 Richmond Street West on the City's Heritage Register. On October 22, 1988 City Council designated the property at 85 Richmond Street West under Part IV of the Ontario Heritage Act.

<https://www.toronto.ca/legdocs/pre1998bylaws/toronto%20-%20former%20city%20of/1988-0960.pdf>

The property at 85 Richmond Street West is also subject to a Heritage Easement Agreement dated October 3, 2000, instrument no. CA691409.

ISSUE BACKGROUND

The application involves the property at 85 Richmond Street West, which was listed on the City's Heritage Register by Toronto City Council on August 8, 1988 and designated under Part IV of the Ontario Heritage Act on October 22, 1988. The site contains an eleven-storey U-shaped office building known as the Federal Building, designed by architect C. Howard Crane of Detroit for Yolles and Rotenberg, construction engineers and developers.

The applicant is proposing to alter the existing building by renovating interior floor spaces, upgrading mechanical and electrical systems, improving thermal performance of the building envelope, and infilling the lightwell on the south side of the building. The applicant is also proposing significant restoration work to the exterior elevations of the existing building.

Policy Framework

Provincial Policy Statement

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 they include provincial interests 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 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."

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".

The Standards and Guidelines for the Conservation of Historic Places in Canada

In 2008 Toronto City Council adopted the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines) as the official document guiding planning, stewardship and 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) and Restoration (13) apply to this project.

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

COMMENTS

Heritage Preservation Services has reviewed the Heritage Impact Assessment (HIA) prepared by +VG Architects, dated January 15, 2018, and date-stamped received by City Planning January 17, 2018. The applicant is proposing significant interior alterations to the existing building to rehabilitate the existing office tower and renovate interior floors, upgrade mechanical and electrical equipment, improve the thermal performance of the building envelope and increase and intensify usable and functional office space through the infill of the lightwell. Interior alterations also include improving access to the city's underground PATH system on the interior of the building. The proposed interior alterations will not impact the front lobby which is an identified heritage attribute.

Proposed Conservation Work

The applicant is proposing to do significant restoration work to the existing building as part of the proposal. A significant portion of this conservation work is required per the existing Heritage Easement Agreement, however the applicant has proposed additional restoration work beyond these requirements. This will include the replacement of the existing tiled spandrels between the first and second floors of the north and east elevations, restoration of the east bay on the north elevation of the ground floor, restoration of the original limestone base, and replacement of dark stone spandrel on the ground floor of the north elevation. On the east and north glazed brick elevations and first glazed bay of the west elevation, the glazed brick masonry will be completely restored. At the tenth floor, the string course cornice will be replaced. At the parapet, the cornice, which had been previously removed, will be recreated and reinstated. Windows will be also be replaced in-kind at the ground and second floors, and on the west and south elevations from the 3rd to 11th floors.

Energy Efficiency and Brick Replacement

The applicant is also proposing to improve the thermal performance of the existing building. The original application submitted to the city proposed interior insulation for the glazed brick east and north elevations and the first bay of the west elevation of the existing building, and exterior over-cladding for the painted common brick west elevation beyond the first bay and south elevation which are identified as heritage attributes. Staff worked with the applicant through a study of the existing condition of the

exterior of the property and through energy efficiency studies to determine whether interior insulation and treatments could be used instead as a more appropriate conservation measure than over-cladding the existing elevations.

An investigation performed by heritage consultants +VG Architects of the painted common brick on the west and south elevations showed significant deterioration of the existing masonry and extensive flaking paint. +VG Architects' investigation has also revealed infill common brick masonry installed in 2001 to replace damage caused by the removal of metal panels where air conditioning units had previously been installed throughout the exterior elevations. Staff have worked with the applicant and +VG Architects to determine the best possible solution for the treatment of these painted common brick elevations as they are significantly deteriorated. The possibility of removing the existing paint was reviewed, however it was determined that due to the condition of the masonry, removing the paint would accelerate the deterioration of the masonry. Paint removal may also not be physically feasible. Repainting the exterior brick would also not address the existing deterioration of the masonry.

After careful evaluation of the existing masonry conditions and understanding the need to improve the energy efficiency of the existing building, staff acknowledge that while replacing the existing masonry walls in-kind is an invasive treatment, it is an appropriate conservation solution for this heritage property and is a strategy that is supported by the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada. Additionally, as the glazed bricks on the north and east elevations and the first bay of the west elevation are being preserved, and in the context of the significant restoration work proposed for this heritage property, HPS is supportive of the brick replacement strategy. The painted common brick walls on the west elevation beyond the first bay and the south elevation will be removed and reconstructed using modern construction techniques with brick to match the existing red common brick (currently painted). This will allow the original appearance of the west and south elevations to be restored while also allowing for new spray foam insulation behind the reconstructed wall to improve energy efficiency. Existing paint and coating on the exterior exposed beams on the west elevation will also be removed. Additional details relating to the reconstruction of these walls will be secured through the Conservation Plan required in Recommendation 1.a.2 of the report dated January 22, 2018.

Proposed Lightwell Infill

The south elevation of the existing U-shaped building at 85 Richmond Street West was designed as a party wall, with a building anticipated at the time of construction to the south. The applicant is proposing to infill the existing lightwell with a steel and reinforced concrete structure which will be structurally independent from the existing building. This will provide for additional usable floor space and a simpler interior floor plan for contemporary office use. The infill is set below the existing roofline to allow for a terrace at the 11th storey. This step will also provide improved visual legibility between the existing building and infill. Interior floor and ceiling treatments as well as an expansion joint will define the connection between the existing building and new infill addition. A glazed curtain wall system will also ensure legibility from the materials of the south elevation. Staff are also recommending that the applicant be required to submit an Interpretation Plan for the subject property prior to site plan approval.

Heritage Resource

The property at 85 Richmond Street West was designated under Part IV, Section 29 of the Ontario Heritage Act in 1988, prior to the 2005 amendments to the Ontario Heritage Act in 2005 and the adoption in 2006 of Ontario Regulation 9/06, provincial criteria prescribed for municipal designation. As part of the amending of the 1988 designating by-law, staff have completed the attached Heritage Property Research and Evaluation Report (Attachment 8) and determined that the property at 85 Richmond Street West is consistent with Ontario Regulation 9/06 and meets the criteria under all three categories of design, associative and contextual values.

The Statement of Significance comprises the Revised Reasons for Designation for the property at 85 Richmond Street West (Attachment 7) and replaces the original Reasons for Designation from 1988 (Attachment 9). The Revised Reasons expand upon the 1988 Reasons to consider all of the current values and attributes of the property. The Notice to amend By-law 960-88 will be advertised on the City of Toronto's web site and served on the property owner and the Ontario Heritage Trust in accordance with the requirements of the Ontario Heritage Act.

CONCLUSION

Staff are supportive of the applicant's efforts to conserve the heritage property through its adaptive re-use as a contemporary office building and with the significant conservation work proposed as part of the application, and recommend that City Council approve the proposed alterations to the existing eleven-storey building. Staff recommend that City Council also give authority to amend the existing designation by-law and amend the existing Heritage Easement Agreement with the owner to secure the long-term conservation of the heritage property.

CONTACT

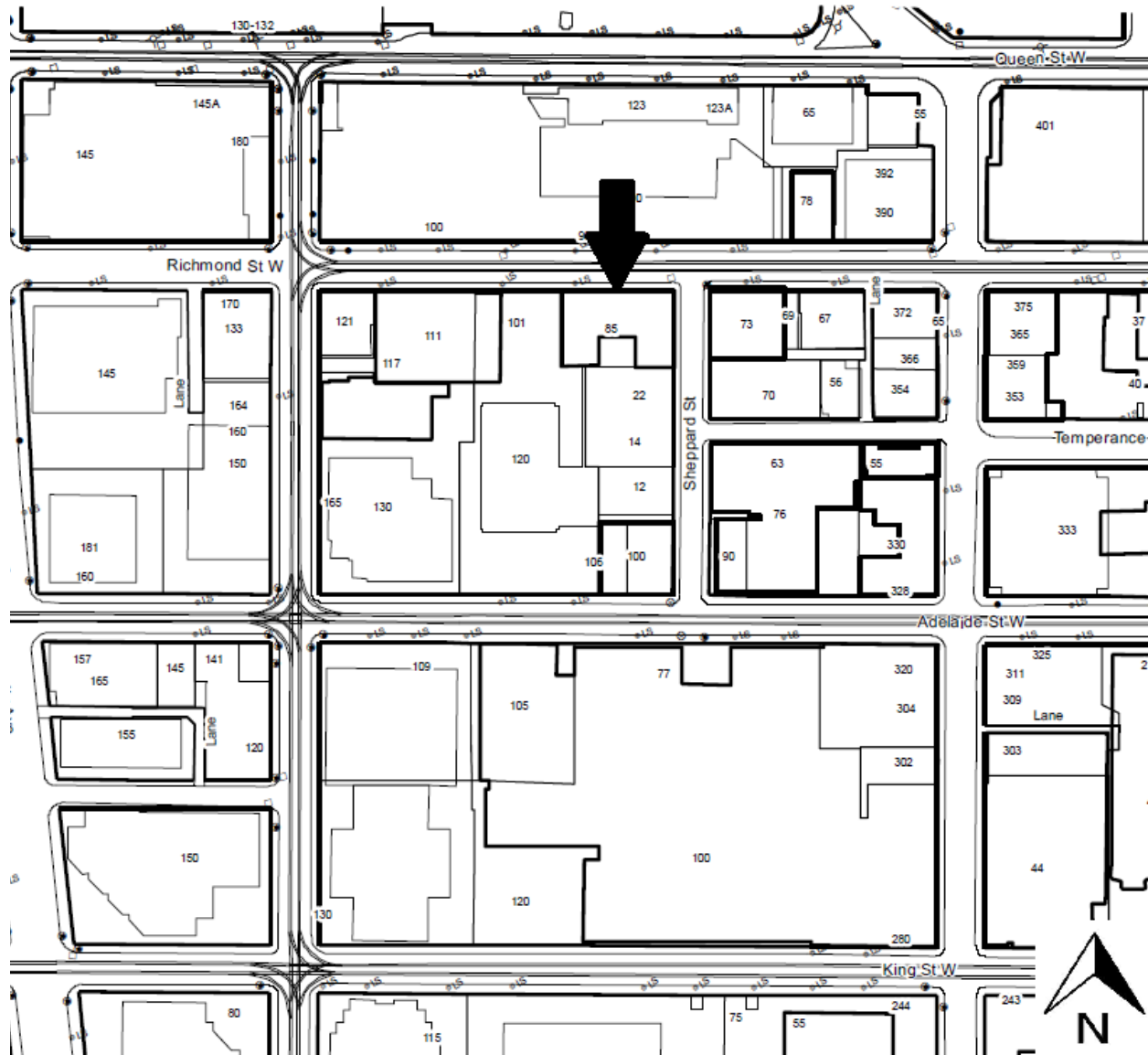
Paul Maka
Acting Program Manager
Heritage Preservation Services
Tel: 416-338-1077; Fax 416-392-1973
Paul.Maka@toronto.ca

SIGNATURE

Gregg Lintern, MCIP, RPP
Acting Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

- Attachment 1 - Location Map - 85 Richmond Street West
- Attachment 2 - Photographs - 85 Richmond Street West
- Attachment 3 - Proposed Site Plan - 85 Richmond Street West
- Attachment 4 - Proposed Plans - 85 Richmond Street West
- Attachment 5 - Proposed Elevations - 85 Richmond Street West
- Attachment 6 - Proposed Renderings - 85 Richmond Street West
- Attachment 7 - Statement of Significance (Revised Reasons for Designation) - 85 Richmond Street West
- Attachment 8 - Heritage Property Research and Evaluation Report - 85 Richmond Street West
- Attachment 9 - Original Reasons for Designation (1988) - 85 Richmond Street West



The arrow marks the location of the property at 85 Richmond Street West.
This location map is for information purposes only.
The exact boundaries of the property are not shown.



Northeast Corner of 85 Richmond Street West - Looking West on Richmond Street West (Heritage Preservation Services, January 18, 2018)

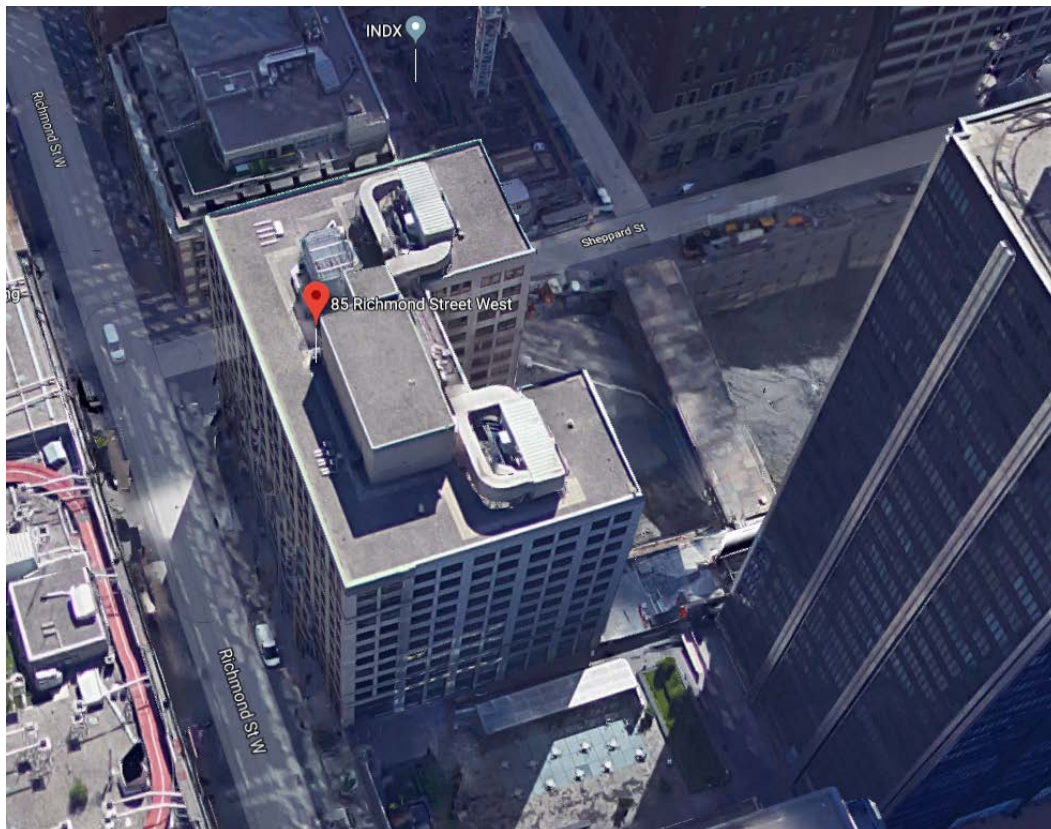


Northwest Corner of 85 Richmond Street West - Looking East on Richmond Street West (Heritage Preservation Services, January 18, 2018)

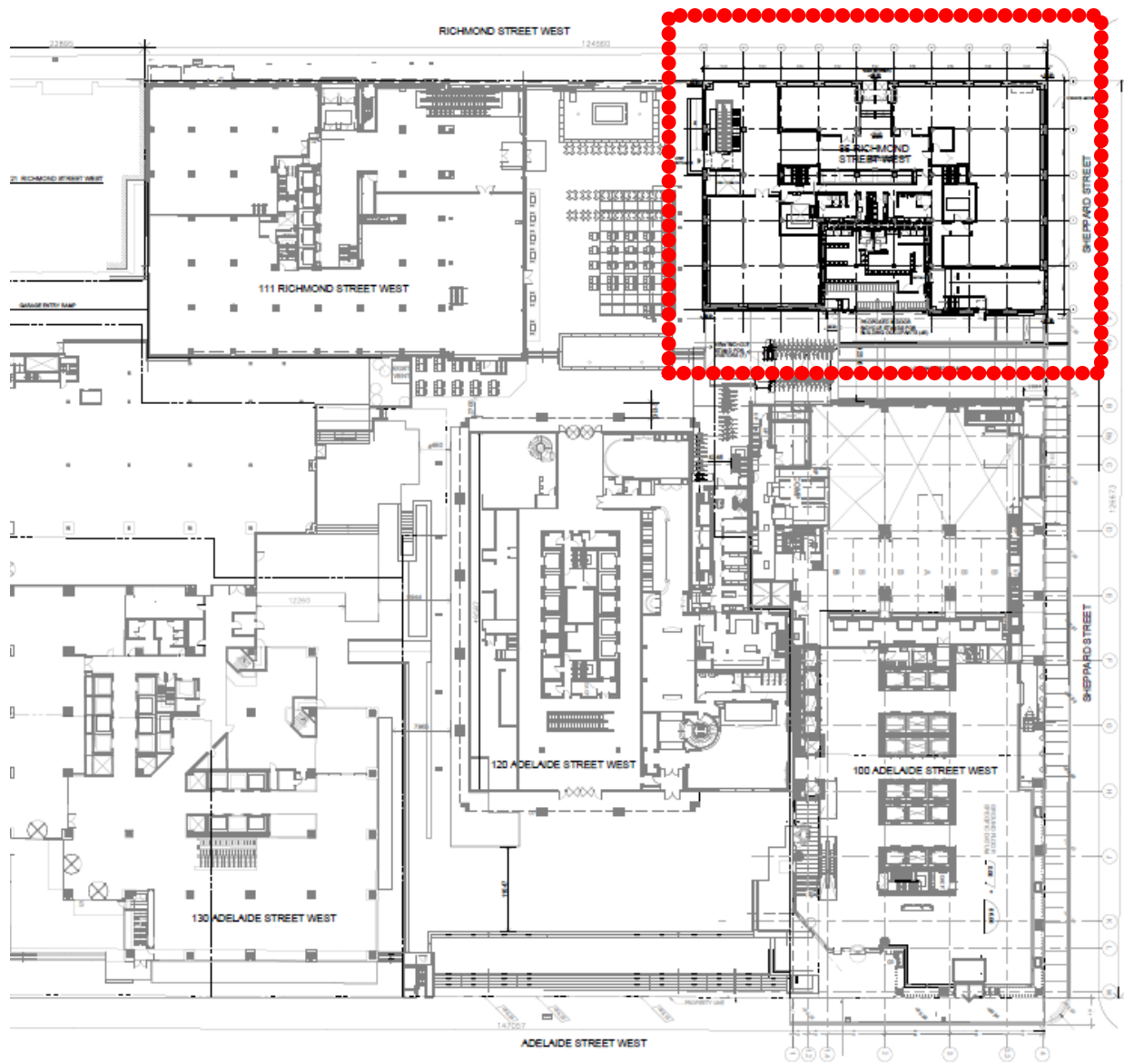
PHOTOGRAPHS: 85 Richmond Street West



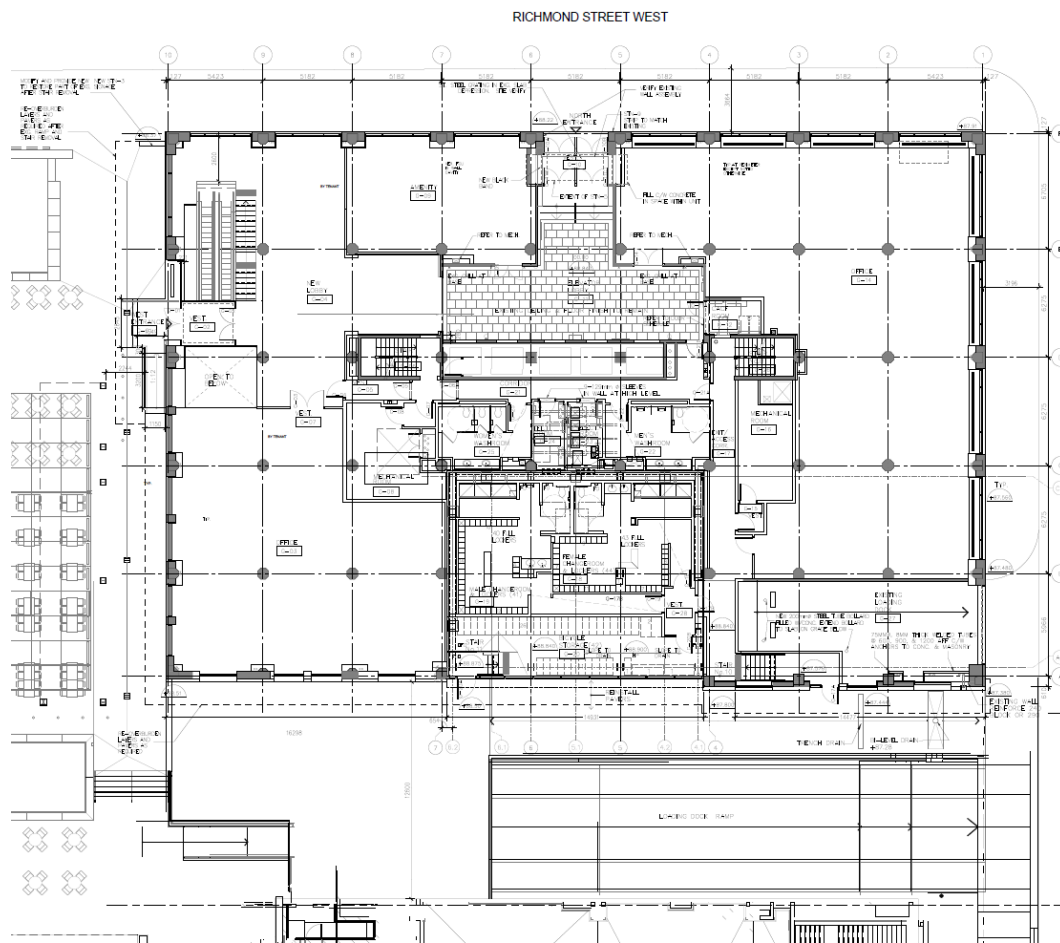
Southwest Corner of 85 Richmond Street West - Looking Northeast towards Richmond Street West (HIA January 15, 2018, +VG Architects)



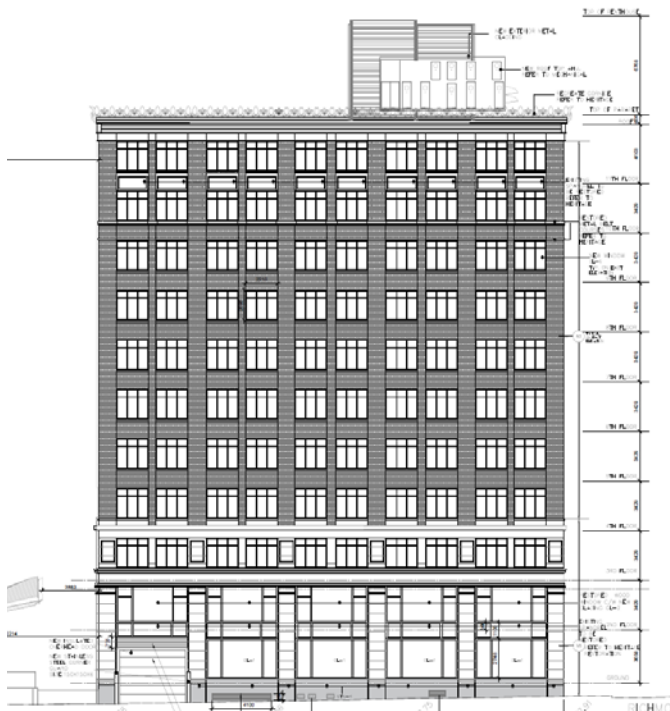
Aerial View of 85 Richmond Street West (Google Maps 2018)



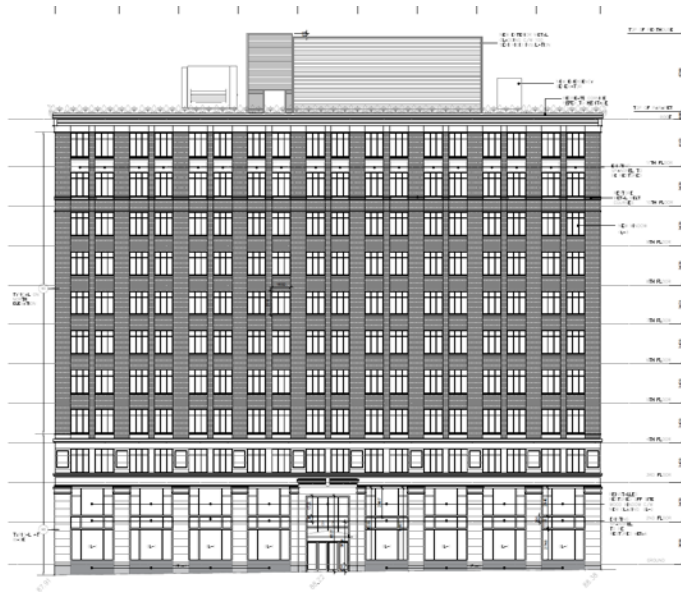
Proposed Site Plan - 85 Richmond Street West



Proposed Ground Floor Plan - 85 Richmond Street West

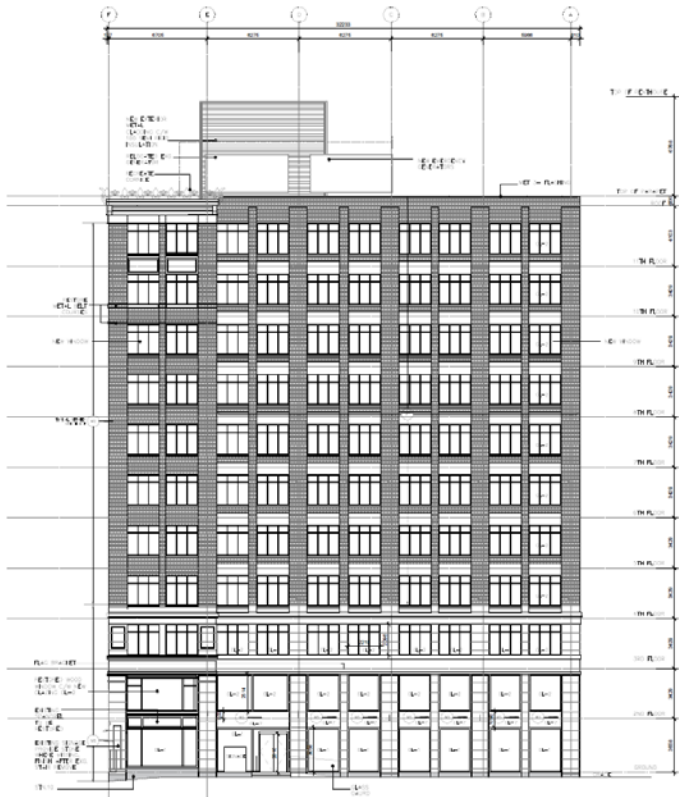


Proposed East Elevation - 85 Richmond Street West



Proposed North Elevation - 85 Richmond Street West

PROPOSED ELEVATIONS: 85 Richmond Street West



Proposed West Elevation - 85 Richmond Street West



Proposed South Elevation - 85 Richmond Street West



Proposed Rendering showing Southwest Corner - 85 Richmond Street West



Proposed Rendering Showing Northeast Corner - 85 Richmond Street West

Federal Building

City of Toronto By-law 960-88 designating the property at 85 Richmond Street West under Part IV, Section 29 of the Ontario Heritage Act is revised to update the cultural heritage values and attributes according to the 2005 amendments to the Ontario Heritage Act. The Federal Building meets Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation under all three categories of design, associative and contextual values.

Description

Located on the southwest corner of Sheppard Street, the property at 85 Richmond Street West contains the Federal Building, an 11-storey office building that was completed in 1923 by Yolles and Rotenberg, developers and general contractors, according to the design of American architect C. Howard Crane.

Statement of Significance

The Federal Building has design value as a commercial building from the interwar era that is distinguished as a first-generation “skyscraper” with Beaux-Arts styling while employing contemporary materials and construction methods. It was completed as the largest fire-proof office building in Canada.

The Federal Building is valued for its historical association with the American architect, C. Howard Crane. Following his training with the notable Albert Kahn Associates in Detroit, Crane was recognized internationally for the movie theatres he designed across North America and in Britain. While Crane accepted commissions for other building types in the United States and Canada, the Federal Building is his only documented office building in Canada.

The cultural heritage value of the property at 85 Richmond Street West is also through its connection to Yolles and Rotenberg, the contractors and developers who constructed the Federal Building. The company was co-founded by Louis S. Yolles, who is also distinguished as one of the first practicing Jewish architects in Ontario. Following the completion of the Federal Building, Yolles and his business partner, lawyer Harry Rotenberg commissioned other heritage buildings in the Financial District, including the National Building (1926) at 347 Bay Street, the Sterling Tower (1928) at 372 Bay Street and the Yolles and Rotenberg Building (1954) at 111 Richmond Street West.

The property at 85 Richmond Street West is also linked to the ongoing development of the Financial District in the early 20th century when the area west of Bay Street was laid out according to urban design principles identified with the City Beautiful Movement. A 1911 plan introduced “Federal Avenue,” a ceremonial boulevard designed to link Union Station with a new public building on Queen Street West. With the outbreak of World

War I, the project remained unbuilt, but was recognized in the naming of the Federal Building.

Contextually, the Federal Building is historically, visually and physically linked to its setting on the southwest corner of Richmond and Sheppard streets where it contributes to the character of the Financial District. Placed east of the Yolles and Rotenberg Building (1954) at 111 Richmond Street West, the Federal Building adjoins other landmark skyscrapers located west of Bay Street, including the adjoining Graphic Arts Building (1911) at 73 Richmond Street West, the Concourse Building (1928) at 100 Adelaide Street West, and the Victory Building (1930) at 78 Richmond Street West.

Heritage Attributes:

The heritage attributes of the Federal Building at 85 Richmond Street West are:

- The placement, setback and orientation of the building on the southwest corner of Sheppard Street
- The scale, form and massing of the 11-storey U-shaped plan with the light well (south)
- The materials, with the concrete construction, the limestone and brick cladding, and the stone, brick and metal detailing
- The flat roofline (the pressed metal cornice was removed)
- The principal (north) elevation, extending 9 bays on Richmond Street West, and the east side elevation, extending five bays on Sheppard Street, with the two-storey base and the nine-storey shaft
- On the north elevation, the main entrance, which is centered in the wall in a two-storey surround with the reed moulding, the entablature and the cartouche (the original doors have been replaced)
- The organization of the north and east elevations by the piers and, above the second, third and ninth stories, the band courses
- The fenestration on the north and east elevations, with the oversized commercial openings in the first (ground) floor, the tripartite Chicago-style windows in the second storey, the symmetrically-placed pairs of flat-headed openings with the stone sills in the upper floors, and the spandrels
- The west side elevation, which is viewed from Richmond Street West, and the rear (south) elevation, which is viewed from Sheppard Street
- On the interior, the north lobby with the ceiling with the coffers and mouldings, the brass fittings, the bracketed wall-hung light fixtures, and the stainless-steel elevator doors with the decorative brass motifs

HERITAGE PROPERTY RESEARCH AND EVALUATION REPORT



FEDERAL BUILDING 85 RICHMOND STREET WEST, TORONTO

Prepared by:

Heritage Preservation Services
City Planning Division
City of Toronto

January 2018

1. DESCRIPTION



Cover: view of the north elevation on Richmond Street (right) and the east elevation on Sheppard Street (left); above: view of the north (left) and west (right) elevations of the Federal Building (Heritage Preservation Services, 2018)

85 RICHMOND STREET WEST: FEDERAL BUILDING	
ADDRESS	85 Richmond Street West (southwest corner of Sheppard Street)
WARD	Ward 28 – Toronto Centre-Rosedale
LEGAL DESCRIPTION	Town Lots 6-7, South Side Richmond
NEIGHBOURHOOD/COMMUNITY	Financial District
HISTORICAL NAME	Federal Building
CONSTRUCTION DATE	1923 (completed)
ORIGINAL OWNER	Yolles and Rotenberg
ORIGINAL USE	Commercial (office building)
CURRENT USE*	Commercial * This does not refer to permitted use(s) as defined by the Zoning By-law
ARCHITECT/BUILDER/DESIGNER	C. Howard Crane, architect
DESIGN/CONSTRUCTION/MATERIALS	Concrete construction, brick and stone cladding, and stone and metal detailing
ARCHITECTURAL STYLE	See Section 2
ADDITIONS/ALTERATIONS	See Section 2
CRITERIA	Design/Physical, Historical/Associative and Contextual
HERITAGE STATUS	Designated under Part IV, Section 29, Ontario Heritage Act, By-law 960-88
RECORDER	Heritage Preservation Services: Kathryn Anderson
REPORT DATE	January 2018

2. BACKGROUND

This research and evaluation report describes the history, architecture and context of the property at 85 Richmond Street West, and applies evaluation criteria to determine whether it merits designation under Part IV, Section 29 of the Ontario Heritage Act. The conclusions of the research and evaluation are found in Section 4 (Summary).

i. HISTORICAL TIMELINE

Key Date	Historical Event
1797	The Town of York is extended west to York Street (Image 2a)
1803	The adjoining Town Lots 6 and 7 on the south side of Hospital (Richmond) Street, west of Bay Street, are patented ¹
1834	When the City of Toronto is incorporated, the City Directory records axe maker John Armstrong on the subject property
1858	By the mid-19th century, Boulton's Atlas illustrates the modest wood buildings on the Richmond Street property (following the renaming of Hospital Street in 1846) (Image 2b)
1880	Both the City Directory and the inaugural Goad's Atlas record a coffin and casket factory at present-day 85 Richmond (Image 2c)
1884	When Goad's Atlas is updated, the subject site is occupied by architects Langley and Burke's lumber yard (Image 2d)
1912	During the World War I era, a brick building is recorded on Goad's Atlas and, according to the City Directory and assessment rolls, contains various factories (Image 2e)
1921 Nov	Yolles and Rotenberg, developers and general contractors, acquire parts of Town Lots 6 and 7
1922 May 26	The property is transferred to the Federal Building Corporation, under the direction of Harry Rotenberg and Louis S. Yolles
1922 May 29	Building permit #50736 is issued for the Federal Building, designed by American architect, C. Howard Crane
1922 Sept	The property owners reach an agreement with the City of Toronto regarding the encroachment of the building on public land
1922 Nov	The construction of the Federal Building as "the largest fireproof office building in the Dominion of Canada" is announced in the Globe, including a basement parking garage (Image 3a)
1923 Mar-Apr	Advertisements in the Globe describe the Federal Building's rooftop garden and "one of the largest light courts" in a Canadian office building
1923	The "Federal Building" is illustrated and annotated on the update to Volume 1 of Goad's Atlas (Image 2f)
1925	The Federal Building is first recorded in the City Directory (with information dating to 1924), which lists lawyers, insurance

¹ The names of the patentees – Bernard Carey for Lot 6 and Andrew Heinlein for Lot 7 – are shown on Image 2a

	brokers, publishers and contractors amongst the tenants, as well as the Association of Canadian Advertisers
1930-1945	The Conservative Headquarters of Toronto is a long-term occupant of the Federal Building
1953	The Federal Building Corporation grants the west end of the property to 111 Richmond Street Corporation Limited for the Yolles and Rotenberg Building (1954) at 111 Richmond Street West (Image 3c)
1970	Yolles and Rotenberg's operating division continues to occupy the basement of the Federal Building according to the City Directory
1988 Aug	The property at 85 Richmond Street West is listed on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register)
1988 Oct	City of Toronto By-law 960-88 designates the property under Part IV, Section 29 of the Ontario Heritage Act

i. HISTORICAL BACKGROUND

Financial District:

The property at 85 Richmond Street is located in Toronto's Financial District. The origins of the neighbourhood date to the late 18th century following the establishment of the Town of York. The rapid growth of the original ten-block town site resulted in the westward expansion of the community to York Street as "New Town." King Street was extended from Old Town as the municipality's signature commercial thoroughfare where major public and commercial edifices were situated. By the late 1800s when Yonge Street became Toronto's new "Main Street," King Street West remained the hub of the burgeoning Financial District. When the Mail Building was reconstructed at King and Bay streets in 1884, it was the 'first non-religious building in the city to reach 100 feet in height, albeit by using a turret...' and introduced the phenomena of the "tall building" to this area.² After the Great Fire of 1904 destroyed the city's existing manufacturing district southwest of Yonge and King Streets, the latter intersection became the location of the first "skyscrapers" during the World War I era. This was followed by the second generation of "tall buildings" on Bay Street, south of King, containing the headquarters of large-scale financial institutions or "multicelled space for the many barristers, brokers, insurance agents and other small offices of all sectors of the economy."³

During the same period, Toronto was exploring the British and European town planning ideals introduced to North America by the City Beautiful Movement in the early 20th century. The initial proposal focused on the Financial District west of Bay Street where, in 1911, the Civic Improvement League submitted a plan for a north/south ceremonial boulevard named "Federal Avenue" along the route of the existing Sheppard Street to link Union Station on Front Street West (then in the planning stages and completed in 1920) with a public square on Queen Street West (now occupied by New City Hall, 1965). When the scheme was briefly revived in 1929 as "Cambrai Avenue," its new

² Gad and Holdsworth, 19

³ Ibid, 23

alignment was blocked by the recently constructed office buildings flanking Sheppard Street, including the Graphic Arts Building (1921) at 73 Richmond Street West and the subject Federal Building at 85 Richmond Street West (1923).⁴

Federal Building:

The Federal Building occupies part of Town Lots 6 and 7 on the south side of Richmond Street West (originally Hospital Street) between Bay and York streets, which were formally patented in the early 1800s. Coinciding with the incorporation of the City of Toronto, in the 1830s the allotments were occupied by John Armstrong's axe factory. A lumber yard owned by the notable architects Langley and Burke was the decade-long occupant in the 1860s, followed by cabinet and coffin factories before the turn of the 20th century. Historical maps and atlases, including those appended in Section 6, trace the evolution of the property, from modest wood buildings to brick edifices.

In 1922, parts of Town Lots 5 and 6 were acquired by the property developers, Yolles and Rotenberg, who acted as general contractors for the construction of an 11-storey office building adjoining the proposed Federal Avenue. An announcement in the November 2nd edition of the *Globe* revealed that "the most modern fireproof office building in the City of Toronto, now being constructed at the corner of Richmond and Sheppard streets, is to be enlarged by the addition of an extra floor, making it the largest fireproof office building in the Dominion of Canada." Its progress was revealed in subsequent advertisements touting the Federal Building's basement parking facilities, rooftop garden for tenants, and "one of the largest light courts" in a Canadian office structure. Described as "78% rented" in June 1923, the Federal Building included solicitors, publishers, insurance brokers, accountants and financiers among the first tenants.

In the 1950s, the Federal Building Corporation transferred the west part of the site to the 111 Richmond Street Corporation where the Yolles and Rotenberg Building (1954) was completed at 111 Richmond Street West. Designed by Peter Dickinson of Page and Steele Architects, the latter edifice contained the headquarters of Yolles and Rotenberg, along with the office of engineer Morden Yolles and other tenants. Yolles and Rotenberg continued its development work in the block, completing in 1963 the Richmond-Adelaide Centre at 120 Adelaide Street West. Combining office and banking functions, an open air-plaza and an underground pedestrian mall, its design pre-dated the Toronto-Dominion Centre.

The property at 85 Richmond Street West was included on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) in 1988 when it was also designated under Part IV, Section 29 of the Ontario Heritage Act by By-law 960-88.

Yolles and Rotenberg, Developers and Contractors:

The Federal Building was constructed by the Toronto firm of Yolles and Rotenberg, developers and general contractors. The partnership dated to 1917 when Toronto

⁴ The further development and redevelopment of the Financial District in the late 20th century is covered in books including Patricia McHugh's *Toronto Architecture: A City Guide*, Second edition, 1989

architect Louis S. (Leon) Yolles (1893-1981) joined lawyer Harry Rotenberg in “one of the earliest property development companies in Toronto” who “undertook the design and construction of many landmark speculative office and loft buildings,” including the Federal Building.⁵ Yolles and Rotenberg financed innumerable projects in Toronto, with the National Building (1925) and the Sterling Tower (1928) on Bay Street among the noteworthy examples in the Financial District.

C. Howard Crane, Architect:

The Federal Building was designed by American architect, C. (Charles) Howard Crane (1885-1952). After training with architectural firms in Detroit, including the notable Albert Kahn Associates, Crane opened a solo office in 1908 and prepared plans for the first of the more than 250 movie theatres that he designed in the United States, Canada and Britain during the following decades. Crane first worked in Canada in 1911 when he formed a brief, but successful partnership with the architect James C. Pennington and accepted commissions for a variety of projects, including Carnegie Libraries, in southwestern Ontario. Returning to his solo career during World War I, Crane’s first documented project in Toronto was the reconstruction of the Princess Theatre on King Street West (which is no longer extant) in association with local architect C. H. Read. This was followed several purpose-built movie theatres in the city, most of them for the Allen chain. To date, the Federal Building is Crane’s only documented office building in Canada.

ii. ARCHITECTURAL DESCRIPTION

Current photographs of the property at 85 Richmond Street West are found on the cover and in Sections 2 and 6 of this report. The Federal Building is an early 20th century skyscraper with Beaux-Arts styling as evidenced in the tripartite organization of the base, shaft and cornice (the latter has been removed) and the classical embellishments, particularly on the main (north) entrance, which is set in a surround with reed moulding, a dentilled entablature and a cartouche. However, its vintage as a second-generation "tall building" from the 1920s is seen in the application of modern construction techniques and materials, including its concrete structure.

Rising 11 stories with a flat roof, the Federal Building has a U-shaped plan around a light well (south). The concrete structure features stone cladding on the base and white brick above, with stone applied for the window sills and metal for the detailing (the large cornice has been removed). The principal (north) elevation on Richmond Street West and the east side elevation facing Sheppard Street are organized vertically by piers and horizontally by band courses at the second, third and 10th stories. On the latter walls, the base has oversized commercial window openings, with tripartite Chicago-style windows in the second floor. On the shaft, pairs of flat-headed window openings have stone sills. The fenestration and detailing is continued on the northernmost bays of the west elevation, which is viewed from Richmond. The rear south elevation has regularly-placed window openings on parts of the wall and the light well.

⁵ "Leon S. Yolles," entry in *Biographical Dictionary of Architects in Canada*, unpagued

iii. CONTEXT

The location of the property at 85 Richmond Street West is shown on the attached map (Image 1). Anchoring the southwest corner of Richmond and Sheppard streets, the Federal Building adjoins the Yolles and Rotenberg Building (1954) at 111 Richmond Street West, which was completed in 1954 as the company's headquarters. The latter buildings, with the Concourse Building (1928) at 100 Adelaide Street West and the Richmond-Adelaide Centre at 120 Adelaide Street West, form an enclave around an open courtyard in the block bounded by Adelaide, Sheppard, Richmond and York streets. As an early 20th-century skyscraper, the Federal Building is part of a group of significant heritage buildings adjoining Sheppard Street with the Graphic Arts Building (1921) at 73 Richmond Street West and the Concourse Building (1928) at 100 Adelaide Street West.

3. EVALUATION

The following evaluation applies Ontario Regulation 9/06 made under the Ontario Heritage Act: Criteria for Determining Cultural Heritage Value or Interest. While the criteria are prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act, the City of Toronto uses it when assessing properties for inclusion on the City of Toronto's Heritage Register. The evaluation table is marked "N/A" if the criterion is "not applicable" to the property or X if it is applicable, with explanatory text below.

Design or Physical Value	
i. rare, unique, representative or early example of a style, type, expression, material or construction method	X
ii. displays high degree of craftsmanship or artistic merit	X
iii. demonstrates high degree of scientific or technical achievement	N/A

The Federal Building has design value as a commercial building from the interwar era that is distinguished as a first-generation "skyscraper" with Beaux-Arts styling while employing contemporary materials and construction methods. It was completed as the largest fire-proof office building in Canada.

Historical or Associative Value	
i. direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community	N/A
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture	X
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	X

The Federal Building is valued for its historical association with the American architect, C. Howard Crane. Following his training with the notable Albert Kahn Associates in Detroit, Crane was recognized internationally for the movie theatres he designed across North America and in Britain. While Crane accepted commissions for other building types in the United States and Canada, the Federal Building is his only documented office building in Canada.

The cultural heritage value of the property at 85 Richmond Street West is also through its connection to Yolles and Rotenberg, the contractors and developers who constructed the Federal Building. The company was co-founded by Louis S. Yolles, who is also distinguished as one of the first practicing Jewish architects in Ontario. Following the completion of the Federal Building, Yolles and his business partner, lawyer Harry Rotenberg commissioned other heritage buildings in the Financial District, including the National Building (1926) at 347 Bay Street, the Sterling Tower (1928) at 372 Bay Street and the Yolles and Rotenberg Building (1954) at 111 Richmond Street West.

The property at 85 Richmond Street West is also linked to the ongoing development of the Financial District in the early 20th century when the area west of Bay Street was laid out according to urban design principles identified with the City Beautiful Movement. A 1911 plan introduced “Federal Avenue,” a ceremonial boulevard designed to link Union Station with a new public building on Queen Street West. With the outbreak of World War I, the project remained unbuilt, but was recognized in the naming of the Federal Building.

Contextual Value	
i. important in defining, maintaining or supporting the character of an area	X
ii. physically, functionally, visually or historically linked to its surroundings	X
iii. landmark	X

Contextually, the Federal Building is historically, visually and physically linked to its setting on the southwest corner of Richmond and Sheppard streets where it contributes to the character of the Financial District. Placed east of the Yolles and Rotenberg Building (1954) at 111 Richmond Street West, the Federal Building adjoins other landmark skyscrapers located west of Bay Street, including the adjoining Graphic Arts Building (1911) at 73 Richmond Street West, the Concourse Building (1928) at 100 Adelaide Street West, and the Victory Building (1930) at 78 Richmond Street West.

4. SUMMARY

Following research and evaluation according to Regulation 9/06, it has been determined that the property at 85 Richmond Street West has design, associative and contextual values. Located on the southwest corner of Richmond and Sheppard streets where it adjoins the Yolles and Rotenberg Building (1954) at 111 Richmond Street West, the Federal Building (completed 1923) is valued as a well-designed early-20th century skyscraper combining Beaux-Arts styling with modern construction techniques and materials, that is historically associated with its developers, Yolles and Rotenberg, the American architect, C. Howard Crane, and the ongoing evolution of the Financial District. Contextually, the Federal Building contributes to the character of Toronto’s Financial District where it is linked to its setting adjoining other landmark heritage buildings that include the Graphic Arts Building (1921) at 734 Richmond Street West to the east and the Concourse Building (1928) at 100 Adelaide Street West on the south.

5. SOURCES

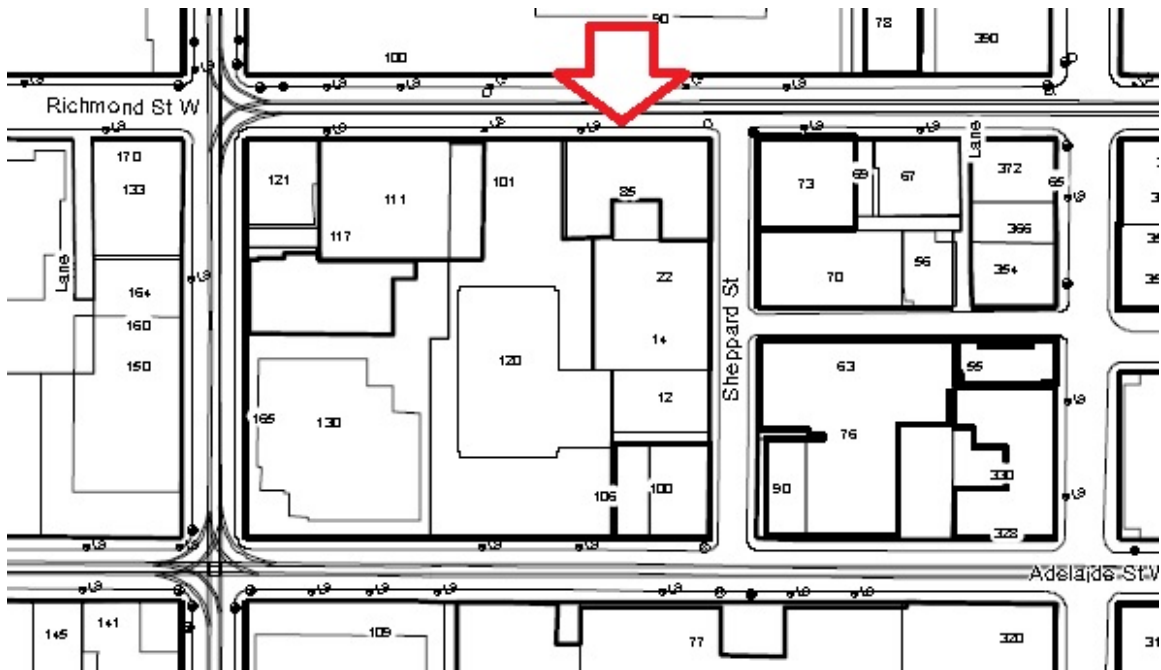
Archival Sources

- Abstract Indices of Deeds, Town Lots 6 and 7, South Side Richmond Street
- Archival Photographs, Canadian Architectural Archives, City of Toronto Archives and Toronto Historical Board (individual citations in Section 6)
- Assessment Rolls, City of Toronto, Ward 3, Division 4, 1920 ff.
- Building Permit #50736, May 29, 1922
- Building Records, Toronto and East York, 1920 ff.
- City of Toronto Directories, 1834 ff.
- Goad's Atlases, 1880-1903, and Volume 1, 1912-1923

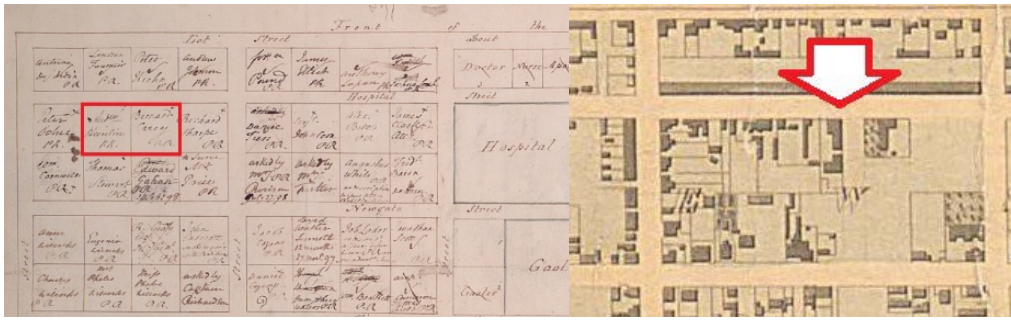
Secondary Sources

- Arthur, Eric, *Toronto: No Mean City*, 3rd ed., revised and edited by Stephen A. Otto, 1986
- Blumenson, John, *Ontario Architecture*, 1990
- "C. Howard Crane," <http://www.historicdetroit.org/architect/c-howard-crane/>
- "Charles Howard Crane," entry in *Biographical Dictionary of Architects in Canada, 1800-1950*, <http://dictionaryofarchitectsincanada.org/node/1630>
- City of Toronto Directories, 1850 ff.
- Dendy, William, *Lost Toronto*, 2nd ed., 1992
- Display Ads, *Globe*, November 2 and 16, 1922, March 30, 1923, and April 5, 1923
- Gad, Gunder, and Deryck Holdsworth, "Large Office Buildings and Their Changing Occupancy: King Street, Toronto, 1880-1950," *SSAC Bulletin*, 1985, 10:4, 19-26
- "Leon S. Yolles," entry in *Biographical Dictionary of Architects in Canada, 1800-1950*, <http://dictionaryofarchitectsincanada.org/node/422>
- Maitland, Leslie, Jacqueline Hucker and Shannon Ricketts, *A Guide to Canadian Architectural Styles*, 1992
- McHugh, *Toronto Architecture: A City Guide*, 2nd ed., 1989

6. IMAGES – Maps and atlases are followed by other archival images. The arrows mark the location of the subject property. All maps are oriented with north on the top unless indicated.

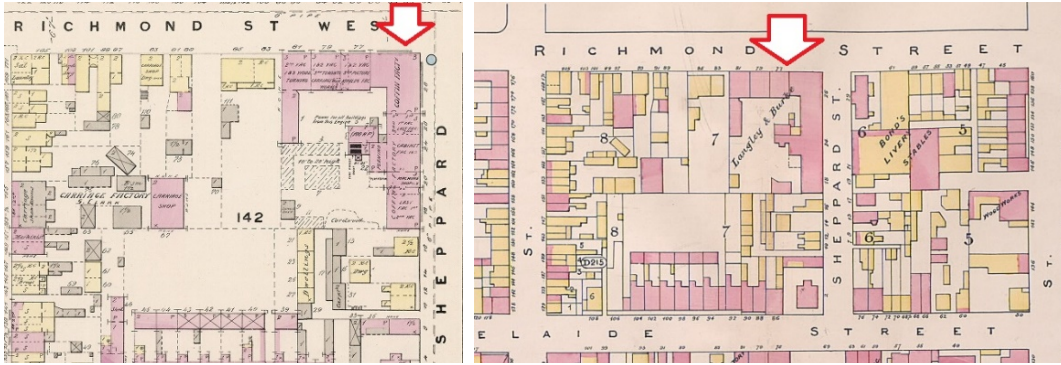


Location Maps: showing the location of the property at 85 Richmond Street West on the southwest corner of Sheppard Street in the Financial District.



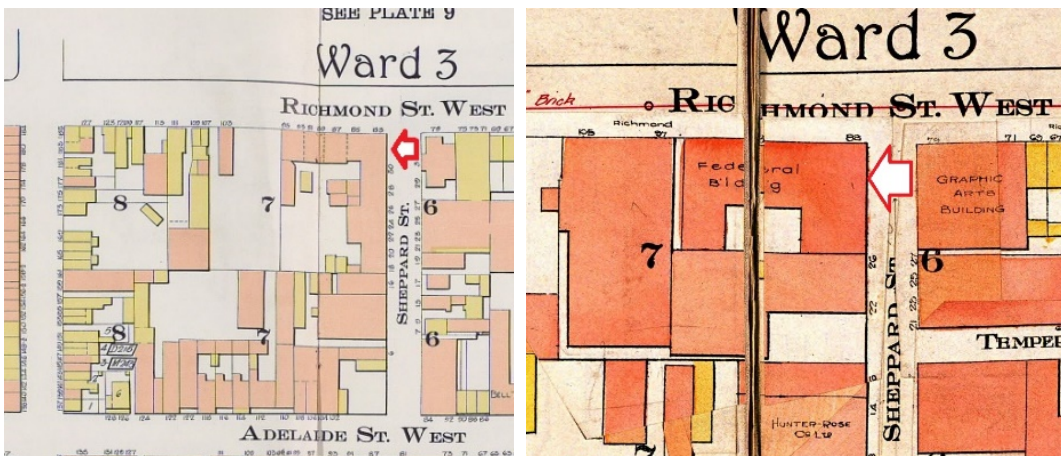
2a. Smith, Plan of York, 1797

2b. Boulton, Atlas, 1858



2c. Goad's Atlas, 1880

2d. Goad's Atlas, 1884



2e. and 2f. Goad's Atlas, Volume 1, 1912 (left) and 1923 (right)

Historical Maps and Atlases: <http://oldtorontomaps.blogspot.ca/p/index-of-maps.html>

CANADA'S
LARGEST
FIREPROOF
OFFICE
BUILDING



3a. Federal Building, Globe, 1922

3b. Federal Building, aerial, 1930



3c. and 3d. Federal Building, 1957 (left) and 1972 (right)



3e. and 3f. Federal Building, 1980s (left) and 1994 (right)

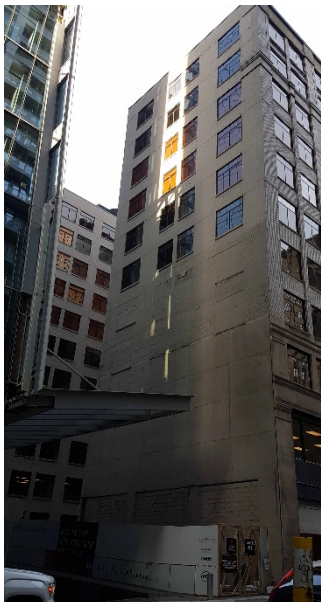
Historical Images: 1930, City of Toronto Archives, Fonds 1266, Item 20994; 1957, Panda Collection, Canadian Architectural Archives; 1972, City of Toronto Archives, Fonds 2043, File 226; 1980s and 1994, Toronto Historical Board.



4a. & 4b. interior, north lobby, Federal Building, City of Toronto, 2000



4c. & 4d. window detailing, east (left) and north (right) elevations, 2017



4e. & 4f. south elevation (left) and context on Sheppard Street (right), 2017

Photographs, City of Toronto, 2000, and Heritage Preservation Services, 2017.

SCHEDULE "B"

Reasons for the designation of the Property at 85 Richmond Street West

The property at 85 Richmond St. West is designated on architectural grounds. Designed by architect, C. Howard Crane of Detroit for Yolles and Rotenberg construction engineers and developers. The Federal Building was built in 1922. Constructed of concrete, the first three floors of this eleven storey building are faced in stone while the remaining are white brick. The U-shaped building is symmetrical with regular fenestration. Important features include the central entrance with decorative stone surround, second and third floor cornices and the band courses at the 10th floor. Other significant features include original window frames and stone lintels. The front lobby with coffered ceiling, brass details and handsome elevator doors is an important interior space.

One of the earliest office buildings built after the Great War, the Federal Building is an important landmark in the financial district.