

Alterations to a Designated Heritage Property at 421 Roncesvalles Avenue and Authority to Enter into Heritage Easement Agreement at 421 Roncesvalles Avenue

Date: May 29, 2019

To: Toronto and East York Community Council

Toronto Preservation Board

From: Senior Manager, Heritage Preservation Services, Urban Design, City Planning

Wards: Ward 4 – Parkdale – High Park

SUMMARY

This report recommends that City Council approve the proposed alterations for the heritage property at 421 Roncesvalles Avenue, in connection with the proposed redevelopment of the site and in accordance with the plans and drawings prepared by Superkul Architects, submitted with the Heritage Impact Assessment prepared by ERA Architects, Inc., dated May 7, 2019 (the "Revised Plans"). The applicant has appealed its Zoning By-law Amendment application and demolition permit application to the Local Planning Appeal Tribunal ("LPAT"), which has consolidated these two appeals.

This report also recommends that City Council give authority to enter into a Heritage Easement Agreement for the property which is designated under Part IV of the Ontario Heritage Act.

As part of the Revised Plans, the existing property at 421 Roncesvalles Avenue will be conserved and incorporated into the redevelopment. The new development adds three additional stories to the existing heritage property for a total of five stories (plus mechanical penthouse) and incorporates a minimum 3.5 metres step back from Roncesvalles Avenue and a minimum 1 metre step back from Howard Park Avenue. The two street facing facades and the south (side) façade will be retained in situ. The rear (east) wall will be partially retained (not a heritage attribute) and the rest of the rear (east) wall will be dismantled and partially reconstructed.

The conservation strategy will not significantly impact the three dimensional form of the buildings as viewed from the public realm. Should the alterations to the subject property be approved, staff recommend that the property owner be required to enter into a Heritage Easement Agreement for the property at 421 Roncesvalles Avenue in order to ensure the long-term protection of the heritage property.

RECOMMENDATIONS

The Senior Manager, Heritage Preservation Services, City Planning recommends that:

1. City Council approve the alterations to the designated heritage property at 421 Roncesvalles Avenue, in accordance with Section 33 of the Ontario Heritage Act, for the construction of a new 5 storey mixed-use office with at-grade retail uses at 421 Roncesvalles Avenue in conjunction with an appeal to the Local Planning Appeal Tribunal ("LPAT") and in accordance with the plans and drawings prepared by Superkul Architects, submitted with the Heritage Impact Assessment prepared by ERA Architects, Inc., dated May 7, 2019 (the "Revised Plans"), all 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 conditions:

a. Prior to issuance of an LPAT Order in connection with the Zoning By-law Amendment appeal for the property at 421 Roncesvalles Avenue, the owner shall:

1. Enter into a Heritage Easement Agreement with the City for the property at 421 Roncesvalles Avenue substantially in accordance with the Revised Plans subject to and in accordance with the approved Conservation Plan required in Recommendation 1.a.2, all to the satisfaction of the Senior Manager, Heritage Preservation Services, including execution of such agreement to the satisfaction of the City Solicitor;

2. Provide a detailed Conservation Plan prepared by a qualified heritage consultant that is substantially in accordance with the conservation strategy set out in the Heritage Impact Assessment for 421 Roncesvalles Avenue, prepared by ERA Architects dated May 7, 2019, to the satisfaction of the Senior Manager, Heritage Preservation Services.

b. Prior to Final Site Plan approval in connection with the property at 421 Roncesvalles Avenue, the owner shall:

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

2. 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;

3. Provide a Heritage Lighting Plan that describes how the heritage property will be sensitively illuminated to enhance its heritage character to the satisfaction of the Senior Manager, Heritage Preservation Services,

and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Preservation Services;

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

c. That prior to the issuance of any permit for all or any part of the property at 421 Roncesvalles Avenue, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage building as are acceptable to the Senior Manager, Heritage Preservation Services, the owner shall:

1. Obtain final approval for the necessary Zoning By-law amendments required for the alterations to the property at 421 Roncesvalles Avenue, as described in this report, such Amendments 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.2 above including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Preservation Services;

3. Provide a Letter of Credit, including provision for upwards indexing in a form and amount and from a bank satisfactory to the Senior Manager, Heritage Preservation Services to secure all work included in the approved Conservation Plan, Heritage Lighting Plan, Landscape Plan, and Interpretation Plan;

4. Provide full documentation of the existing heritage property at 421 Roncesvalles Avenue, including two (2) printed sets of archival quality 8" x 10" colour photographs with borders in a glossy or semi-gloss finish and one (1) digital set on a CD in tiff format and 600 dpi resolution keyed to a location map, elevations and measured drawings, and copies of all existing interior floor plans and original drawings as may be available, to the satisfaction of the Senior Manager, Heritage Preservation Services.

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

1. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required conservation work, required heritage lighting work, and the required interpretive work has been completed in accordance with the Conservation Plan, Lighting Plan, 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; and

e. The owner has provided written confirmation to the City Solicitor and the LPAT that it has withdrawn its demolition permit application currently appealed to the LPAT for the heritage property at 421 Roncesvalles Avenue, in accordance with Section 34 of the Ontario Heritage Act.

2. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of 421 Roncesvalles Avenue for the property at 421 Roncesvalles Avenue in a form and with content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

3. City Council authorizes the City Solicitor to introduce the necessary bill in Council authorizing the entering into of a Heritage Easement Agreement for the property at 421 Roncesvalles Avenue.

FINANCIAL IMPACT

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

DECISION HISTORY

On January 31, 2017, City Council stated its intention to designate the property at 421 Roncesvalles Avenue under Part IV of the Ontario Heritage Act.

The property was subsequently designated by By-law No. 716-2017, enacted by City Council on August 23, 2017. The property at 421 Roncesvalles Avenue is designated under all three categories of cultural heritage value: design, associative and contextual.

<http://www.toronto.ca/legdocs/mmis/2017/pb/bgrd/backgroundfile-100515.pdf>

On January 31, 2018, City Council refused the Applicant's request to alter the Heritage Property, as it was Heritage Preservation Staff's opinion that the alterations proposed would not conserve the cultural heritage values, attributes and character of the property.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE29.11>

On April 24, 2018, City Council refused the issuance of a demolition permit for the Heritage Property. The Applicant subsequently appealed the refusal to the LPAT, and that matter has been consolidated with the Zoning By-law Amendment appeal.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE31.17>

ISSUE BACKGROUND

Development Proposal

The development site is located at the south-east corner of Roncesvalles Avenue and Howard Park Avenue and includes the two story commercial property at 421 Roncesvalles Avenue. The property is valued as a well-crafted early 20th century bank branch designed with Edwardian Classical styling according to Beaux Arts principles, contributing to the character of Roncesvalles Avenue where it anchors the corner.

An application to amend the Zoning By-law for 421 Roncesvalles Avenue to permit the project on the property was submitted to the City on December 16, 2016. Until the submission of the rezoning application, HPS staff had been involved, along with other City Planning staff, in discussions with the applicant regarding the development as the property was identified as a potential property of heritage interest.

While the applicant did not appeal the designation of the property to the Conservation Review Board, the rezoning application was subsequently appealed to the Ontario Municipal Board, now the LPAT, on August 9, 2017, due to Council's failure to make a decision within the timeline prescribed by the Planning Act.

The Revised Plans propose to retain substantial portions of the existing two-storey Dominion Bank branch building. A new masonry base to the east (rear) of the existing building is proposed, and three additional stories are to be built atop the existing structure and extended base. The proposed development will be a total of five storeys, plus the mechanical penthouse.

The upper addition is proposed to be of a contemporary glazing material. The new base to the east of the existing structure is proposed to be built with complementary brick masonry and glazing components, with an angled portion along the north elevation.

The Revised Plans indicate that the upper addition is stepped back a minimum of 3.5 metres from Roncesvalles Avenue and a minimum of 1 metre from Howard Park Avenue at the third level. Existing office and retail uses are proposed to continue on the site, with additional ground floor retail space added to the east along Howard Park Avenue. New flexible office space is proposed on all upper storeys. Improvements to the street-level pedestrian realm are anticipated as part of the development, particularly along Howard Park Avenue.

Heritage Context

Statement of Cultural Heritage Value

The property at 421 Roncesvalles Avenue has design value as a well-crafted example of an early-20th century bank building with Edwardian Classical detailing inspired by Beaux-Arts principles that is part of a collection of surviving branch banks by Toronto architect, John M. Lyle. The custom design is distinguished by the classical detailing, including the main (west) entrance, as well as the extended cornice inscribed "The

Dominion Bank” on the west and north elevations facing Roncesvalles and Howard Park Avenues.

The association of the Dominion Bank Branch with the famed Toronto architect, John M. Lyle, reflects the historical value of the property. The training that Lyle received at the École des Beaux Arts in France and in New York City influenced his subsequent portfolio in Toronto, including the Royal Alexandra Theatre (his first project in the city) and Union Station (in collaboration with other architects). Lyle was noted in particular for his work for major Canadian banks, where his firm designed nearly two dozen branches in Toronto for the Dominion Bank, including the subject building at 421 Roncesvalles Avenue.

Contextually, the property at 421 Roncesvalles Avenue supports and maintains the character of the street, which extends from Queen to Dundas streets and developed in the pre-World War I era as a major thoroughfare that marked the boundary between the formerly independent Town of Parkdale (east) and the established residential neighbourhood adjoining High Park (west). Highlighted with local landmarks, including the Revue Theatre (1912) and the Church of St. Vincent de Paul (1915-25) that are recognized on the City of Toronto’s Heritage Register, Roncesvalles Avenue is characterized by the blocks of residential properties along the west side of the street, opposite the mainly commercial buildings on the east side. The Dominion Bank Branch contributes to the character of the Roncesvalles Avenue with its corner location, positioned near the north end of the street, adjoining an important intersection and anchoring a block of commercial buildings that share its vintage, setback and scale.

The Dominion Bank branch at 421 Roncesvalles Avenue is also visually and historically linked to its setting where it anchors the southeast corner of Howard Park Avenue, an important local street that provides a direct connection from Dundas Street West to High Park.

Heritage Attributes

The heritage attributes of the Dominion Bank Branch at 421 Roncesvalles Avenue are:

- The setback, placement and orientation of the building on the southeast corner of Roncesvalles Avenue and Howard Park Avenue
- The scale, form and massing of the building that rises two stories above the stone base
- The materials, with the red brick cladding and the brick and stone detailing
- The flat roofline, with the stone coping
- On the west elevation on Roncesvalles Avenue, the symmetrical organization with the central entrance, which is placed in the incised stone surround with the bracketed entablature and the sculpted frieze
- On the west and north elevations, the stone cornice dividing the first and second stories, the flat-headed window openings with the large single openings in the first floor, the small paired openings in the second floor, and the brick flat arches with the stone corner blocks
- The secondary entrance on the north elevation on Howard Park Avenue, with the flat-headed surround and the brick and stone detailing

- The classical detailing, with the stone quoins and, extending across the west and north elevations, the large stone cornice inscribed "The Dominion Bank"

Provincial Framework

Provincial Policy Statement and Planning Act

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. Section 2(d) specifically refers to "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest."

The Provincial Policy Statement (the "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. Key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. The Planning Act requires that City Council's decisions affecting land use planning matters "be consistent with" the Provincial Policy Statement.

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 under the Ontario Heritage Act."

Policy 2.6.3 of the PPS directs that "planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

Growth Plan

A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan") provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

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. Both the PPS and the Growth Plan outline that built heritage resources are generally located on a property that has been designated under Parts IV or V of the Ontario Heritage Act, or included on local, provincial and/or federal registers.

City of Toronto Official Plan

On May 12, 2015, the Ontario Municipal Board approved Official Plan Amendment 199 to the City of Toronto Official Plan Heritage Policies. This Amendment includes 53

heritage policies. Many of these policies are directly relevant to the proposed development. Relevant policies include:

3.1.5.3: Heritage properties of cultural heritage value or interest, including Heritage Conservation Districts and archaeological sites that are publicly known will be protected by being designated under the Ontario Heritage Act and/or included on the Heritage Register.

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. Where a Heritage Impact Assessment is required in Schedule 3 of the Official Plan, it will describe and assess the potential impacts and mitigation strategies for the proposed alteration, development or public work.

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.

3.1.5.27: Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of façades alone is discouraged.

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.

Parks Canada Standards and Guidelines for Conservation of Historic Places in Canada

The Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada* (Standards and Guidelines) is 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) apply to this project.

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

COMMENTS

Assessment of Heritage Impacts

Heritage staff has reviewed the Heritage Impact Assessment submitted in support of the Revised Plans prepared by ERA Architects Inc., for conformity with the Planning Act, the Provincial Policy Statement, the Growth Plan and the City's Official Plan heritage policies and the *Standards and Guidelines for Conservation of Historic Places in Canada*.

Proposed Conservation Strategy

The project proposes to rehabilitate the heritage property. The project would add three additional stories at the property that contains the two storey heritage building. The retention in situ of the street facing facades at the west/Roncesvalles Avenue and north/Howard Park Avenue elevations is proposed. In addition, the south side façade will also be retained in situ. A partial retention and rebuild of the rear (east) wall, not included as an attribute, is also proposed so that the uses within the heritage property function discretely relative to uses in the remainder of the property.

At the roof/third level of the property, a minimum 3.5 metres step back is proposed above the west facade and a minimum 1 metre step back above the north façade. A 1 metre exterior reveal of the rear (east) facade is proposed in order to lend greater three dimensional perception of the property. A partial interior reveal and rebuild of the rear (east) elevation will contribute to the perception of the heritage property as a discrete building form.

The conservation scope applied to the retained building fabric, includes masonry and limestone cleaning and repair; and new construction that is of a complementary form and materiality.

The following outline of proposed conservation work has been prepared within the HIA document for the purposes of this report. Conservation work will be described in further detail in a forthcoming Conservation Plan. The general conservation scope for the exterior of 421 Roncesvalles Avenue will include:

- Masonry cleaning, repair and replacement where necessary
- Descaling and repair of limestone
- Replacement windows to match original profile
- Providing accent lighting to the building as required; and
- Continued maintenance

Staff are of the opinion that the Revised Plans appropriately conserve the cultural heritage value of the existing Dominion Bank branch building at 421 Roncesvalles Avenue, while allowing for its adaptive reuse. The impacts to the heritage resource on the Site will be mitigated by the retention of substantial portions of the existing building and a conservation strategy that conserves and enhances the Site's cultural heritage

value. The proposed alterations are sympathetic to and conform with the City of Toronto's Official Plan Heritage Policies and the *Standards and Guidelines*.

Conservation Plan

Prior to the LPAT order issuing for the proposed development at 421 Roncesvalles Avenue, staff is recommending that the applicant be required to provide a detailed Conservation Plan to the satisfaction of the Senior Manager, Heritage Preservation Services, that fully describes how the cultural heritage values of the property at 421 Roncesvalles Avenue will be conserved.

Heritage Interpretation Plan

Heritage interpretation enhances personal experiences, increases respect and understanding, and communicates the importance of our cultural heritage properties.

Prior to final Site Plan approval for the proposed development at 421 Roncesvalles Avenue, staff is recommending that the applicant be required to provide a detailed Interpretation Plan to the satisfaction of the Senior Manager, Heritage Preservation Services that fully describes how the cultural heritage values of the property at 421 Roncesvalles Avenue will be interpreted.

Heritage Lighting Plan

Prior to final Site Plan approval for the proposed development, staff is recommending that the applicant be required to submit a Lighting Plan to the satisfaction of the Senior Manager, Heritage Preservation Services. This plan will provide details of how the heritage property will be lit to enhance heritage character as viewed from the public realm at night.

Signage Plan

Given the grade-related commercial uses proposed for the development site, staff is recommending that the applicant also be required to submit a Signage Plan with sign guidelines for the commercial uses that will occur at the heritage property. This Signage Plan will guide future tenants and residents on the appropriate locations, sizes, and types of signs for the property.

Demolition Permit Application

Should City Council approve the alterations requested by the applicant in the Revised Plans, the owner has agreed to provide written confirmation to the City Solicitor and the LPAT that it has withdrawn its demolition permit application currently appealed to the LPAT for the heritage property at 421 Roncesvalles Avenue, in accordance with Section 34 of the Ontario Heritage Act.

CONCLUSION

Heritage Preservation Services staff has reviewed the Revised Plans for the heritage property at 421 Roncesvalles Avenue and is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement, the Growth Plan and the City of Toronto's Official Plan heritage policies in conjunction with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Overall, staff supports the proposed conservation strategy and conclude that it meets the intent of Policy 3.1.5.27 as the scale, form, and massing of the heritage structure will be conserved.

CONTACT

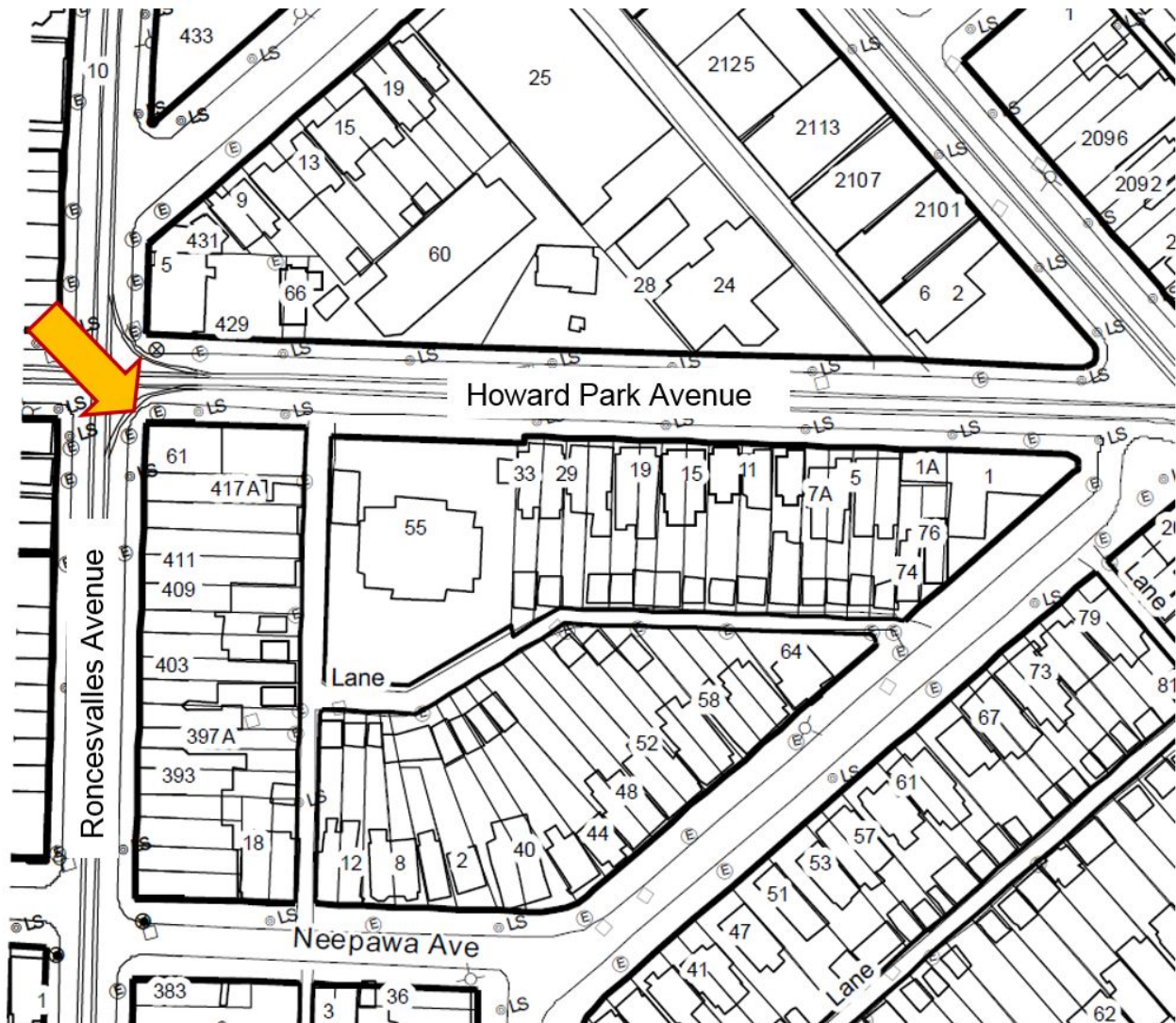
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SIGNATURE

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Urban Design, City Planning

ATTACHMENTS

Attachment 1 – Location Plan
Attachment 2 – Photographs
Attachment 3 – Revised Plans - Drawings

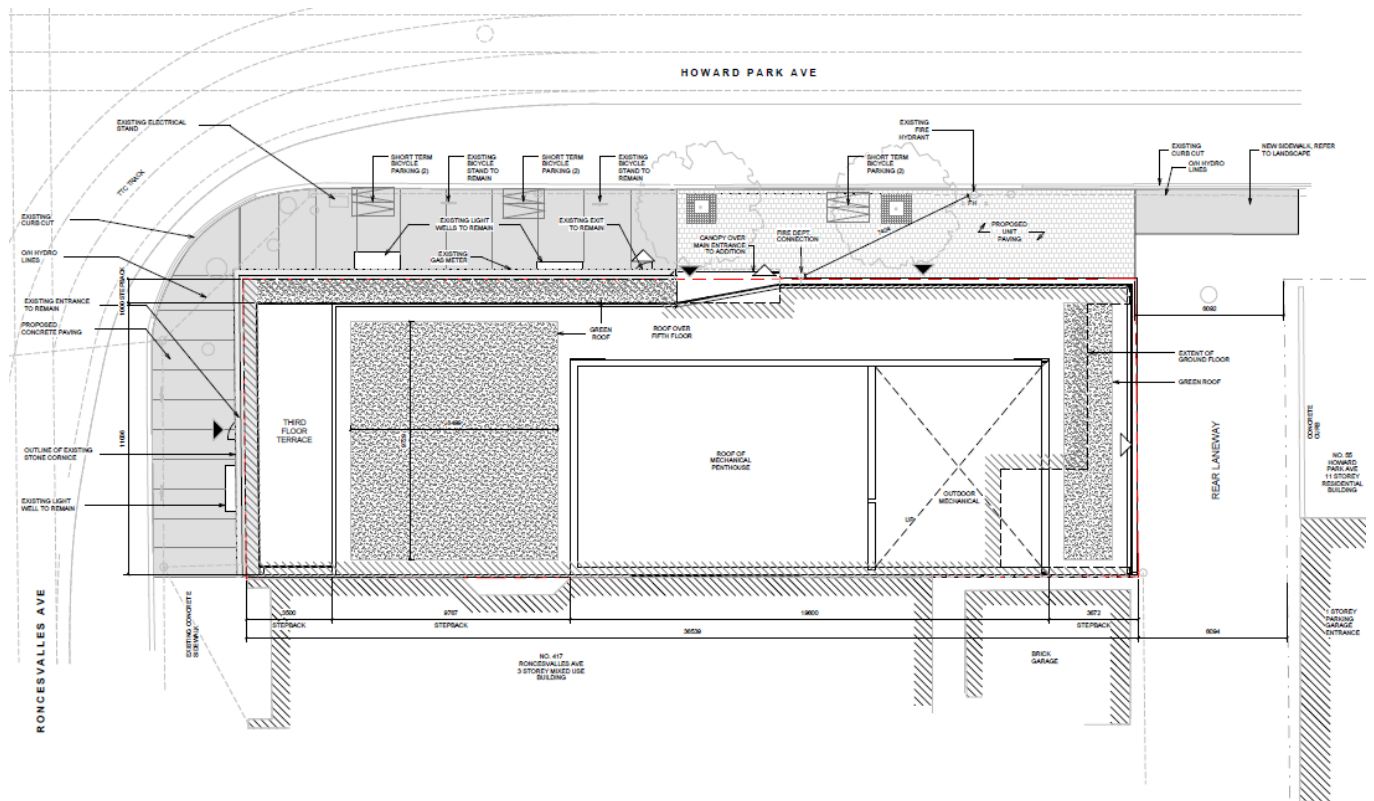


This location map is for information purposes only; the exact boundaries of the property are not shown.

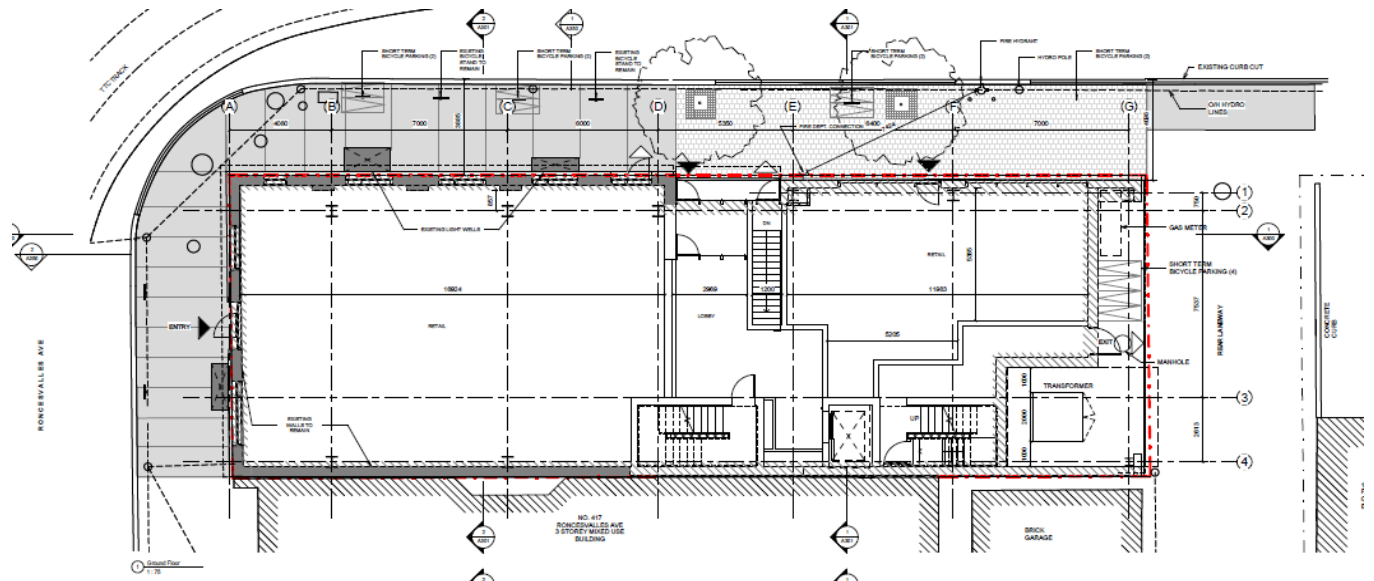
The arrow marks the location of the site at 421 Roncesvalles Avenue (including the address at 61 Howard Park Avenue).



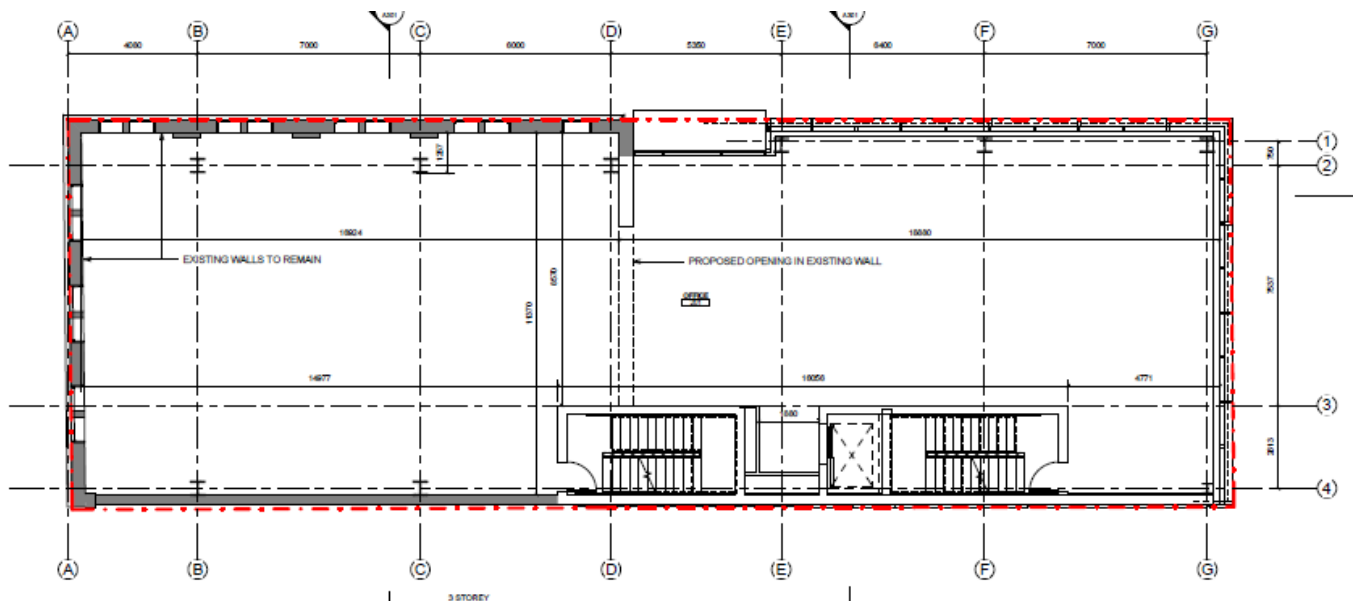
Current photographs of the property at 421 Roncesvalles Avenue showing its context on the southeast corner of Howard Park Avenue (above) and the principal (west) elevation of the Dominion Bank Branch (below)



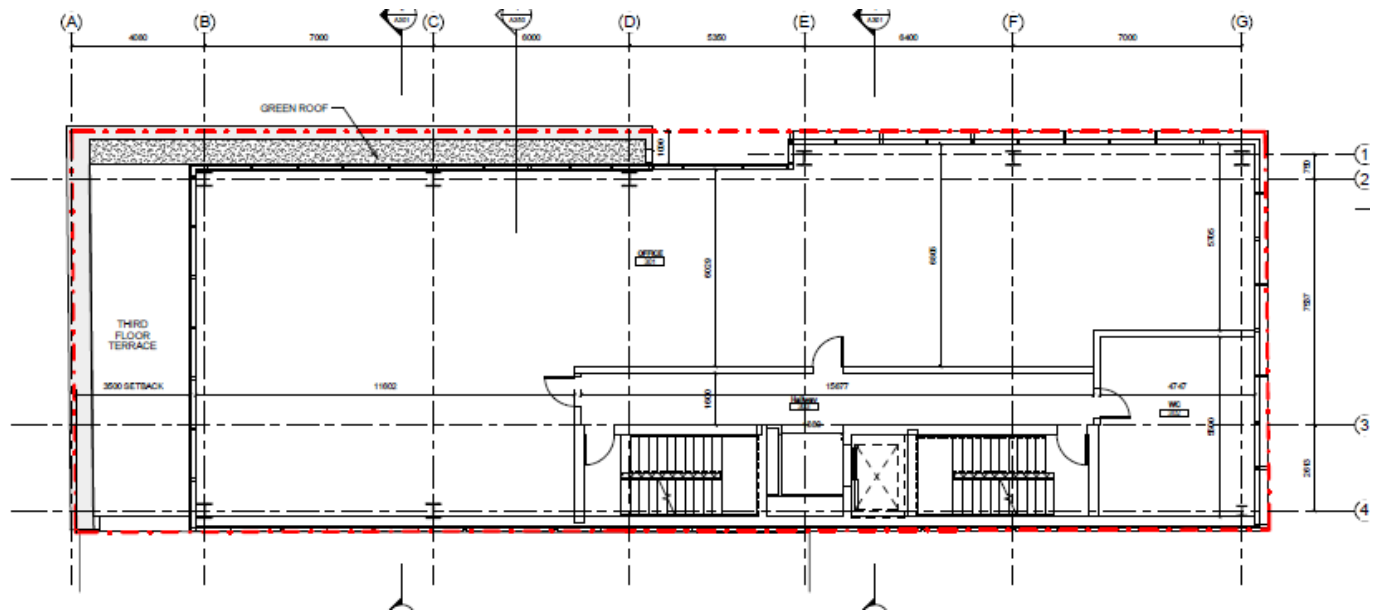
Site Plan



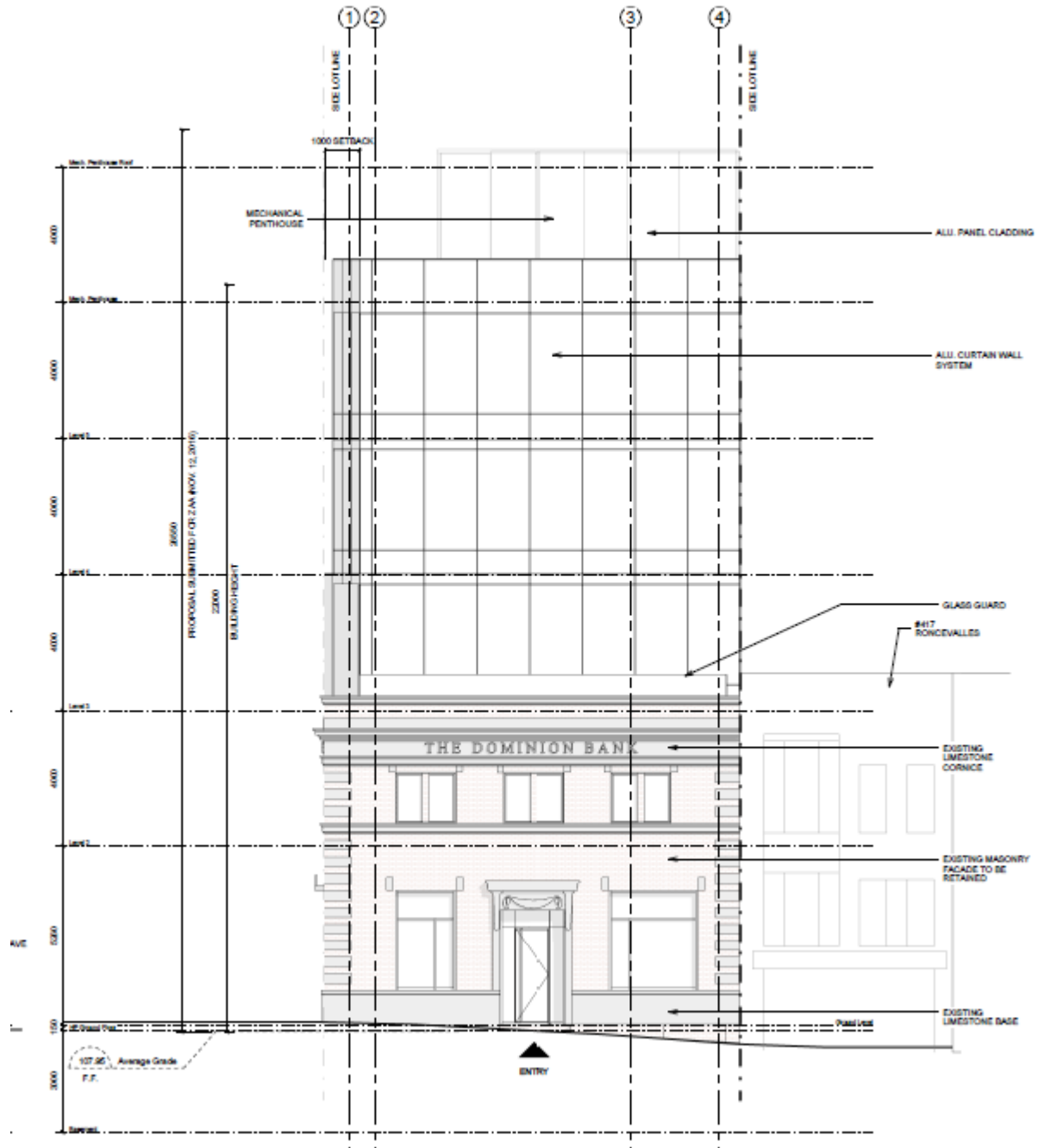
First Floor



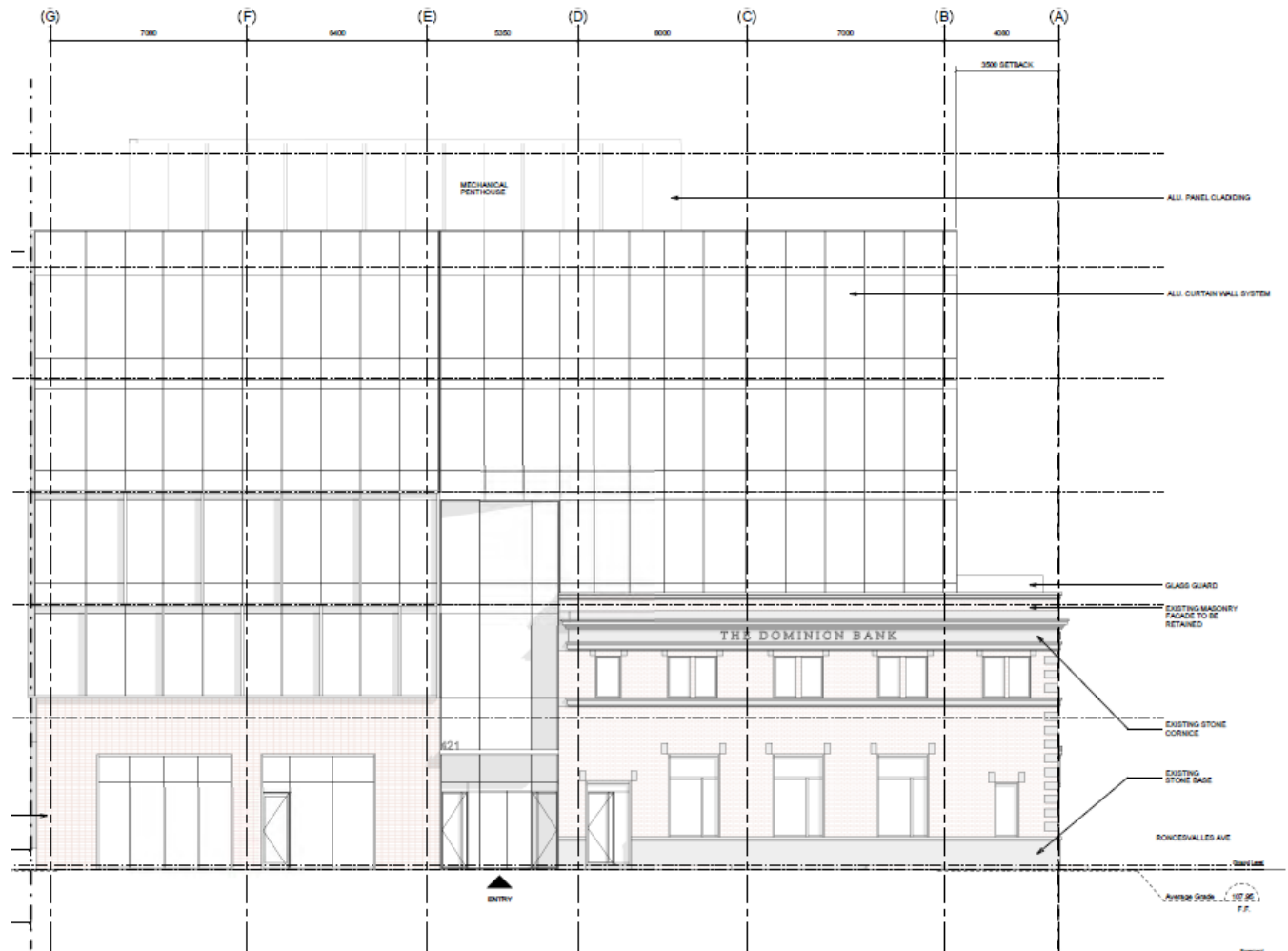
Second Floor



Third Floor



West Elevation at Roncevalles Avenue



North Elevation at Howard Park Avenue



Rendering – Looking at the West Elevation at Roncesvalles Avenue



Rendering – Looking towards the southwest corner of Roncesvalles Avenue and Howard Park Avenue