

Demolition of a Structure within the South Rosedale Heritage Conservation District and Approval of a Replacement Structure - 10 Elm Avenue

Date: March 1, 2021

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: University - Rosedale - Ward 11

SUMMARY

This report recommends that City Council approve the demolition of an "Unrated" structure in the South Rosedale Heritage Conservation District (SRHCD) and approve the design of the replacement building in accordance with Section 42 (1) of the Ontario Heritage Act. The building proposed for demolition is a performing arts centre for the private elementary and secondary school known as Branksome Hall at 10 Elm Avenue. The proposed replacement building is a four-storey "Innovation Centre and Studio Theatre".

The South Rosedale Heritage Conservation District Study allows for the demolition of "Unrated" buildings provided the replacements comply with the SRHCD Study guidelines for new buildings and comply with the Zoning By-law.

The proposed building meets the general intent of the South Rosedale HCD Study's guidelines. It has been designed to transition from the school's contemporary Athletic and Wellness Centre on the other side of Mount Pleasant Road to the heritage buildings on the east side of Mount Pleasant Road and is considered to be compatible with its context within this part of the South Rosedale Heritage Conservation District. The proposal also includes the repair and restoration of the adjacent "Category B" building known as Hollydene.

The subject application also requires approval under the Planning Act (Minor Variance and Site Plan Control) and therefore the recommendations in this report relate solely to approvals required under the provisions of the Ontario Heritage Act.

RECOMMENDATIONS

The Senior Manager, Heritage Planning, Urban Design, City Planning recommends that:

1. City Council approve the proposed demolition of an existing Unrated building and the construction of the new building on lands known municipally as 10 Elm Avenue, in accordance with Section 42 of the Ontario Heritage Act, substantially in accordance with the plans and drawings prepared by MacLennan Jaunkalns Miller Architects, dated May 29, 2020 and the Heritage Impact Assessment prepared by ERA Architects dated February 9, 2021 and filed with the Senior Manager, Heritage Planning, subject to the following conditions:

a. That prior to the final Site Plan Approval for the property at 10 Elm Avenue, 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 dated February 9, 2021, prepared by ERA Architects Inc., to the satisfaction of the Senior Manager, Heritage Planning.

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

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 Planning to secure all work included in the approved Conservation Plan.

b. That prior to the issuance of any permit for all or any part of the property at 10 Elm 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 Planning, the owner shall:

1. Provide final 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. 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 Planning, consistent with the plans and elevations submitted by the applicant and prepared by MacLennan Jaunkalns Miller Architects, dated May 29, 2020 and the Heritage Impact Assessment prepared by ERA Architects, dated February 9, 2021.

c. That prior to the release of the Letter of Credit, as required in recommendation 1.a.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 has been completed in accordance with the approved Conservation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Planning.

FINANCIAL IMPACT

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

DECISION HISTORY

On July 11, 2012 City Council approved a proposal for the demolition of an "Unrated" building at 6 Elm Avenue on the West Campus of Branksome Hall. This approval included construction of the new athletic centre located west of Mount Pleasant Road. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE17.20>

BACKGROUND

Heritage Policy 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, 2020 (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: Growth Plan for the Greater Golden Horseshoe (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform to the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform to the Growth Plan.

Policy 4.2.7.1 of the Growth Plan states that "Cultural Heritage Resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas."

City of Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan. The Plan provides the policy framework for heritage conservation in the City. 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 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.

3.1.5.7. Prior to undertaking an approved alteration to a property on the Heritage Register, the property will be recorded and documented by the owner, to the satisfaction of the City.

3.1.5.22. Heritage Impact Assessment will address all applicable heritage conservation policies of the Official Plan and the assessment will demonstrate conservation options and mitigation measures consistent with those policies. A Heritage Impact Assessment shall be considered when determining how a heritage property is to be conserved.

3.1.5.23. Heritage Impact Assessment will evaluate the impact of a proposed alteration to a property on the Heritage Register, and/or to properties adjacent to a property on the Heritage Register, to the satisfaction of the City.

3.1.5.24. Heritage Impact Assessment will be required for the proposed demolition of a property on the Heritage Register. Where demolition of a property adjacent to a property on the Heritage Register is proposed, the City may require a study on the implications of the demolition on the structural integrity of the property on the Heritage Register.

3.1.5.25. In addition to a Heritage Impact Assessment, the City may request a Heritage Property Conservation Plan to address in detail the conservation treatments for the subject heritage property. The City may also request a Heritage Interpretation Plan to promote a heritage property or area, to the public.

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.

3.1.5.32. Impacts of site alterations, developments, municipal improvements, and/or public works within or adjacent to Heritage Conservation Districts will be assessed to ensure that the integrity of the districts' heritage values, attributes, and character are conserved. This assessment will be achieved through a Heritage Impact Assessment, consistent with Schedule 3 of the Official Plan, to the satisfaction of the City.

3.1.5.33. Heritage Conservation Districts should be managed and conserved by approving only those alterations, additions, new development, demolitions, removals and public works in accordance with respective Heritage Conservation District plans.

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>

South Rosedale Heritage Conservation District (SRHCD) Study

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

The SRHCD Study's section 5.3.3. Guidelines for New Buildings and Alterations and Additions to Unrated Buildings include the following:

- A. New buildings and alterations and additions to unrated buildings should contribute to and not detract from the variety and heritage character of the district.
- B. 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.
- C. 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.

The SRHCD Study's section 5.3.4 Guidelines for Demolition include the following:

Guidelines in this section are for all buildings in the district. In general demolition is to be discouraged but it is acknowledged that the impact of demolition may vary depending upon the heritage evaluation category of the building in question:

- C. Demolition of an unrated building will generally be permissible if the replacement building, as shown in the building permit application, is acceptable under these guidelines and the zoning by-law.

The SRHCD section 4.2.2. Streetscape Heritage Character notes that some properties in the SRHCD have "legalized front-yard parking and/or extensive hard surfacing that tends to detract from the beauty of the architecture" and that "the tall and understory trees and shrubs create the park-like quality that helps blend South Rosedale's varied architectural styles and landscape treatments. On the other hand, hedges, shrubberies, foundation plantings, front gardens, lawns, and plant-filled containers increase the visual interest of each street and each property. Whether traditional or contemporary in design, the majority of the private landscapes throughout the area are either completely open to the street or only partially screened from it... In general, those private landscapes that appear to blend with or complement the streetscape as a whole make the greatest contribution to the serenity and park-like quality of the neighbourhood."

Area Context

The subject property at 10 Elm Avenue is situated at the north east corner of the intersection of Elm Avenue and Mount Pleasant Road. Branksome Hall straddles both sides of Mount Pleasant Road and the subject property forms part of the school's East Campus. It contains a number of interconnected buildings that were built between 1879 and 1984 (see aerial photograph in Attachment 2). These buildings include the school's

performing arts centre which was constructed in 1924 as a gymnasium and classroom wing. An addition was added to its front in 1978 when this wing was converted into a performing arts centre. This building is classified as an "Unrated" building within the SRHCD Study.

The East Campus also includes a "Category B" building as noted within the SRHCD Study. This is the three storey Victorian house-form building fronting Elm Avenue that was built in 1879 and is known as John Blaikie/Hugh Ryan House or "Hollydene". Branksome Hall acquired Hollydene in 1912.

The East Campus of Branksome Hall also encompasses the properties at 14 and 16 Elm Avenue, both of which include buildings that are noted as Category "B" buildings within the SRHCD Study. The East Campus is linked to the West Campus on the other side of Mount Pleasant by a pedestrian bridge (known as Read Walk) that is connected to the school's Athletics and Wellness Centre. The Athletic and Wellness Centre is a contemporary building at 6 Elm Avenue that was approved in 2013.

Adjacent Heritage Buildings

As per the SRHCD Study's Heritage Evaluation, Hollydene is surrounded on all sides by unrated buildings within the 10 Elm Avenue lands. Adjacent to the south, at 5 and 11 Elm Avenue, are two Category "C"-rated four-storey apartment buildings. Adjacent to the property at the east and southeast, at 14 and 15 Elm Avenue, respectively, are Category "B"-rated house-form buildings that, as noted above, form part of the East Campus of Branksome Hall. To the south-west, the property at 3 Elm Ave contains a Category "B"-rated house-form building known as "Denbrae" (William Alexander House).

Proposed Development

The proposal seeks permission under Section 42 of the Ontario Heritage Act to demolish a building within the South Rosedale Heritage Conservation District and to construct a new building. The building proposed for demolition is the Branksome Hall performing arts centre, an "Unrated" building within the SRCHD Study. The proposed four-storey new building that will replace the demolished structure is intended to provide an Innovation Centre and Studio Theatre for the school. Its front aligns with the pedestrian bridge (Read Walk) over Mount Pleasant Road that links the school's East and West Campuses.

The new building has a contemporary style that is designed to transition from the Athletic and Wellness Center at 6 Elm Avenue to the heritage building known as Hollydene. Its height relates to that of Hollydene and the design includes materials and window detailing that further reinforce the transition. Existing stone gateposts and a decorative fence are all proposed to be retained and restored within the project and the fence will be set on top of a new low stone wall to match a similar structure on the other side of Mount Pleasant Road.

The proposal includes the conservation and restoration of Hollydene which is noted as a "Category B" building within the SRHCD Study.

The subject application also requires approval under the Planning Act (Minor Variance and Site Plan Control) and therefore the recommendations in this report relate solely to approvals required under the provisions of the Ontario Heritage Act.

The proposed plans and Heritage Impact Assessment can be found at the link below:
<http://app.toronto.ca/AIC/index.do?folderRsn=6grJAjNxcm%2Bpi8s5SxjnyQ%3D%3D>

COMMENTS

The Unrated building proposed to be demolished was constructed in 1924 as a gymnasium and classroom wing in a Collegiate Gothic style designed by architect Herbert Horner. It has been heavily modified over the years, most notably by the construction of a front addition in 1978. The SRHCD Study states that "Unrated" buildings "are not of national, provincial, citywide or contextual heritage significance, do not contribute to the heritage character of South Rosedale or are too recent to be accurately evaluated." As a result, the SRHCD Study allows for Unrated buildings to be demolished provided the replacement structure complies with the SRHCD Study guidelines for new buildings.

The SRHCD Study's guidelines state that new buildings should "contribute to and not detract from the variety and heritage character of the district" and "be designed to be compatible with the heritage buildings, in terms of scale, massing height, setback, and entry level." It also says that "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".

The proposal involves the conservation of the whole of Hollydene and its 1915 rear addition. Heritage Planning worked with the applicant to revise the design of the proposed new building to set it further away from Hollydene so that there is space between the two buildings and to ensure that the side wall of Hollydene would remain visible from the public realm. This adjustment to the originally proposed siting of the new building has removed the need for caisson walls to be constructed to ensure the conservation of Hollydene as part of this development proposal. This reflects good conservation practise of seeking minimal interventions to heritage buildings. In addition, as a part of the proposal, repairs and restoration are proposed for Hollydene that will involve the replacement of the non-original windows with windows that better reflect those that originally on the building. The window replacement project will be informed by best practises and will be based on archival research. The overall project will also include brick and stone repairs. The details of the proposed repair and restoration works will be included as part of the required Conservation Plan.

The scale of the proposed new building relates favourably to its context along Mount Pleasant Road. Its height reflects that of Hollydene and, although the mechanical penthouse rises above the existing heritage property, it is set back and will be clad in light materials to ensure that it is not readily visible from the street. The new building has a contemporary design that relates to the Athletic and Wellness Centre on the other

side of Mount Pleasant Road however it has been designed with datum lines and windows that respond to the window proportions and details on Hollydene. In addition, textured masonry is proposed that includes a colour gradient designed to soften its appearance and to transition from the existing dark masonry of the Athletic and Wellness Centre to the red brick masonry of Hollydene.

The side elevation of the proposed Innovation Centre and Studio Theatre includes large windows along Mount Pleasant to animate and add visual interest to the building; Additional landscaping is also proposed. In this way the new building will "contribute to and not detract from the variety and heritage character of the district," given its unique location as part of the Branksome Hall Campus adjacent to Mount Pleasant Road.

CONCLUSION

Heritage Planning staff have no concerns with the proposed demolition of the performing arts centre building along Mount Pleasant Road as it is classified as an "Unrated" building within the SRHCD Study and the replacement building is appropriately designed and complies with the SRHCD guidelines for new buildings. The proposal is considered to "contribute to and not detract from the variety and heritage character of the district" and as such satisfies the policies and general intent of the SRHCD Study. The proposal also includes a comprehensive rehabilitation and restoration strategy for Hollydene, a "Category B" building within South Rosedale.

CONTACT

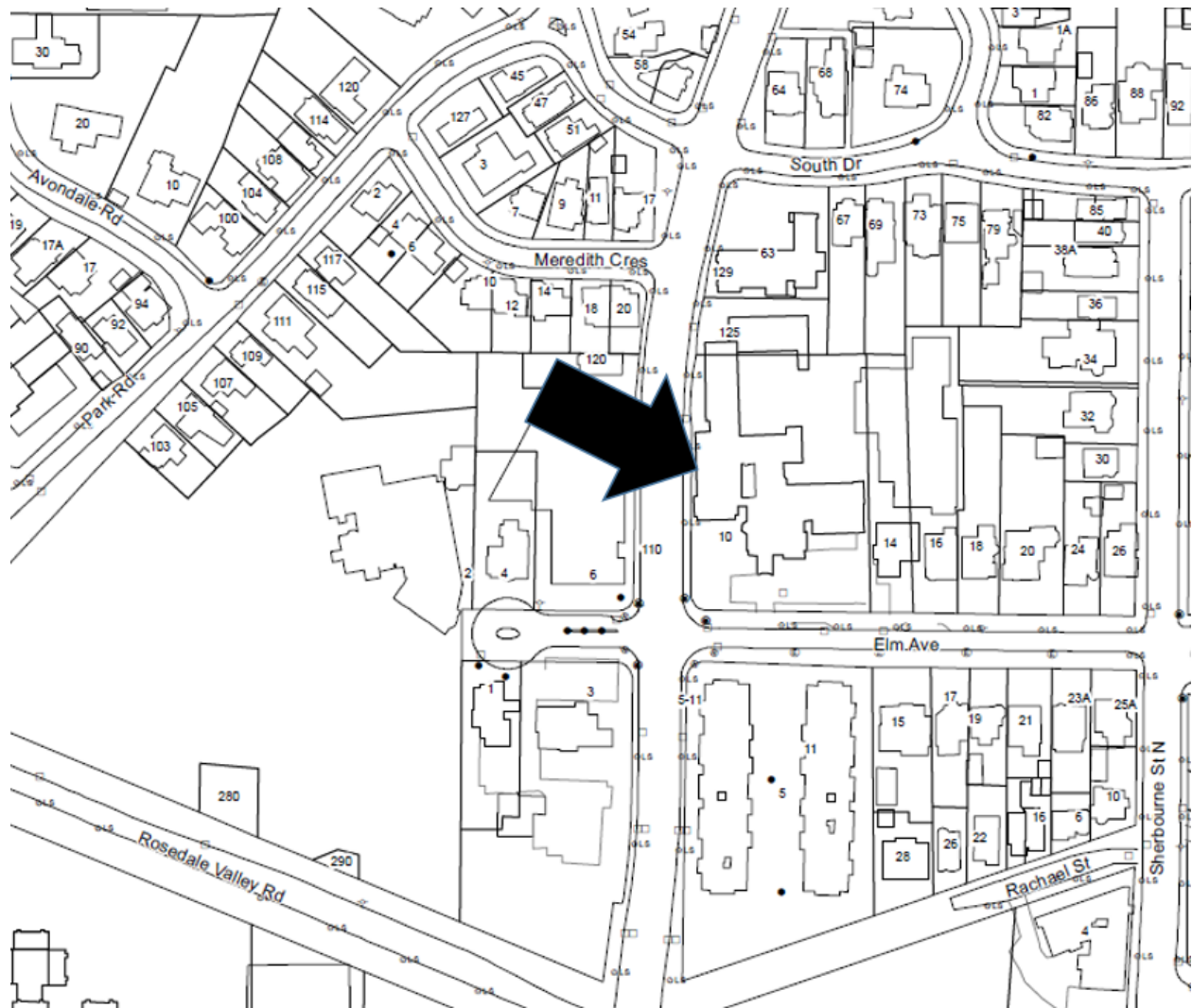
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SIGNATURE

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Urban Design, City Planning

ATTACHMENTS

Attachment 1: Location Map
Attachment 2: Photographs of Existing Property
Attachment 3: Drawings of Proposal



This location map is for information purposes only and is oriented with North at the top. The exact boundaries of the property are not shown.



View of primary (south-facing) elevation of "Hollydene" (1879), with the 1930 Senior Common Room addition to the east, at 10 Elm Avenue



View of secondary (west) elevation of "Hollydene" and its porte cochere at 10 Elm Avenue

PHOTOGRAPHS - 10 ELM AVENUE



Aerial photograph showing additions constructed at 10 Elm Avenue since the construction of Hollydene in 1879 (ERA Architects)



View of the west elevation of the 1924 Gymnasium and Classroom addition and 1978 addition at 10 Elm Avenue (2014 image shown, prior to tree growth along the side of the building)

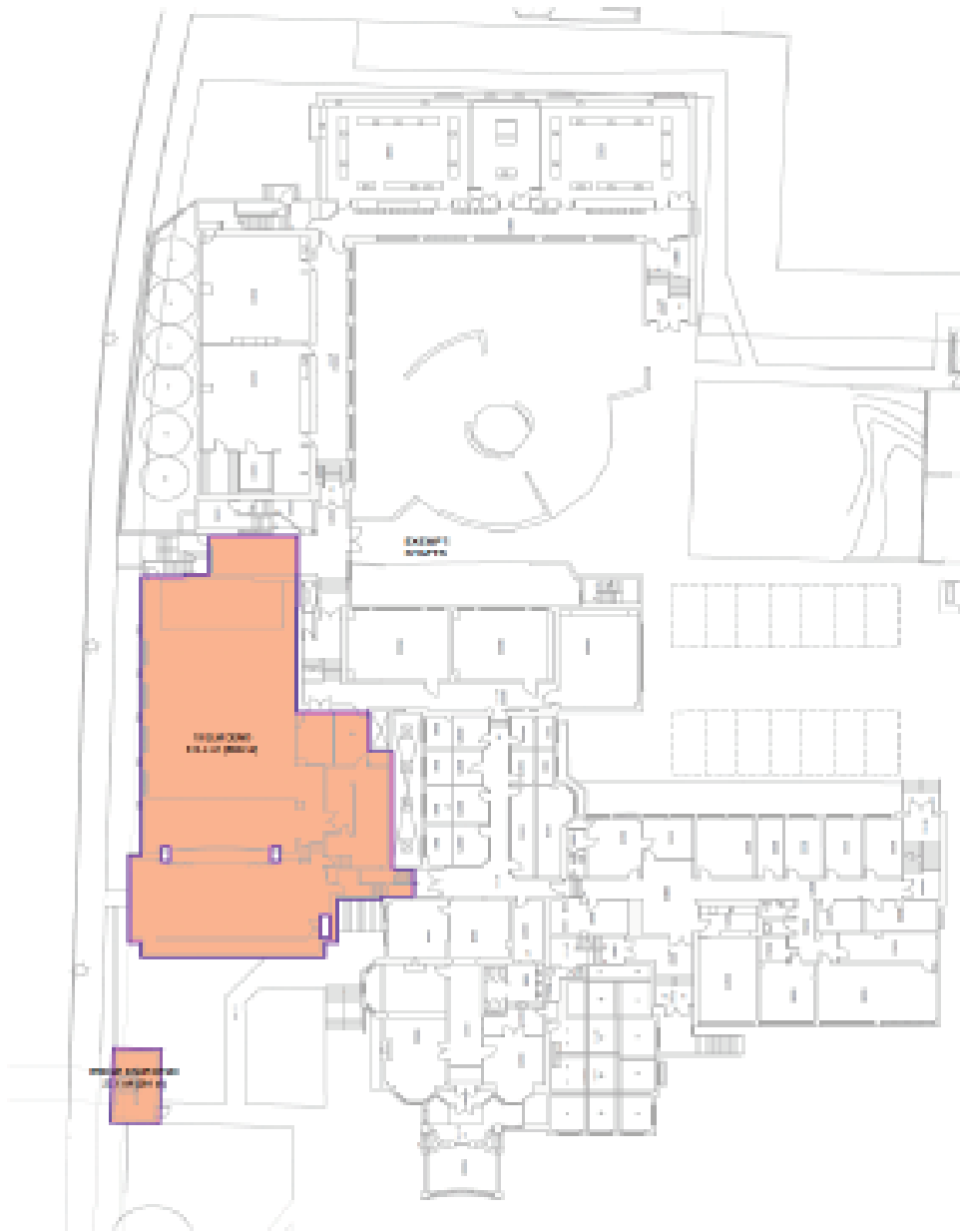
PHOTOGRAPHS - 10 ELM AVENUE



View of the south elevation of the 1924 Gymnasium and Classroom addition, obscured by the 1978 addition in front of it, at 10 Elm Avenue adjacent to Hollydene on the right. The stair tower to the Read Walk pedestrian bridge is shown on the left. These additions and stair tower are to be demolished. The iron fence shown in this image is to be conserved and reinstated following construction of a new retaining wall along Mount Pleasant Road

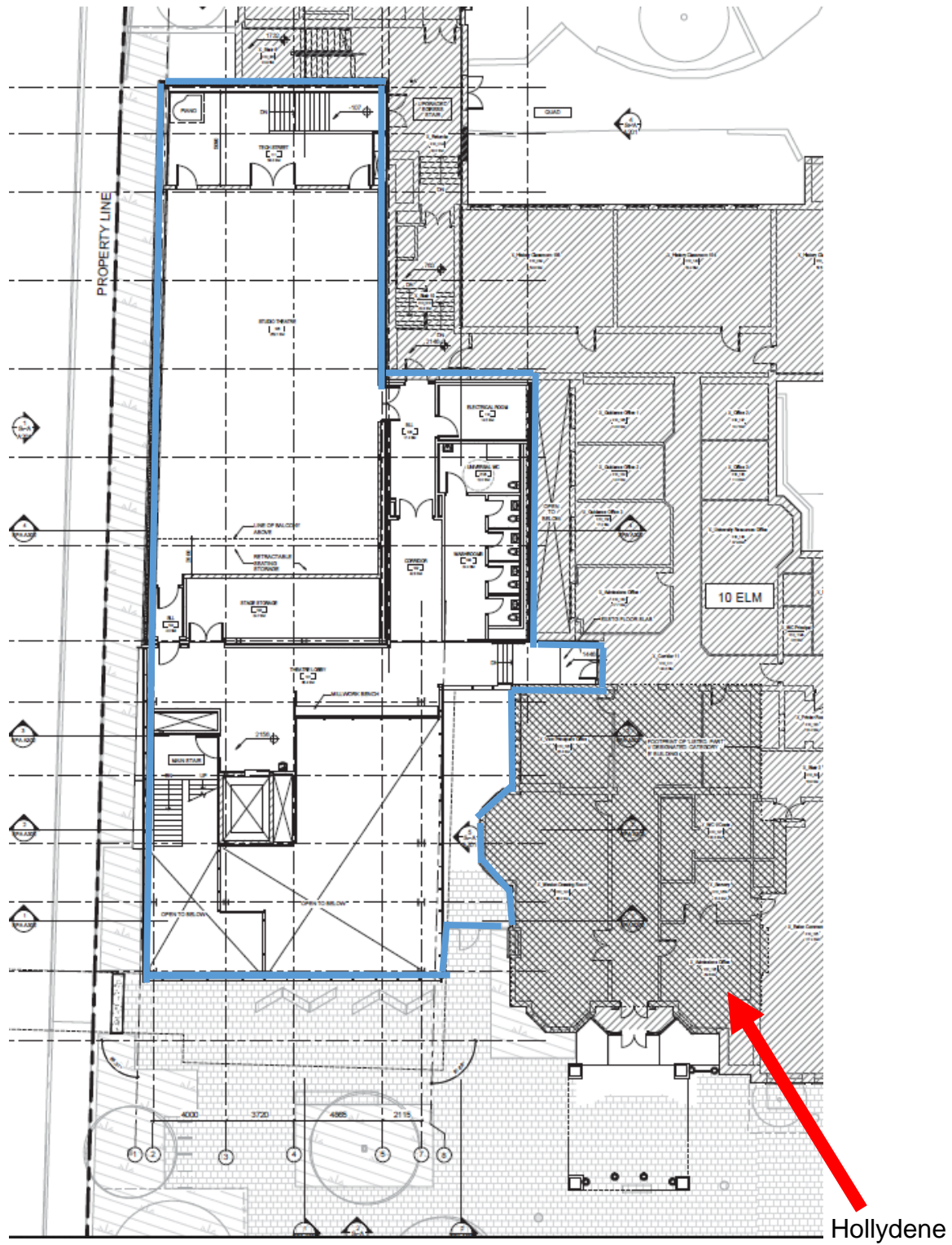


View of Athletic and Wellness Centre building at 6 Elm Avenue, and partial view of Read Walk pedestrian bridge



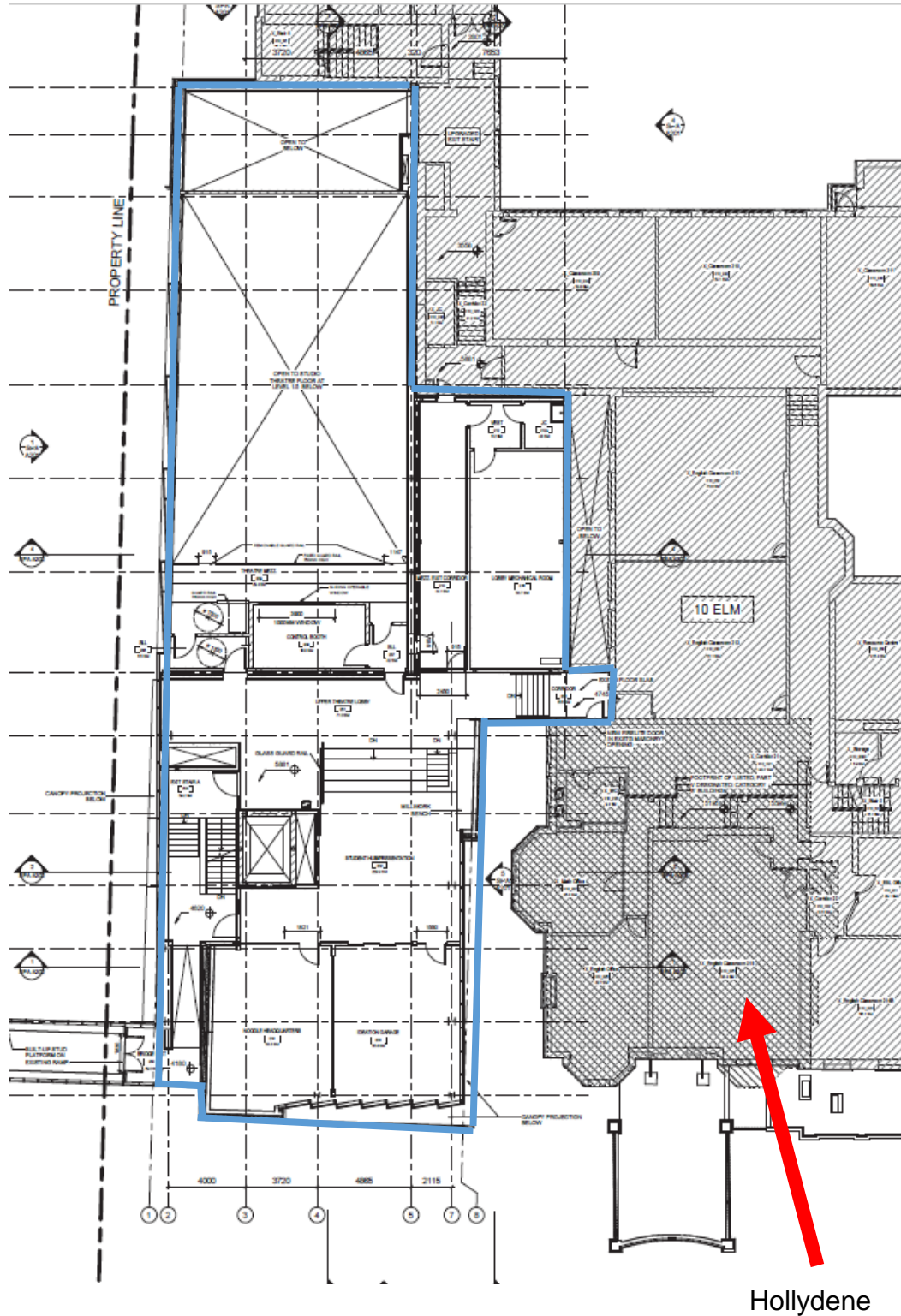
Plan view of proposed extent of demolition at ground floor level of existing 1924 and 1978 additions at 10 Elm Avenue, as well as demolition of the stair tower to the Read Walk pedestrian bridge

DRAWINGS OF PROPOSAL - 10 ELM AVENUE



Proposed Ground Floor Plan - New building highlighted in blue

DRAWINGS OF PROPOSAL - 10 ELM AVENUE



Proposed Level 2 - New building highlighted in blue

DRAWINGS OF PROPOSAL - 10 ELM AVENUE



Perspective view of south elevation of new innovation centre building at 10 Elm Avenue, redesigned landscaping and new Read Walk access shown, with Hollydene on the right.



Perspective view of south elevation of new innovation centre building, from south-east. Though not shown here, existing stone gate posts are to be retained

DRAWINGS OF PROPOSAL - 10 ELM AVENUE

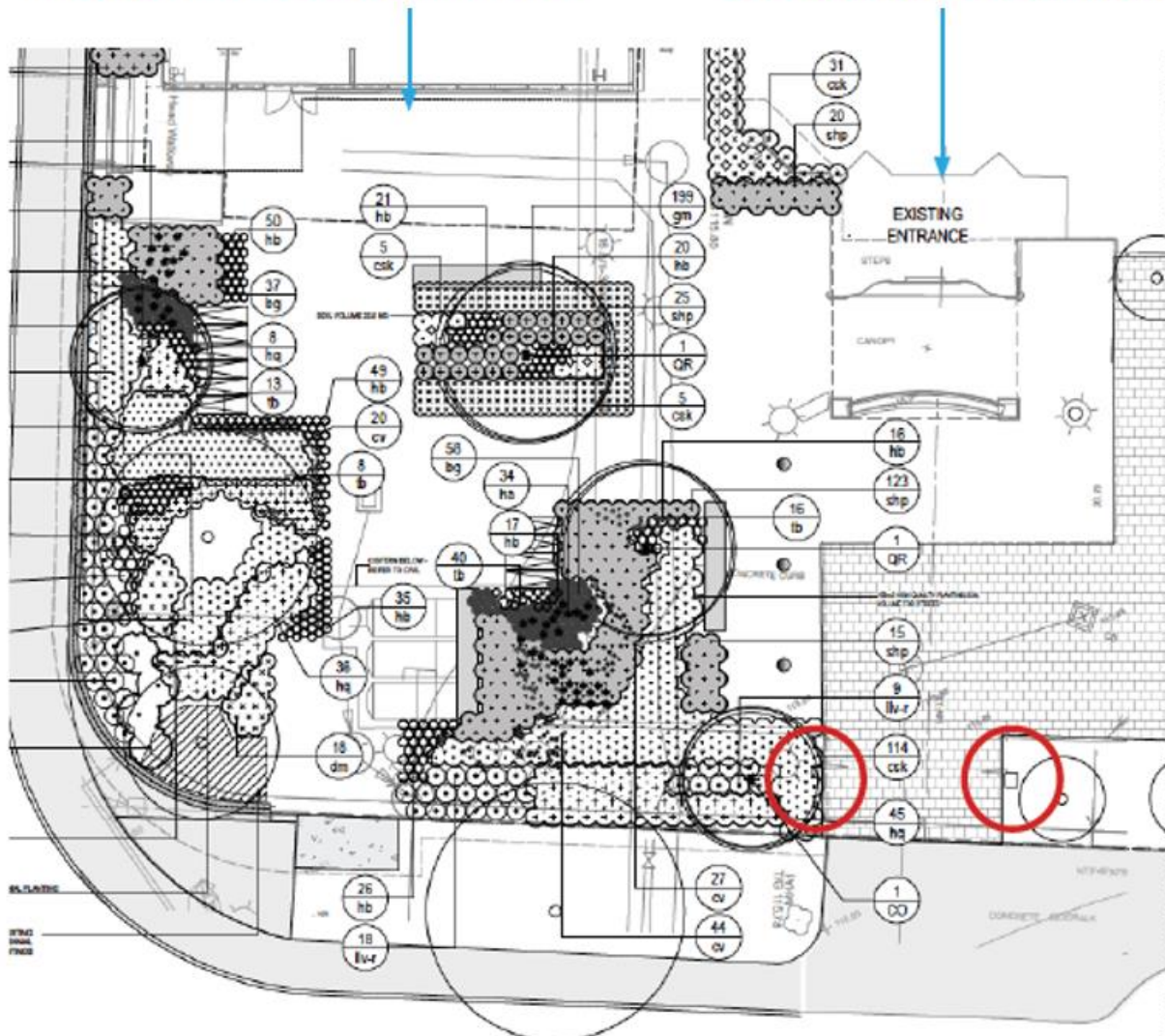


Perspective view of south and west elevations of the new innovation centre building and the Read Walk connection at 10 Elm Avenue, with Hollydene to the east (far right).

DRAWINGS OF PROPOSAL - 10 ELM AVENUE

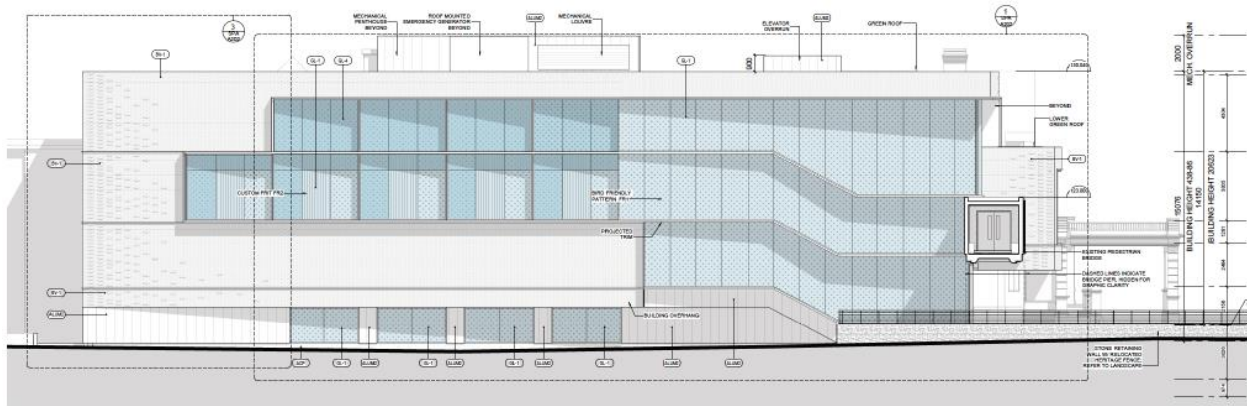
Innovation Centre & Studio Theatre

1879 portion 10 Elm Avenue

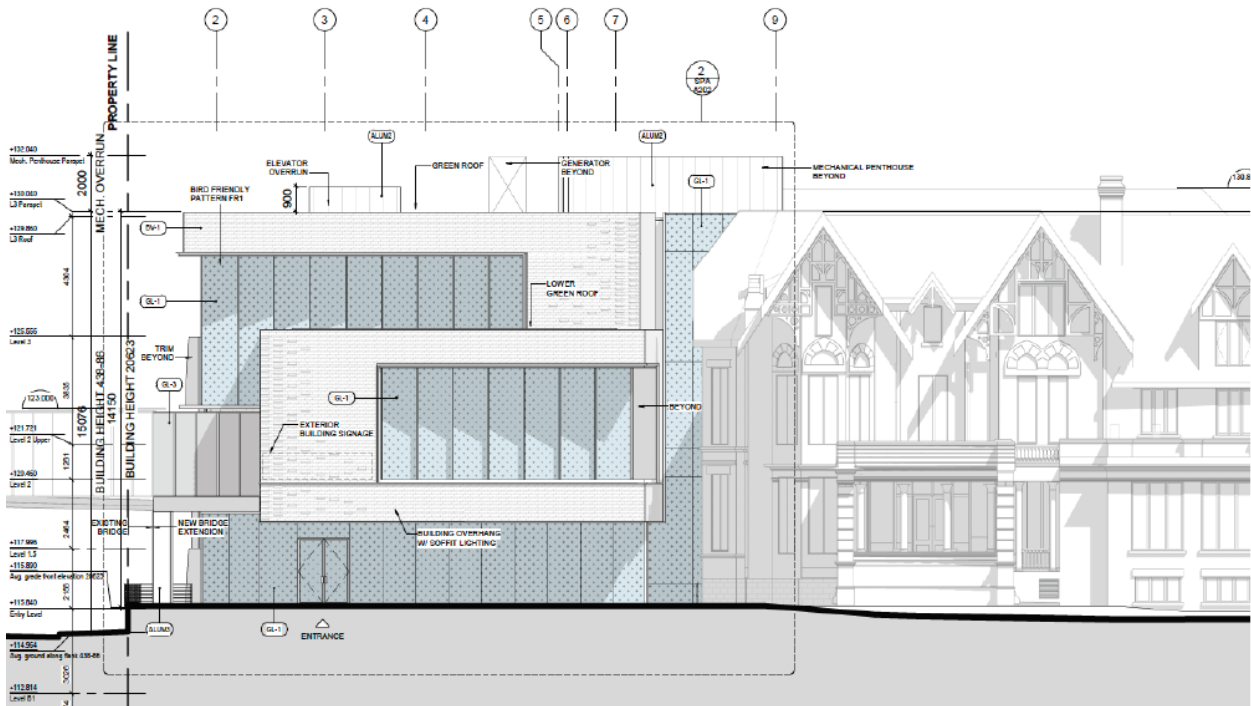


Proposed front yard landscaping plan at 10 Elm Avenue, with Hollydene to the right. The red circles show that existing stone gate posts are to be retained

DRAWINGS OF PROPOSAL - 10 ELM AVENUE

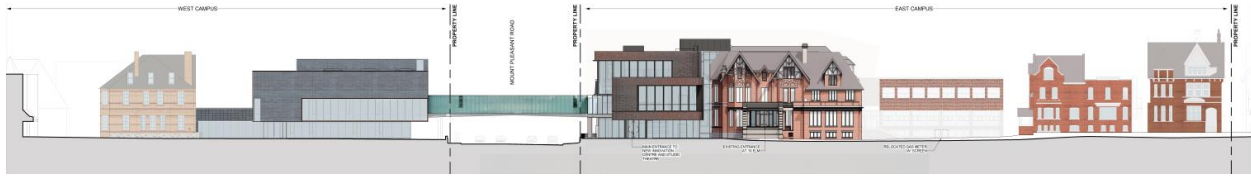


May 2020 West Elevation Drawing



May 2020 South Elevation Drawing

DRAWINGS OF PROPOSAL - 10 ELM AVENUE



South streetscape elevation, looking north, showing the proposed new building within the immediate context along Elm Avenue



West streetscape elevation, looking east, showing the proposed new building within the immediate context along Mount Pleasant Road