

Alterations to a Heritage Property and Authority to Enter into a Heritage Easement Agreement - 537 Broadview Avenue

Date: July 4, 2022

To: City Council

From: Chief Planner and Executive Director, City Planning

Wards: Toronto Danforth - Ward 14

SUMMARY

This report recommends that City Council approve the alterations proposed for the John D. McPherson House at 537 Broadview Avenue (designated under Part IV of the Ontario Heritage Act by By-law No 1078-1021) in connection with a Site Plan Approval application on the subject property. In addition, authority to enter into a Heritage Easement Agreement is also requested.

The subject property is located in the North Riverdale neighbourhood, on the east side of Broadview Avenue between Bain Avenue and Sparkhall Avenue overlooking Riverdale Park. The property contains the residence constructed in 1913 for the Rev. Dr. John McPherson Scott, Presbyterian minister and missionary, and his wife Margaret G. Scott. The two-and-a-half storey, brick-clad, house-form building is a finely-crafted blend of the Queen Anne Revival and Edwardian Classical styles. In 1956, the building was converted to a lodging house, and later a nursing home, and currently contains five dwelling units and seven dwelling rooms.

The development application proposes the in-situ retention of the house in conjunction with the construction of a four-storey rear and side addition. The full west and north elevations of the house will be restored with the remainder of the building rehabilitated and new construction added to provide a total of 15 affordable and market-rate rental units, including four designated replacement studio rental units.

RECOMMENDATIONS

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

1. City Council approve the alterations to the designated heritage property at 537 Broadview Avenue, in accordance with Section 33 of the Ontario Heritage Act, for the construction of a new four-storey addition with alterations to the building on the designated property consistent with the plans and drawings dated April 27, 2022 prepared by ERA Architects Inc. and the Heritage Impact Assessment dated April 27, 2022 prepared by ERA Architects Inc. all subject to and in accordance with a Conservation Plan satisfactory to the Senior Manager, Heritage Planning and subject to the following conditions:

a. That prior to Final Site Plan approval for the proposal, the owner shall:

1. Enter into a Heritage Easement Agreement with the City for the property at 537 Broadview Avenue substantially in accordance with the plans and drawings dated April 27, 2022 prepared by ERA Architects Inc. and the Heritage Impact Assessment dated April 27, 2022 prepared by ERA Architects Inc., both on file with the Senior Manager, Heritage Planning, and in accordance with the Conservation Plan required in Recommendation 1.a.2 to the satisfaction of the Senior Manager, Heritage Planning including registration of such 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 dated April 27, 2022 prepared by ERA Architects Inc., to the satisfaction of the Senior Manager, Heritage Planning.
3. Provide final Site Plan drawings substantially in accordance with the approved Conservation Plan required in Recommendation 1.a.2 to the satisfaction of the Senior Manager, Heritage Planning.
4. Provide a detailed Landscape Plan for the subject property, satisfactory to the Senior Manager, Heritage Planning.
5. Provide an Interpretation Plan for the subject property, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.

b. That prior to the issuance of any permit for all or any part of the property at 537 Broadview 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 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 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.

2. 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 and Interpretation Plan.

c. That prior to the release of the Letter of Credit required in Recommendation 1.b.2, 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 Planning.

2. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Senior Manager, Heritage Planning.

2. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of 537 Broadview Avenue in a form and content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

3. City Council authorize the City Solicitor to introduce the necessary bill in Council authorizing the entering into a Heritage Easement Agreement for the property at 537 Broadview Avenue.

FINANCIAL IMPACT

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

DECISION HISTORY

The property at 537 Broadview Avenue was included on the City's Heritage Register on October 1, 2009.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.TE27.101>

On December 17, 2021 City Council enacted By-law No. 1078-2021 designating the subject property under Part IV of the Ontario Heritage Act.

<https://www.toronto.ca/legdocs/bylaws/2021/law1078.pdf>

BACKGROUND

Area Context

The subject property is located on the southeast corner of Broadview Avenue and Sparkhall Avenue and contains the residence constructed in 1913 for the Rev. Dr. John McPherson Scott, Presbyterian minister and missionary, and his wife Margaret G. Scott. A surface parking area is situated behind the house with access from Sparkhall Avenue. The two-and-a-half storey, brick-clad, house-form building is a finely-crafted blend of the Queen Anne Revival and Edwardian Classical styles. In 1956, the building was converted to a lodging house, and later a nursing home, and currently contains five dwelling units and seven dwelling rooms.

The built form character along this portion of Broadview Avenue is generally expressed in the large two-and-a-half storey houses on large lots.

Development Proposal

A Site Plan Control application was submitted on October 30, 2020 to construct a rear and side four-storey addition to the house on the property in order to provide 15 affordable and market-rate rental units, including four designated replacement studio rental units.

The proposal includes rehabilitation of the original two-and-a-half storey house on the property, ensuring conservation of the property's cultural heritage values and attributes.

The full west and north elevations of the John McPherson Scott House will be conserved along with portions of the south and north elevations. The central oriel window on the north elevation is proposed to be raised to align with the new floor levels. Portions of the south and east elevations are proposed to be retained with a small portion of the south gable rebuilt using salvaged brick. A contemporary four-storey addition is proposed to be set back from the primary (Broadview) elevation approximately 2.9 metres and behind the ridge of the roof and 0.9 metres from the north (Sparkhall) elevation. The new addition along the south elevation steps back at the third and fourth levels.

White or cream tone masonry units are proposed for levels one through three of the new addition while the fourth level will be primarily glazed.

This proposal is the product of comprehensive pre-and-post application discussions between the applicant and City Planning staff, resulting in retention of the main body of the house in place of its partial retention. In addition, staff received a number of comments from the community on the design and materiality of the addition which the applicant has responded to in the final proposal. This application is being reviewed and administered under the City's Concept to Keys (C2K) operational pilot, intended to deliver improvements to the development review process.

The Site Plan Approval application (File No. 20 212862 STE 14 SA), including the architectural plans and drawings and Heritage Impact Assessment referenced in this report, can be viewed on the City's Application Information Centre:

<https://secure.toronto.ca/AIC/index.do>

Heritage Planning 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) (the "Growth Plan (2020)") came into effect on May 16, 2019 and was amended through an Order in

Council that came into effect on August 28, 2020. This plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH 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.

City of Toronto Official Plan

This City-initiated Zoning By-law amendment 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 the following:

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.

3.1.5.26 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.

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.

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

COMMENTS

Heritage Planning staff has reviewed the Heritage Impact Assessment prepared by ERA Architects Inc. submitted in support of the proposal 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.

Conservation Strategy

The proposed conservation strategy will rehabilitate the house on the property at 537 Broadview Avenue. The primary walls (west and north) will be retained in situ as well as portions of the south and east return walls.

The introduction of a four-storey addition along the south and east elevations will certainly have an impact on the scale, form and massing of the heritage building. The addition would necessitate the partial removal of the rear (east) wall and a portion of the gabled roof and two chimneys, both of which are identified as attributes. Further, the majority of the side (south) wall would be removed to provide a connection to the new addition.

Efforts have been made to mitigate these impacts including proposing a height for the new addition that does not overwhelm the existing building, retaining portions of the south and east walls, setting new construction back so as to conserve the legibility of the house's three-dimensional form and situating the new massing toward the rear of the property and stepping it back from Broadview Avenue along the south elevation. In addition, the proposal conserves the sloped landscape setting and the historic single-detached front, rear and side yard typology.

The central oriel window situated on the north elevation is proposed to be relocated to a higher level to accommodate new floor levels. The existing window will be documented and removed for restoration prior to it being relocated. This alteration will have little visual impact on the overall composition of the north elevation.

The new addition will be of a contemporary design that is distinguishable yet compatible with the residential character of both the subject property and the surrounding area. The new building will be clad in light-coloured masonry units with wood and metal details to visually break up the massing and provide architectural interest. The fourth storey will be primarily glazed in an effort to minimize the visual impact of the new construction above the building height.

Conservation Plan

Should City Council approve the proposed conservation strategy, prior to final Site Plan approval, the applicant is required to submit a Conservation Plan for the work described in the Heritage Impact Assessment prepared by a qualified heritage professional to the satisfaction of the Senior Manager, Heritage Planning. The Conservation Plan will detail all of the recommended interventions and conservation work including: any recommended restoration work; a detailed plan describing how the heritage building will

be protected during construction; a schedule of short and long-term maintenance requirements; and, estimated costs for all conservation work.

Heritage Interpretation Plan

Should Council approve the proposed conservation strategy, prior to final Site Plan approval for the proposed development, the applicant will be required to submit a Heritage Interpretation Plan to the satisfaction of the Senior Manager, Heritage Planning.

Landscape Plan

Staff is recommending that the applicant be required to provide a final Landscape Plan that enhances the heritage character of the property to the satisfaction of the Senior Manager, Heritage Planning as a condition of final Site Plan approval.

Heritage Easement Agreement

Staff is recommending that the owner enter into a Heritage Easement Agreement to secure the long-term protection of the heritage property at 537 Broadview Avenue.

CONCLUSION

Heritage Planning staff has reviewed the proposed development for the heritage property at 537 Broadview Avenue and is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement, the Growth Plan (2020) 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 support the proposed conservation strategy and conclude that it meets the intent of the heritage policies in the Official Plan.

CONTACT

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SIGNATURE

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

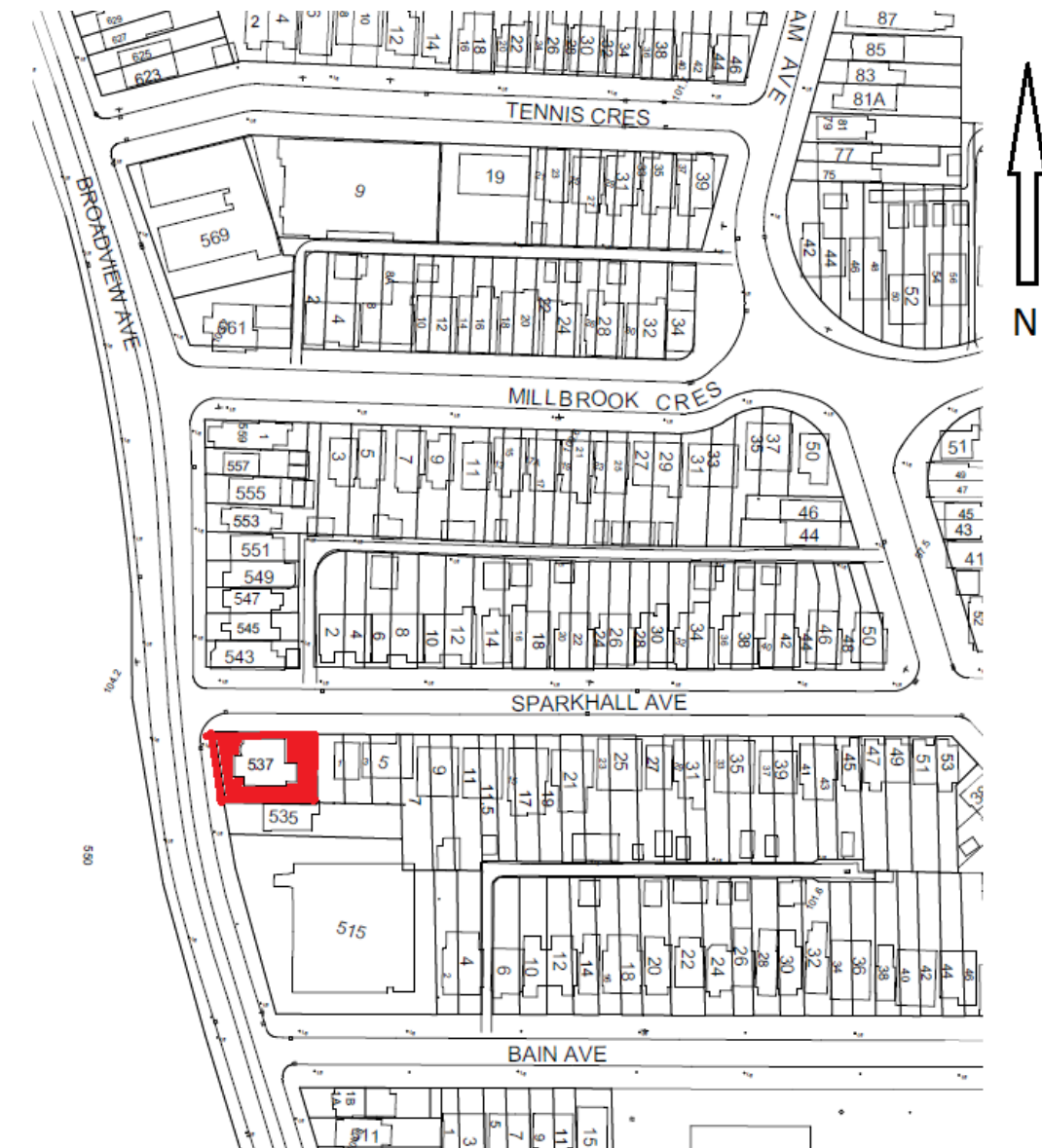
ATTACHMENTS

- Attachment 1 - Location Map
- Attachment 2 - Photographs
- Attachment 3 - Plans and Drawings
- Attachment 4 - Axonometric View
- Attachment 5 - Renderings

LOCATION MAP

ATTACHMENT 1

537 Broadview Avenue



PHOTOGRAPHS

ATTACHMENT 2

537 Broadview Avenue



West elevation



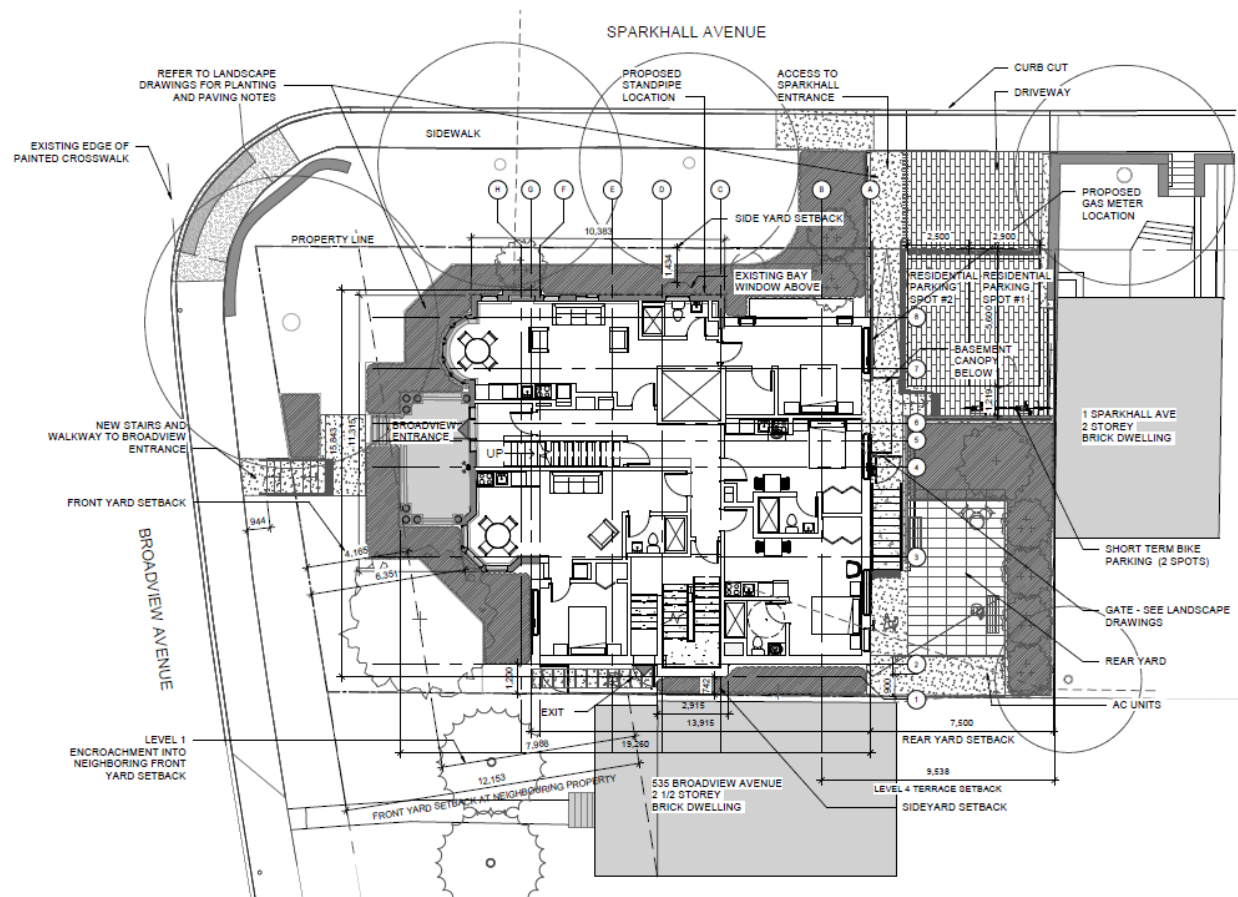
South elevation



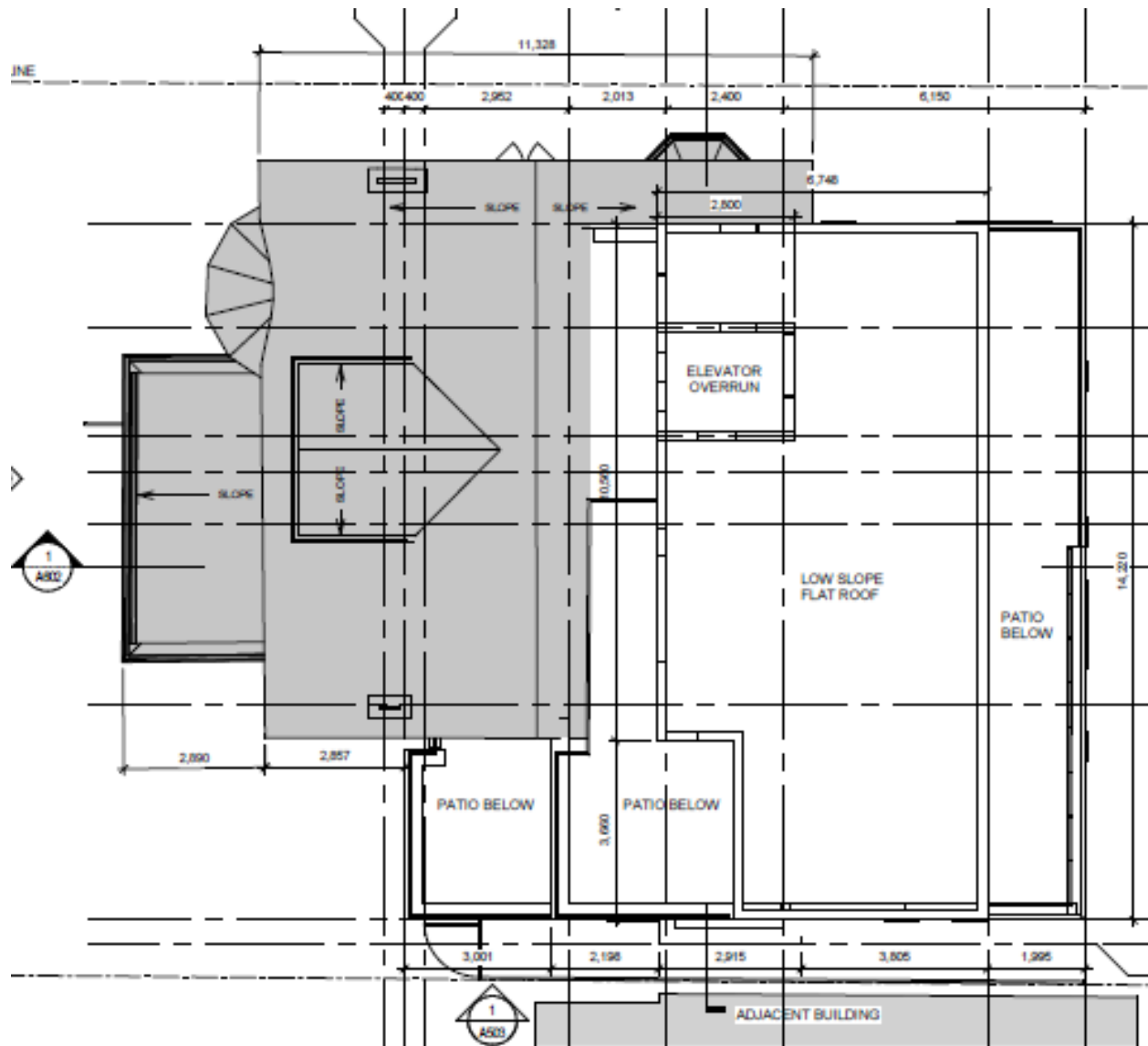
North elevation



East elevation



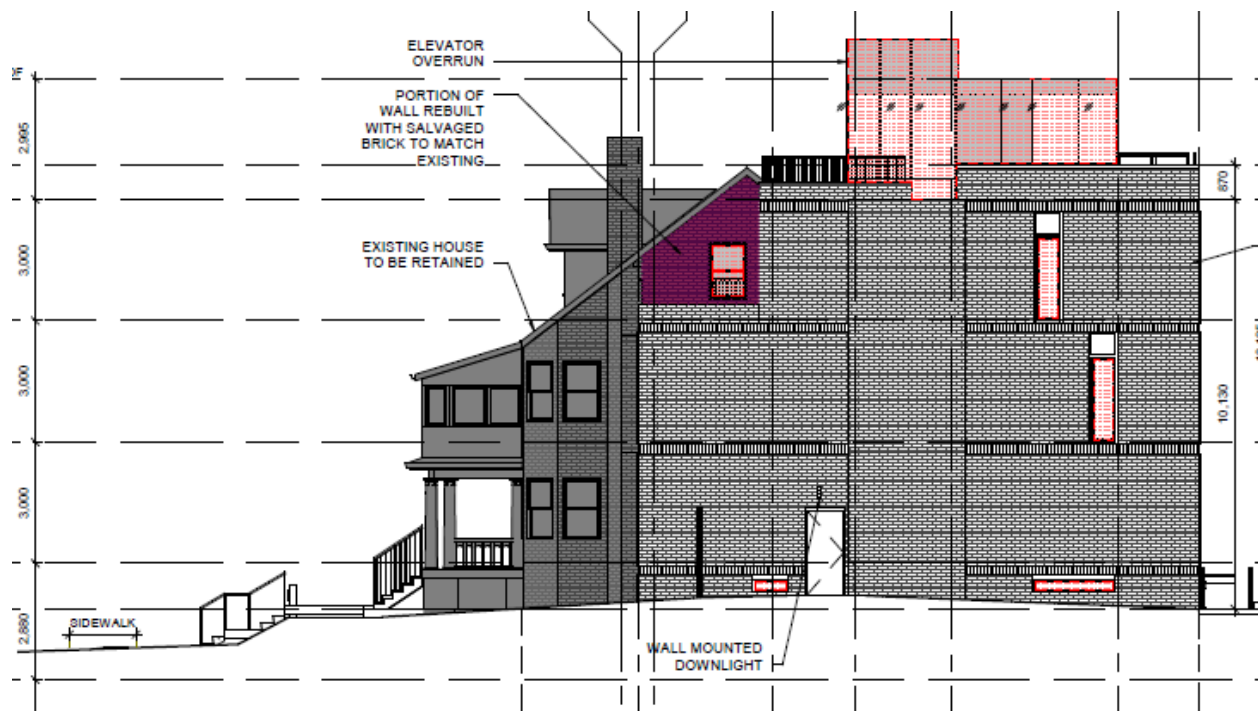
Proposed Site Plan



Proposed Roof Plan



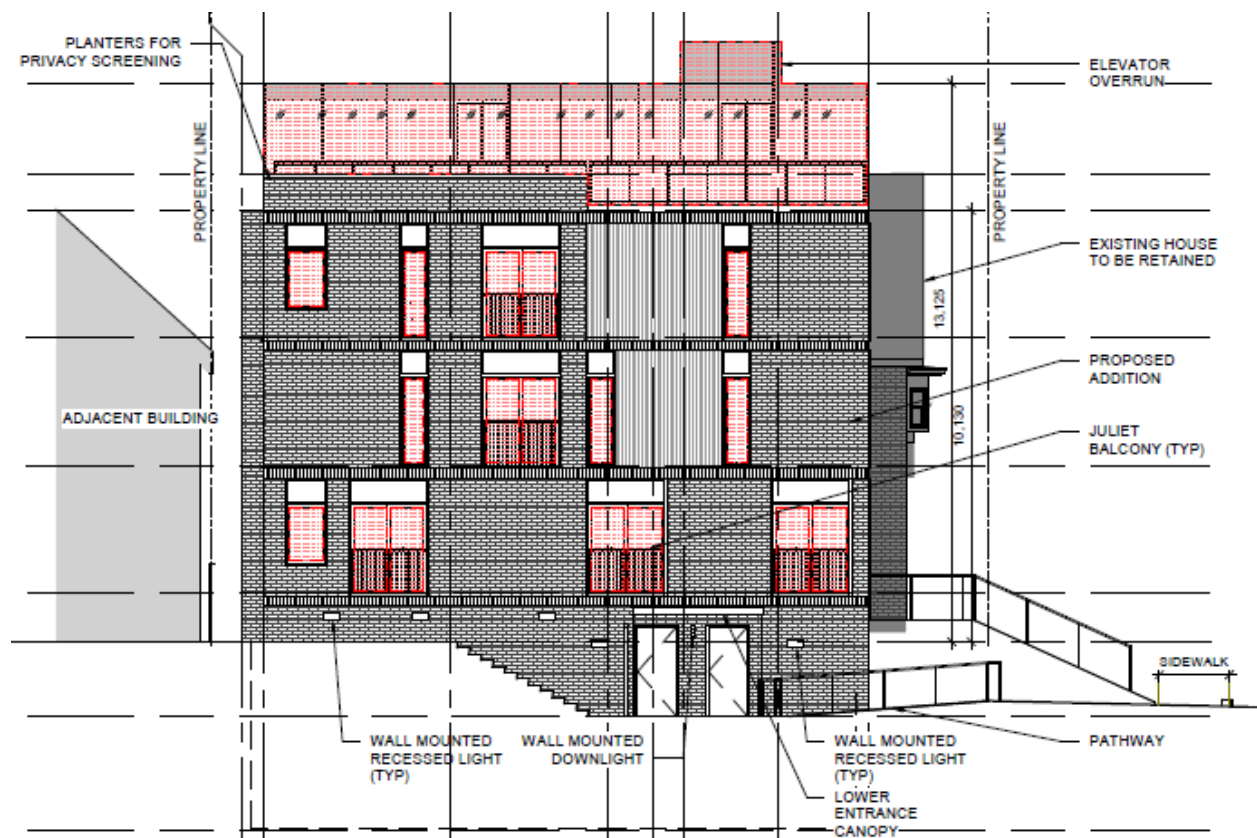
Proposed west elevation



Proposed south elevation



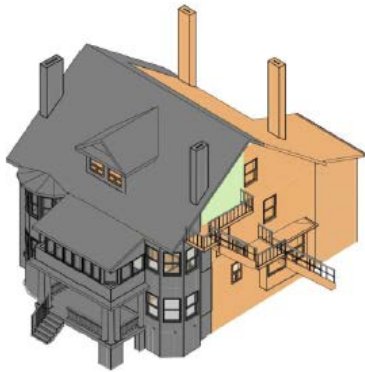
Proposed north elevation



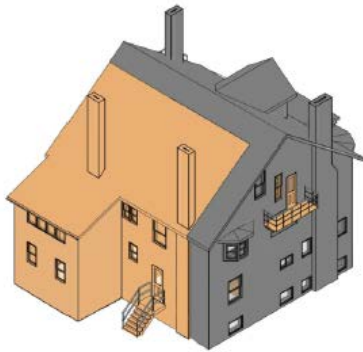
Proposed east elevation

AXONOMETRIC VIEW

ATTACHMENT 4

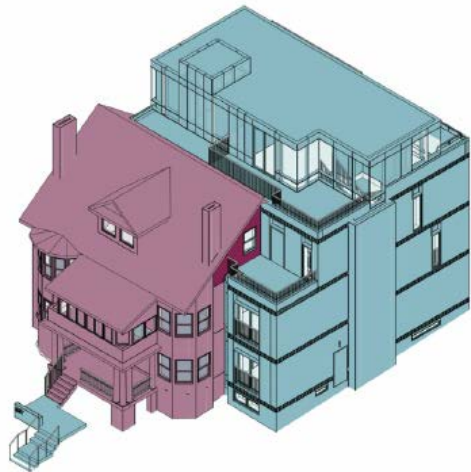


AERIAL VIEW - SOUTH WEST



AERIAL VIEW - NORTH EAST

EXISTING





AERIAL VIEW - SOUTH WEST



AERIAL VIEW - NORTH EAST

PROPOSED

	EXISTING
	SALVAGED
	DEMOLITION
	EXISTING RETAINED
	REBUILT
	NEW CONSTRUCTION



West (front) and south elevations



North and east elevations