

Alterations to Designated Properties at 41-53 Fraser Avenue, 135 Liberty Street; Demolition of a Building on a Designated Property at 42 Pardee Avenue; and Authority to Enter into a Heritage Easement Agreement - Approval Report

Date: March 2, 2023

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: 10 - Spadina-Fort York

SUMMARY

This report recommends that City Council approve the proposed alterations to the designated properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street (and the entrance addresses at 39, 47a, 49, 49a, 53 and 53A Fraser Avenue, 38 and 42 Pardee Avenue) and grant authority to enter into a Heritage Easement Agreements for the properties. This report also recommends approval of the proposed demolition of the former power house building at 42 Pardee Avenue, which is designated under Part IV of the Ontario Heritage Act.

This application is in connection with a Zoning By-law Amendment application that seeks permission to construct two additions above the heritage buildings. The proposed addition fronting onto Fraser Avenue would rise to 10-storeys and an addition fronting onto Pardee Avenue would rise to 11-storeys. Four of the five heritage buildings would be retained and incorporated as part of the new linked building complex. The two storey power house building at 42 Pardee Avenue would be demolished.

The subject properties contain the former E. W. Gillett Co. Ltd. factory complex which was constructed in 1911-12 with later additions in 1922 and 1941-2. The complex contains a collection of buildings, 1-4 stories in height with a prominent five-storey corner building with a crenellated roofline and which includes buildings that reflect the Neo-Gothic and Streamlined Moderne styles.

This report recommends that City Council approve the proposed alterations for the heritage properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street in

Alterations and removal of a designated building at 41 Fraser Avenue

connection with the proposed redevelopment. The proposed development includes the conservation and rehabilitation of all of the heritage buildings on the site apart from the former power house building at 42 Pardee Avenue which is proposed to be demolished. The materials from the former power house building would be salvaged to allow for the construction of a new building that commemorates the form and design of the original power house.

RECOMMENDATIONS

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

1. City Council approve:

a. the alterations to the designated heritage properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street, in accordance with Section 33 of the Ontario Heritage Act, to allow for the construction of a new 10 and 11-storey building substantially in accordance with the plans and drawings dated June 10, 2022 prepared by Sweeny & Co. Architects and the Heritage Impact Assessment dated February 3, 2023 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 conditions as set out below.

b. the demolition of the powerhouse building at 42 Pardee Avenue, in accordance with Section 34 (1)2 of the Ontario Heritage Act to allow for the construction of a new 10 and 11-storey building substantially in accordance with the plans and drawings dated June 10, 2022 prepared by Sweeny & Co. Architects and the Heritage Impact Assessment dated February 3, 2023 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 conditions as set out below.

2. City Council direct that its consent to the application to alter the designated properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street Avenue under Part IV, Section 33 of the Ontario Heritage Act and its consent to demolish the designated power house building at 42 Pardee Avenue, under Part IV, Section 34(1) 2 of the Ontario Heritage Act are also subject to the following conditions:

a. That the related Zoning By-law Amendment permitting the proposed alterations and the proposed demolition of the power house building have been enacted by City Council and have come into full force and effect in a form and with content acceptable to City Council, as determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Planning.

b. That prior to the introduction of the bills for such Zoning By-law Amendment by City Council the owner shall:

1. Enter into a Heritage Easement Agreement(s) with the City for the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street substantially in accordance with plans and drawings dated June 10, 2022 prepared by Sweeny & Co. Architects and the Heritage Impact Assessment dated February 3, 2023 prepared by ERA Architects Inc., subject to and in accordance with the approved Conservation Plan required in Recommendation 2.b.2, to the satisfaction of the Senior Manager, Heritage Planning including execution of such agreement(s) 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 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street dated February 3, 2023 prepared by ERA Architects Inc., to the satisfaction of the Senior Manager, Heritage Planning.

c. That prior to Final Site Plan approval in connection with the Zoning By-law Amendment for the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street the owner shall:

1. Provide final Site Plan drawings including drawings related to the approved Conservation Plan required in Recommendation 2.b.2 to the satisfaction of the Senior Manager, Heritage Planning.

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

3. Provide an Interpretation Plan for the subject properties, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.

4. Provide a Heritage Lighting Plan that describes how the heritage properties will be sensitively illuminated to enhance their heritage character to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager Heritage Planning.

5. Submit a Signage Plan for the proposed development to the satisfaction of the Senior Manager, Heritage Planning.

6. Provide a detailed Landscape Plan for the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street, satisfactory to the Senior Manager, Heritage Planning.

d. That prior to the issuance of any permit for all or any part of the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage buildings 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 2.b.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 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, Heritage Lighting Plan and Interpretation Plan.

3. Provide full documentation of the existing heritage property, 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 flash drive 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 Planning;

e. That prior to the release of the Letter of Credit required in Recommendation 2.d.2 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, 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 Planning.

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

3. City Council authorize the entering into of a Heritage Easement Agreement(s) under Section 37 of the Ontario Heritage Act with the owner(s) of 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street in a form and content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

4. City Council authorize the City Solicitor to introduce the necessary Bill(s) in Council authorizing the entering into of a Heritage Easement Agreement for the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street.

FINANCIAL IMPACT

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

DECISION HISTORY

On December 16, 2020, City Council stated its intention to designate the buildings at 41-47 Fraser Avenue and 135 Liberty Street under Part IV, Section 29 of the Ontario Heritage Act. The associated designation by-law 46-2021 was enacted on February 5, 2021.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.TE21.13>
<https://www.toronto.ca/legdocs/bylaws/2021/law0046.pdf>

BACKGROUND

Site/Heritage Property

The subject development site is situated on the south side of Liberty Street between Fraser Avenue and Pardee Avenue. It includes three properties, 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street (and the entrance addresses at 39, 47a, 49, 49a, 53 and 53A Fraser Avenue, 38 and 42 Pardee Avenue). These properties contain the former E. W. Gillett Co. Ltd. factory complex which was constructed in 1911-12 with later additions in 1922 and 1941-2. The complex contains a collection of buildings, 1-4 stories in height with a five-storey corner tower. They are associated with industrial uses and feature Neo-Gothic and Streamlined Moderne styles.

The subject property is adjacent to the following heritage properties:

- 54 -66 Fraser Avenue - the former Arlington Company of Canada factory. It was constructed in 1906 by Wickson and Gregg and a south wing and second storey addition was added in 1910. This was included on the City's Heritage Register in 2006.
- 68 Fraser Avenue, 39 Mowatt Avenue and 147-151 Liberty Street - the former S.F. Bowser and Company factory. It was constructed in 1910 and was included on the City's Heritage Register in 2006.
- 1179 King Street West, including 70 Fraser Avenue and 100-108 Liberty Street - the former Toronto Carpet Manufacturing Company Complex. This was constructed in 1898-99 by Steel and Sons and was included on the City's Heritage Register in 1973. It was designated under Part IV of the Ontario Heritage Act in 1975 (By-law 511-75).

- 1155 King Street West - the park includes the former Mercer Reformatory Warden's House which was constructed in 1894 by Kivas Tully and was included on the City's Heritage Register in 2005.

Cultural Heritage Value

The subject lands at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street were originally known as 41 Fraser Avenue (and include the following entrance addresses at 39, 47a, 49, 49a, 53 and 53A Fraser Avenue, 38 and 42 Pardee Avenue). They contain a large and unusual industrial complex that was constructed for the E. W. Gillett Co. Ltd. in 1911-12 with later additions in 1922 and 1941-2. The site contains five designated buildings:

- 135 Liberty Street and 53/53A Fraser Avenue - a four-storey, L-shaped factory building with a corner tower, a sequence of wings along the southern extension, and a prominent crenellated roofscape. It was designed in 1911 by the American architect S. S. Beman in association with the Toronto-based firm of A. R. Denison & Stephenson and completed by 1912.
- 47 Fraser Avenue - a two-storey office complex with a projecting entrance portal, designed in 1911 by S. S. Beman in association with A. R. Denison & Stephenson and completed by 1912.
- 42 Pardee Avenue - a two-storey power house building located at the south-west corner of Liberty Street and Pardee Avenue, designed in 1911 by S. S. Beman in association with A. R. Denison & Stephenson and completed by 1912. The powerhouse is part of the property known as 41 Fraser Avenue.
- 49 Fraser Avenue - a three-storey employee welfare building located to the rear of 47 Fraser Avenue, designed by the architect William L. Symons, built in 1922 and extended with an additional fourth storey, designed by Earle L. Sheppard, architect, in 1938. This building is an entry address for the property at 41 Fraser Avenue
- 41 Fraser Avenue - a single-storey garage/storage building designed by the architect John M. Lyle in a Streamlined Moderne style and constructed in 1941-2.

Proposal

The Zoning By-law Amendment application proposes to alter the heritage buildings by adding an addition fronting onto Fraser Avenue that would rise to 10-storeys and an addition fronting onto Pardee Avenue that would rise to 11-storeys. Four of the five heritage buildings would be retained and incorporated as part of the new linked building that covers the whole complex. The two storey power house building at 42 Pardee Avenue would be demolished to allow access for construction and parking. The materials from the former power house building would be salvaged to allow for the reconstruction of this building in its original location.

The alterations to, and conservation strategy for, each of the designated buildings is outlined below:

- 135 Liberty Street and 53/53A Fraser Avenue – to be retained in its entirety and incorporated into the base of the proposed development. A new 4-storey glazed atrium is proposed at the rear facing Pardee Avenue which would enclose the rear wings and link to the rebuilt power house building and a new 3-storey glazed structure fronting onto Pardee Avenue. This tall glazed atrium would allow the rear wings of the former factory building to remain visible from Pardee Avenue. The new office space would be provided within the retained heritage building with retail and office uses in the new buildings fronting Pardee Avenue and in the floors above the atrium. The new office floors would be situated on the eastern side of the rear wings of 135 Liberty Street and would rise to 11 storeys in height. They would be set back 10m from the Liberty Street property line (7.3m from the front wall) and just over 10m from Pardee Avenue (approx. 4m from the reconstructed front wall of the powerhouse building with this step back reduced to 3m at floor 6 but increased to 5.97m at floor 11). There would be no excavation under this heritage building. Two new parking floors would be provided along Pardee Avenue to the east of the rear wings of the heritage building.
- 47 Fraser Avenue – to be retained in its entirety including the open laneway that separates 135 Liberty Street from 47 Fraser Avenue and the bridge that connects to the rear of 135 Liberty Street. The new office space would be provided above the original 2-storey building and would be set back from Fraser Avenue by 5m from floor 4. A single storey reveal at floor 3 that is set back by 6.5m from Fraser Avenue and approx. 1m from the north wall of 47 Fraser Avenue. This new office building would extend over the former welfare building at 49 Fraser Avenue and the former garage storage building at 41 Fraser Avenue. The laneway between 47 Fraser Avenue and the former garage storage building at 41 Fraser and the laneway between 47 and 49 Fraser Avenue would remain open and allow the full height of the original walls of these heritage building to be visible. The new office floors would be built over these lanes.
- 42 Pardee Avenue – the two-storey former powerhouse would be demolished to allow for access for the construction and pedestrian access requirements of the proposed development. It would then be reconstructed in its original location with salvaged material, only replacing materials as required.
- 49 Fraser Avenue – the 3-storey former employee welfare building would be retained in its entirety as an interior structure within the overall development site. The new office floors above 47 Fraser Avenue would extend above it.
- 41 Fraser Avenue – most of the front wall of the single-storey garage/storage building and all of the north side wall would be retained in situ. The south and east walls and a 3m section of the front wall on the south side of the building would be removed to allow for vehicular access from Fraser Avenue, construction access and to allow the construction of underground parking. The new massing above is set back from the front of this building by 6.5m within a 3-storey reveal before including

a 1.5m cantilever at floor 4. The 2-storey reveal is set in from north and south sides of 41 Fraser Avenue by 2m.

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) 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

The Plan provides the policy framework for heritage conservation in the City. Relevant policies include the following:

Alterations and removal of a designated building at 41 Fraser Avenue

3.1.6.4 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.

3.1.6.5 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.

3.1.6.26 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.

3.1.6.27 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 facades alone is discouraged.

3.1.6.28 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.

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

COMMENTS

Conservation Strategy

- 135 Liberty Street and 53/53A Fraser Avenue – this a four-storey, L-shaped factory building is to be retained in its entirety and incorporated into the base of the proposed development. The proposals include the conservation of all of its heritage attributes as noted in the designation By-law. The masonry facades and original windows would be repaired as needed. Existing contemporary windows that are in a good condition would also be retained.

- 42 Pardee Avenue – the two-storey former power house would be demolished to allow for access for the construction, pedestrian access and parking requirements of the proposed development. The demolition of this designated heritage building is regrettable however this is the smallest and most altered of the heritage buildings on the application site. Its removal allows for the provision of the necessary access and services to allow the construction of more floor space on the subject lands while conserving the other designated buildings on the site. The power house building form would be reconstructed in its original location with salvaged material, only replacing materials as required. This would include replicating the existing brick bonding pattern and restoring most of the original window openings. Four new, enlarged contemporary openings are provided at ground floor level along the north, south and east facades. The west façade which would face into the new interior atrium would be designed to accommodate the elevator core for the new floors. The new floors would extend over part of the reconstructed power house building with a roof terrace fronting onto Pardee Avenue. The details of the railings for the roof terrace will be provided as part of the required conservation plan. The railings will need to be set inside the parapet of the reconstructed facades and be designed to have a minimal visual impact as viewed from the public realm. The demolition of the former power house building is considered acceptable given the comprehensive package of conservation and restoration works proposed as part of this development and because the loss of this building is being mitigated by the construction of a new building that would appropriately commemorate its presence and contribution to the factory complex.
- 47 Fraser Avenue – to be retained in its entirety including the open laneway that separates 135 Liberty Street from 47 Fraser Avenue and the bridge that connects to the rear of 135 Liberty Street. The proposals include the conservation of all of its heritage attributes as noted in the designation By-law. The masonry facades and original windows would be repaired as needed. Existing contemporary windows that are in a good condition would also be retained
- 49 Fraser Avenue – the 3-storey former employee welfare building would be retained in its entirety as an interior structure within the overall development site. The proposals include the conservation of all of its heritage attributes as noted in the designation By-law. The masonry facades and original windows would be repaired as needed. Existing contemporary windows that are in a good condition would also be retained
- 41 Fraser Avenue – This building is the one most altered by the proposed development. These alterations are needed to provide vehicular access, construction access and underground parking. Most of the front wall and the whole of the north side wall would be retained in situ with masonry repairs as needed. The heritage attributes of these retained walls would be conserved and repaired with a new door installed on the north façade in an existing entrance way in place of the existing contemporary door. The existing steel sash windows will be retained and restored with any units that are in a poor condition being replaced to match the originals. A 3m section of the front wall would be removed to allow for vehicular access from Fraser Avenue. A partial return wall of up to 1m in matching masonry

would be provided to minimise the visual impact of the removal of the south wall and to reflect the minimalist Streamlined Moderne style of this part of the building. The south and east walls would be removed to allow for vehicular access from Fraser Avenue, construction access and to allow the construction of underground parking. These walls are the least visible from the public realm but would be reconstructed using salvaged materials and a matching brick bond pattern but they would not be in the same position as the originals. Their reconstruction would allow this former garage and storage building to retain a three-dimensional form within the overall site. The reconstructed walls would be designed as contemporary walls that would reflect the Streamlined Moderne style of this building.

- Laneways - the laneways that currently surround each of the heritage buildings on this site reflect the placement and orientation of the buildings within this former factory complex. The proposal is to retain these laneways so that the five heritage buildings retain their appearance as distinct buildings. The laneway to the rear between the Pardee Avenue facing rear wings of the building at 135 Liberty Street would be internalised within a 4-storey glazed atrium that would provide access to the new office space and the retail use proposed along Pardee Avenue. This would allow the unique form of the rear of this heritage building to be both conserved and be visible from the public realm. The laneways around the Fraser Avenue buildings would remain open but with the massing of the new floors being above them.

Massing and Step Backs

135 Liberty Street and 53/53A Fraser Avenue – The proposed new office floors above this building would rise to 10 and 11-storeys in height. They would be set back 10m from the Liberty Street property line (7.3m from the front wall) to ensure the historic factory building with its unique crenellated roof form would have visual prominence along Liberty Street. The step back from Pardee Avenue and the presence of the 4-storey glazed atrium would enable the notched form of the rear wings of the former factory building to be conserved and remain visible from the public realm while allowing the provision of the elevator core needed to service the new floors. The new massing of the new office floors above the Fraser Avenue buildings are also proposed to be set back to ensure the visual prominence of the heritage buildings within the street. The new office floors have been designed to read as distinct volumes that would complement but be visually subordinate to the heritage buildings when viewed from the public realm.

The reconstruction of the form of the former power building would mean the historic factory complex would retain its presence along Pardee Avenue and this would also lessen the visual presence of the new massing. The proposed new retail and office building along Pardee Avenue has been designed to form a complementary modern addition to the former factory complex.

Heritage Planning staff consider this development proposal to be a good example of how substantial growth can be achieved while also conserving the heritage values, attributes and character of designated properties. The scheme uses a minimal intervention approach to retain and restore as much of the heritage building as possible with the alterations and demolition of the power house building being the minimum

change needed to allow for the access and services needed to support the new office space. The proposed alterations and new construction have been designed to both complement and be visually subordinate to the heritage buildings.

Conservation Plan

Should Council approve the proposed conservation strategy, prior to the issuance of the first permit for the development, the owner should be 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 should detail all of the recommended interventions and conservation work including any recommended restoration work, a detailed plan describing how the heritage buildings will be protected during construction, a schedule of short and long-term maintenance requirements and estimated costs for all conservation work.

Interpretation Plan

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

Heritage Lighting Plan

The Heritage Lighting Plan should provide details of how the heritage features of the buildings at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street will be lit so that their unique heritage character is highlighted.

Signage Plan

The recommended Signage Plan should provide details of the signage strategy for the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street including the appropriate type, scale, location and number of signs.

Landscape Plan

Staff is recommending that the applicant be required to provide a final Landscape Plan for the open space adjacent to 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street to demonstrate how it would relate to the heritage buildings.

Heritage Easement Agreement

Staff is recommending that the owner enter into a Heritage Easement Agreement(s) to secure the long-term protection of 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street included in the development site.

CONCLUSION

Staff are supportive of the proposal to alter the properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street and to demolish the former power house building at 42 Pardee Avenue to allow for the development of a new 10 and 11-storey building. Staff support the proposed alterations and demolition under Sections 33 and 34 of the Ontario Heritage Act in the context of the conservation and mitigation strategies proposed for the site.

Staff are of the opinion that the proposal has been designed to conserve the cultural heritage values, attributes and character of the heritage properties. As such, staff are satisfied the conservation strategy that is proposed as part of this development meets the intent of the Planning Act, and the heritage policies in the Provincial Policy Statement, the Growth Plan (2020) and the City of Toronto's Official Plan in conjunction with the Standards and Guidelines for the Conservation of Historic Places in Canada

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ATTACHMENTS

Attachment 1 - Location Map
Attachment 2 - Photographs
Attachment 3 - Statement of Significance
Attachment 4 - Plans and Drawings
Attachment 5 - Renderings

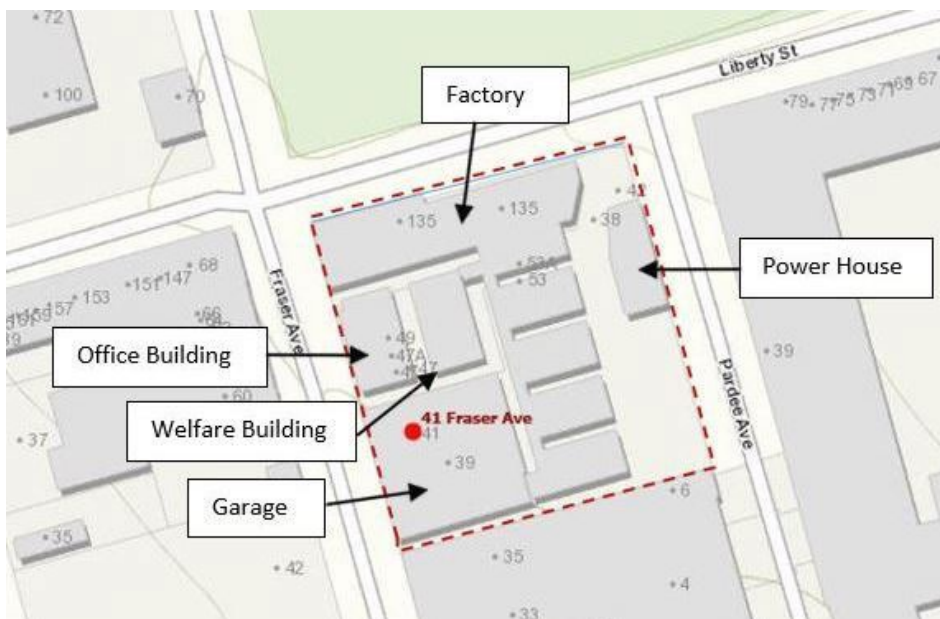
LOCATION MAP

ATTACHMENT 1

41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street



1. City of Toronto INview Map: showing the location and extent of the complex of properties known as 41 and 47 Fraser Avenue and 135 Liberty Street located within Liberty Village. The arrow marks the site of the properties and the red dashed line indicates its approximate boundaries. This location map is for information purposes only; the exact boundaries of the properties are not shown. North is at the top of the map.



2. Map showing the various buildings and their associated addresses (41 and 47 Fraser Avenue and 135 Liberty Street) and entry addresses 39, 47, 49A, 53 53A Fraser Avenue and 38 and 42 Pardee Avenue.

PHOTOGRAPHS

ATTACHMENT 2

41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street



Aerial view of the properties at 41 and 47 Fraser Avenue and 135 Liberty Street looking south-east. (Google Maps, 2020)

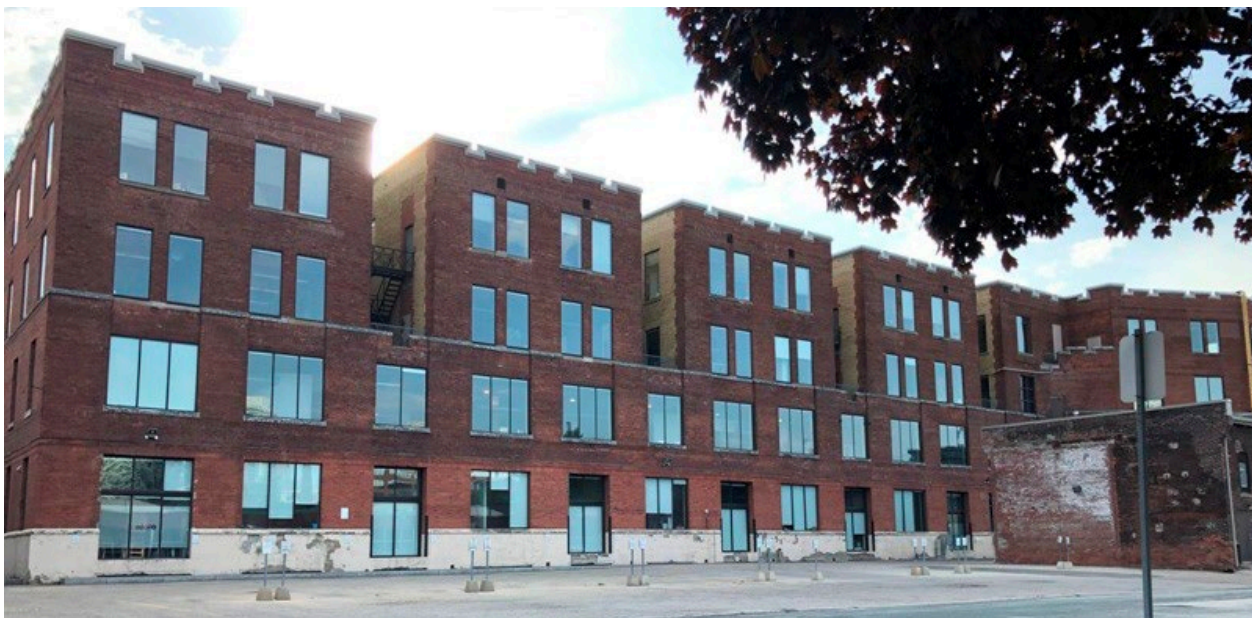


North and west facades at the intersection of Fraser Avenue and Liberty Street (HP, 2020)

Alterations and removal of a designated building at 41 Fraser Avenue



North-east corner of the factory at the intersection of Pardee Avenue and Liberty Street showing the angled end of the building with the powerhouse to the left (HP, 2020)



East facade facing Pardee Avenue showing the notched upper floors and with the powerhouse to the right (HP, 2020)



North and west facades of the powerhouse building showing the angled wall which was altered to accommodate the railway spur (HP, 2020)



South-west facade of the powerhouse building (HP, 2020)



South and east facades of the powerhouse building (HP, 2020)



Head Office building at 47 Fraser Avenue, between 135 Liberty Street and 41 Fraser Avenue (HP, 2020)

Alterations and removal of a designated building at 41 Fraser Avenue

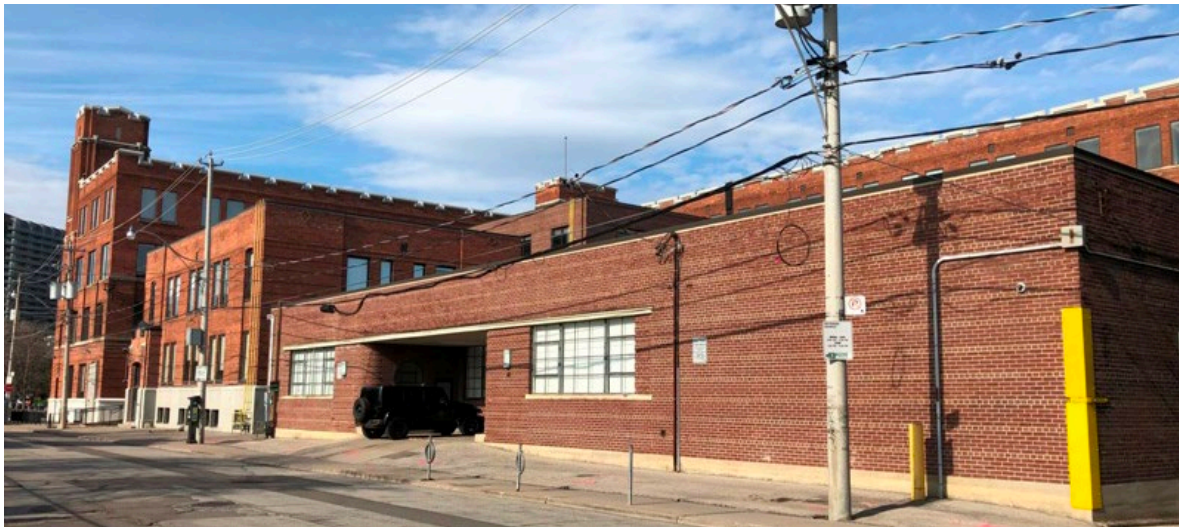


Bridge linking the former factory building at 135 Liberty Street with the former office building at 47 Fraser Avenue (HP, 2020)



View (left) of the south facades of 47 and 49 Fraser Avenue along a passageway terminated by 53 Fraser Avenue. (HP, 2020)

Alterations and removal of a designated building at 41 Fraser Avenue



Looking north on Fraser with view of the 1941-2 Garage-Storage building at 41 Fraser with the office at 47 Fraser and the former factory at 135 Liberty Street (HP, 2020)



West and north facades of 41 Fraser Avenue (HP, 2020)



Front façade of 41 Fraser Avenue with approximate 3m area of wall to be removed highlighted in red (ERA Architects)

41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street

The properties originally known as 41 Fraser Avenue, and now identified as three separate properties, 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street, are worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for their cultural heritage value, and meet Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation under all three categories of design, associative and contextual value. The properties were listed as 41 Fraser Avenue on the City of Toronto's Heritage Inventory in 2005 and are located in Liberty Village which has been authorized for a Cultural Heritage Resource Assessment Study by City Council.

Description

The properties at 41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street were originally known as 41 Fraser Avenue and also include the following entrance addresses at 39, 47a, 49, 49a, 53 and 53A Fraser Avenue, 38 and 42 Pardee Avenue. They contain the former E. W. Gillett Co. Ltd. factory complex, constructed in 1911-12 with later additions in 1922 and 1941-2. The complex contains a collection of buildings, 1-4 stories in height with a five-storey corner tower, associated with industrial uses and featuring the Neo-Gothic and Streamlined Moderne styles. The complex is located in the historic industrial Liberty Village neighbourhood, on the south side of Liberty Street between Fraser and Pardee avenues.

The properties contain five buildings as follows:

135 Liberty Street and 53/53A Fraser Avenue, a four-storey, L-shaped factory building with a corner tower and a sequence of wings along the southern extension, designed in 1911 by the American architect S. S. Beman in association with the Toronto-based firm of A. R. Denison & Stephenson and completed by 1912. This building is part of the properties at 41 Fraser Avenue and 135 Liberty Street

47 Fraser Avenue, a two-storey office complex with a projecting entrance portal, designed in 1911 by S. S. Beman in association with A. R. Denison & Stephenson and completed by 1912.

42 Pardee Avenue, a two-storey powerhouse building located at the south-west corner of Liberty Street and Pardee Avenue, designed in 1911 by S. S. Beman in association with A. R. Denison & Stephenson and completed by 1912. The powerhouse is part of the property known as 41 Fraser Avenue.

49 Fraser Avenue, a three-storey employee welfare building located to the rear of 47 Fraser Avenue, designed by the architect William L. Symons, built in 1922 and extended with an additional fourth storey, designed by Earle L. Sheppard, architect, in 1938. This building is an entry address for the property at 41 Fraser Avenue.

41 Fraser Avenue, a single-storey garage/storage building designed by the architect John M. Lyle and constructed in 1941-2. This building is part of the property at 41 Fraser Avenue and 39 Fraser Avenue is an entry address for that property.

Statement of Cultural Heritage Value

Located in the heart of Liberty Village, a significant industrial centre in Toronto which developed in the early 20th century, the properties known as 41 and 47 Fraser Avenue and 135 Liberty Street are significant as they contribute to the early 20th century industrial character of the neighbourhood and also contain an unusual industrial typology in both massing and stylistic detailing constructed for the E. W. Gillett Co. Ltd.

The E. W. Gillett Co. Ltd. factory complex contains various structures which have design and physical value as finely crafted early-20th century industrial buildings which reflect the eclectic tastes of the period in their combination of both Neo-Gothic and Classical stylistic elements and one mid-20th century Streamlined Moderne building. The buildings are rare in both their composition, style and program in the City of Toronto. In the massing and distinct identity of functions the complex departs from the customary narrow rectangular factory building typical of late 19th and early 20th century factories, replacing the single volume with a cluster of buildings adapted to the site and expressive of the variety of functions associated with industry. These include the atypical L-shaped factory building at 135 Liberty Street and 53 Fraser Avenue, which includes a series of small notches on its north-south leg and features a prominent tower at its north-west corner. While the Neo-Gothic style was gaining prominence during the early 20th century, its application at this factory with the crenellations and the raised parapets at inner corner of the L and the west end of L were unusual features which combined with the tower, have made this factory a distinctive landmark amongst its neighbours. The classical elements are present in the brick striations of the first floor and in the keystones on the tower windows and the piers, panels and mouldings of the tower.

The location of the offices in a separate building at 47 Fraser Avenue, was also unusual at this time and this structure features a single-storey portico with a crenellated roof, linked to the factory building at 135 Liberty Street by a bridge also with a crenellated roofline and brick striations on both stories providing visual continuity with the main building. The design of the two-storey powerhouse, at 42 Pardee Avenue, indicates its utilitarian function as the size and location of the windows, and the irregular rhythm of brick piers appears to have been determined by interior requirements related to structure and use. The current angled west wall at the north-west corner is the result of this portion of the building being reconstructed following the extension of a railway spur from the line on Liberty Street onto the property between the factory and the powerhouse. The employee welfare building, known as 49 Fraser Avenue, was designed in 1922 to match the adjacent office building in its choice of brick and stone, window openings and originally also featured brick pediments above the projecting bays at the outer corners of the east and west facades.

The single-storey garage/storage building at 41 Fraser Avenue is elegantly rendered in the Streamlined Moderne style with its striking minimalism, curving walls framing the deeply recessed garage entrance, horizontal brick banding, circular windows at the

Alterations and removal of a designated building at 41 Fraser Avenue

entrance and on the north elevation and minimally-detailed metal lighting fixtures. Although a departure in architectural style from the rest of the complex representing the shifting tastes of the interwar years towards modernism, as well as the evolution of the work of John M. Lyle, this later addition is complementary to the earlier complex with its brick cladding of the same reddish tone, stone base and trim elements including the striated brick at the entrance.

The former E. W. Gillett industrial complex has historic value as it yields information about the historical development of the Liberty Village neighbourhood from its earliest use as part of Fort York's Garrison reserve with its later 19th-century institutional uses to its development, following the introduction of railways, as an important industrial centre in the early 1900s which contributed to Toronto's economic development and prosperity.

The Gillett complex has value through its direct association with the E. W. Gillett Co. Ltd., which was established in Chicago in 1852 and manufactured baking supplies including Magic Baking Powder and Royal Yeast Cakes as well as Gillett's powdered lye and washing crystals, all of which were exported to the United Kingdom, Australia and South Africa. The company opened its first Toronto branch on Front Street in 1886. Following the Great Fire of 1904, it relocated to premises at King and Duncan streets before moving, in 1912, to Liberty Village. In 1929 the company amalgamated with Standard Brands who continued to own the Fraser Avenue property until 1948 when it relocated to Dupont Street. The company's inclusion of an employee welfare building with a club, dining room adjacent sports fields in 1922 was an important step in providing for employee welfare which attracted the attention of the local press.

The industrial complex has further associative value as it demonstrates the work of the American architect S. S. Beman, known for his town-planning and industrial design work for the famous Pullman railway car company, and that of the prolific, Toronto-based architectural partnership of A. R. Denison & Stephenson, and in particular, the firm's leadership in the use of fire-resistant mill construction for factories following Toronto's Great Fire of 1904. With the 1941-2 garage-storage building the complex is also associated with John M. Lyle, who has been declared to be "one of Canada's outstanding architects of the first half of the twentieth century."¹ Early in his career and with his foreign training and practice, Lyle was a great proponent of the Beaux Arts style and the City Beautiful Movement but through his work and writing, Lyle evolved, becoming a "a proto-modernist"² who embraced the Art Deco and Streamlined Modern styles in his later career.

Located on the south side of Liberty Street, the principal traffic artery through Liberty Village, opposite the Lamport Stadium and fields, the complex of one-to-four storey brick clad buildings is important for maintaining the early 20th century industrial character of Liberty Village as it maintains the scale, material qualities and building typologies of an evolving factory complex. Built between 1911 and 1942, and having been a centre of manufacture, employment and enterprise for 110 years the complex is functionally, visually and historically linked to its surroundings. With its prominent

¹ Richards, p. 49

² Kalman, p. 869.

corner tower at the south-east corner of Liberty Street and Fraser Avenue and its distinctive roofline crenellations, the complex is a landmark within Liberty Village.

Heritage Attributes

The heritage attributes of the properties, formerly known as 41 Fraser Avenue and now also known as 47 Fraser Avenue and 135 Liberty Street which include the various buildings as outlined below, are:

- The setback, placement and orientation of the building complex on the properties on the south side of Liberty Street between Fraser Avenue and Pardee Avenue as this retains the relationship of the complex to its surroundings and the functional arrangement of its various building components which are part of its history and cultural heritage value

- **135 Liberty Street - 53 Fraser Avenue: Factory**

The heritage attributes of the factory building on the south side of Liberty Street between Fraser and Pardee avenues are:

- The scale, form and massing of the building, which represent its unusual factory design, and include a four-storey, L-shaped block with an angled corner at the north-east corner and notched upper stories along the east leg, and the tower at the north-west corner with the raised parapet at the crux of the L and at the south end of the east leg of the L
- The materials and their application which unify the complex and are characteristic of industrial buildings of the early 20th century include brick and stone. Stone is present in the high building base, covered with concrete, the stone sills which extend into string courses and other decorative stone elements including the keystones in the window heads on the west elevation, the stone trim on the tower and, originally, the stone coping on the crenellated parapet. Brick, which is laid in a Common Bond is the principal cladding of the structure and provides detailed elements including the striations of the first floor on the west and north facades, the soldier courses above the flat-headed window openings and in the decorative bands, the relief panels on the parapet and the elaborate detailing of the tower with its multiple pilasters of varying heights and relief panels. The brick detail demonstrates the high level of design as well craftsmanship that makes this an impressive industrial building and a contributor to the Liberty Village neighbourhood. Yellow brick is used to clad the inner side walls of the series of small notched bays on the north-south leg of the L and its use here is typical of the period when it was often employed on less important walls of a structure.
- The design and arrangement of the window openings, which originally contained double-hung sash with multiple panes, is another means by which the physical value of the building is established as their variety adds to the richness of the design of the facades. These various types include the single, segmental-arched and flat-headed window openings of the tower, the flat-headed, single windows clustered in pairs at

the fourth floor, and the mix of paired sash in a double-wide opening, and the former "Chicago" windows now with three panes in a triple-wide opening.

- The door opening at the base of the brick tower and its stone surround was a primary entrance to the complex, separate from loading bays and provided access to the stairs.

47 Fraser Avenue - Head Office - Administration Building

The heritage attributes of the head office building are:

- The scale, form and massing of two-storey building on a raised basement with a notched north-west corner, projecting entry portico and second-storey bridge connecting to the factory at 135 Liberty Street as they contribute to the unusual composition of the facility and represent the building's function as the administrative component of the complex and its integral functional and physical connection to that complex
- The materials include brick cladding, in common bond, with its striations, panel details and brick soldier courses, the stone base covered in concrete with stone details on the entrance porch and visually link the head office to the rest of complex, contributing to the design value through their carefully crafted details and application.
- Design value is evident in the arrangement of the principal (west) façade with its recessed, north-west corner adjacent to the main block with its classical composition of two, slightly projecting outer bays with single windows flanking the central section with its three pairs of single windows at all three storeys. The projecting entry porch with its crenellated roof line, shield, buttressed pilasters and segmental header re-establishes the Neo-Gothic style. The south (side) elevation repeats this composition through the projecting end bays flanking a central bay, here, due to the shorter length of the façade, two single and two half windows mirrored about the central line in a classical manner. The east (rear) elevation with its pairs of windows flanked by two outer bays of solid brick and the north (side) elevation repeat the pattern of window types and arrangement of the west and south elevations. The east elevation does not have projecting outer bays.
- The design of the bridge with its crenellated roofline, triplet window openings and arched underside complement the design of the office and factory buildings that it connects on either side.

42 Pardee Avenue - Powerhouse Building

The heritage attributes of the Powerhouse building are:

- The scale, form and massing of the two-storey, flat-roofed building, rectangular in plan except for the angled west wall at the north-west corner, an alteration that was made to accommodate the railway siding
- The brick cladding in English bond which ties the building to the rest of the factory complex
- The door openings and window openings which are single and double-height with segmental-arched heads with three brick courses and stone window sills. The double-height windows feature triple-hung sash with multiple small panes.
- The brick pilasters which flank the double-height windows on the west wall and the corbelled bricks at the north and south end walls

49 Fraser Avenue - Employee Welfare Building

The heritage attributes of building are:

- The scale, form and massing of the flat-roofed four-storey building constructed on a rectangular plan and connected at the north east corner to the factory building whose design and façade arrangement is compatible with the administration building and originally also featured paired pediments at the outer corners which emphasized the bi-lateral symmetry expressed in the slightly projecting outer bays of the west elevation
- The brick cladding, laid in a common bond pattern, and raised stone base clad in concrete and the soldier courses which act as continuous stringcourses and lintels for the window openings and the notched layering of brick at the outer corners of the west elevation
- The windows are flat-headed with stone sills and their arrangement on the west elevation corresponds to the administration building with its paired opening in the outer bays and single openings in between, further emphasizing the bi-lateral symmetry of the west elevations. The triple-width windows of the fourth floor openings are indicative of the addition in 1938. On the shorter south elevations, the windows are singles grouped in pairs or singles. The variation in the windows with single, double and triple widths corresponds to the window pattern of both the administration building and the factory building.

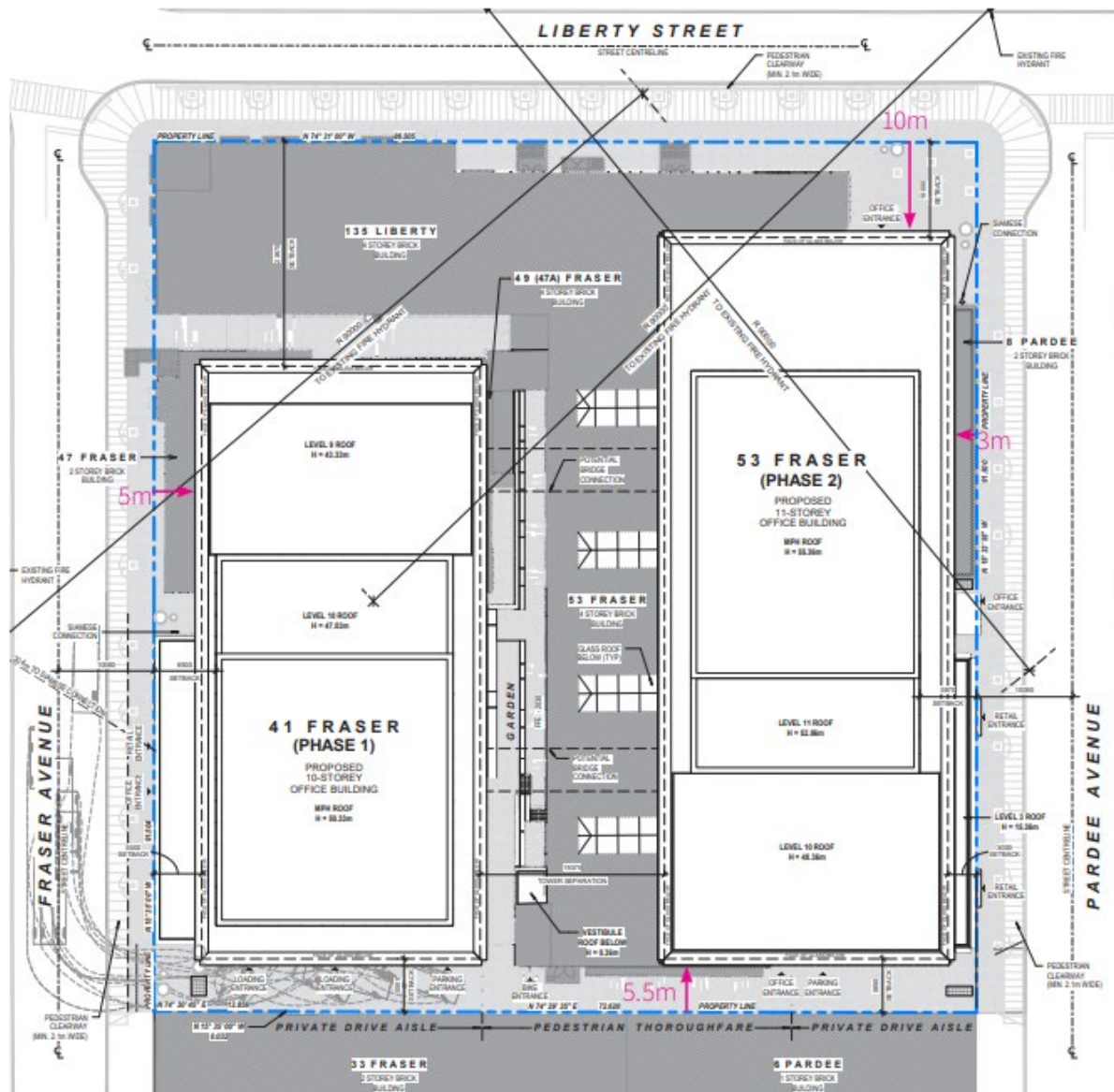
41 Fraser Avenue Adelaide Street West - Garage and Storage Building

The heritage attributes of the former garage and storage building are:

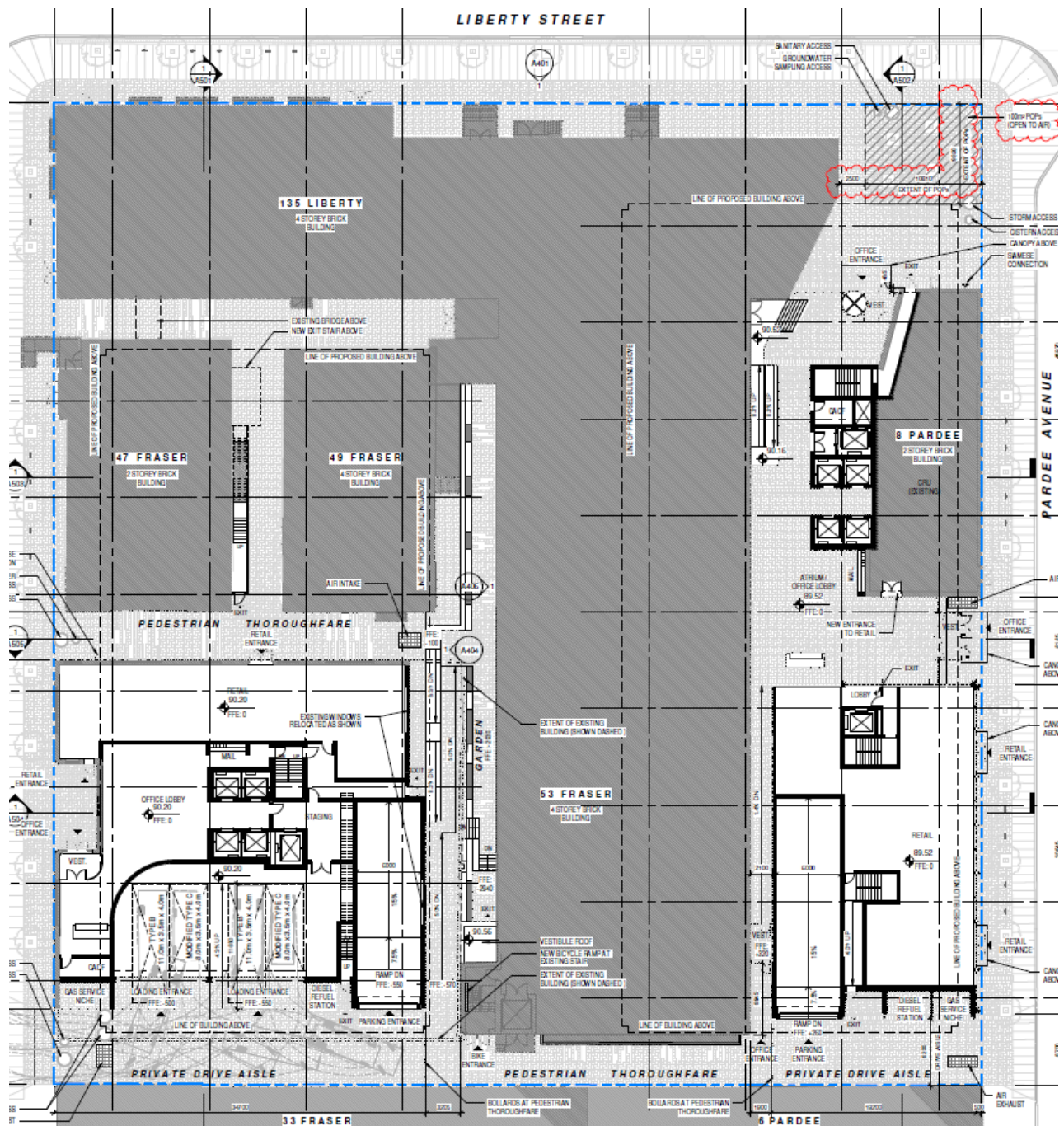
- The scale, form and massing of the one storey building with a deeply recessed entry with curved walls on its principal west elevation which are linked to and representative of the building's original function as a garage/storage building for the factory complex

- The brick cladding which matches that of the original factory complex and which, with its recessed bands at the curved corners and in its common bond pattern, aligning with the recessed brick bands, contributes to the horizontal elements of the building's design
- The stone base of the building which ties in with the base of the original factory but whose shallowness corresponds to the low-rise and horizontal linearity of this garage/storage building
- The projecting light coloured band which marks the edge of the ceiling of the recessed entry and continues as a lintel over the two flanking windows, and with the stone sills, extends past the outer edges of the windows framing the end of the brick striations and emphasizing the horizontality of the façade which is characteristic of the Streamlined Moderne style
- The wide window opening flanking the recessed entry on the west elevation which contribute to the horizontality and with the adjacent expanse of unrelieved wall surface, the minimal quality of the building. These windows feature Chicago-type elements their wider central bay and two adjacent side bays with opening sections. The windows feature original metal factory-sash glazing
- The windows on the north elevation with a combination of various types including the broad Chicago-type, narrower windows and those adjacent to a doorway which feature factory-sash glazing with opening sections and have stone sills and a continuous stone lintel reinforcing the horizontal emphasis
- The windows on the east and south elevations, with their consistent sill and head height, marked by stone lintels continuing as horizontal bands and stone sills, their factory sash glazing in single or Chicago-window type openings
- The large circular window opening on the north elevation and the south facing wall of the recessed entry which are expressive of the Streamlined Moderne's preference for geometric forms and have metal factory-sash glazing with a central opening section
- The semi-cylindrical light fittings on the north, west and south facades which with their linear copper frames are characteristic of the Streamlined Moderne style
- The two recessed circular light fittings in the ceiling of the entrance with their three thin bands.

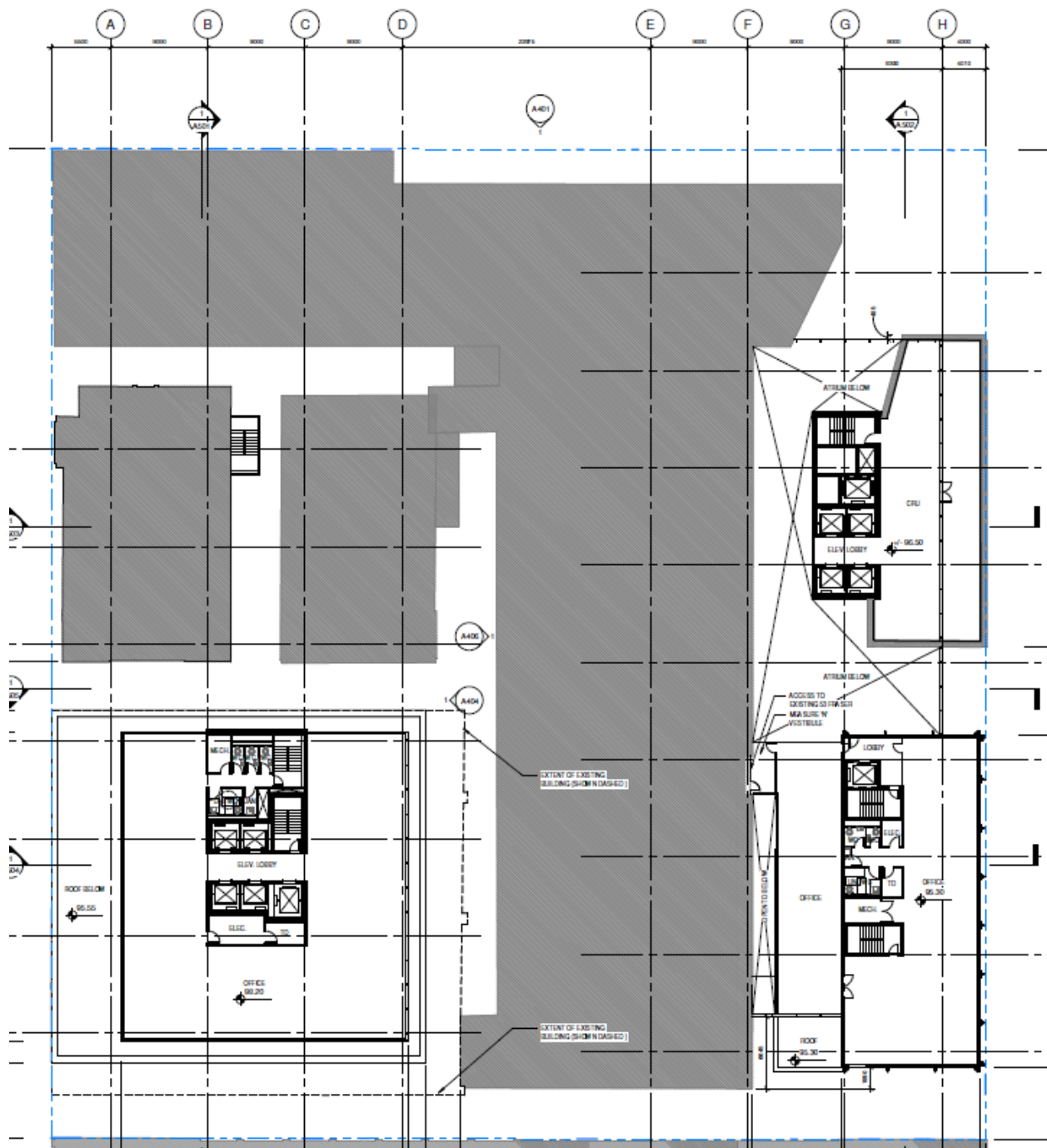
41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street



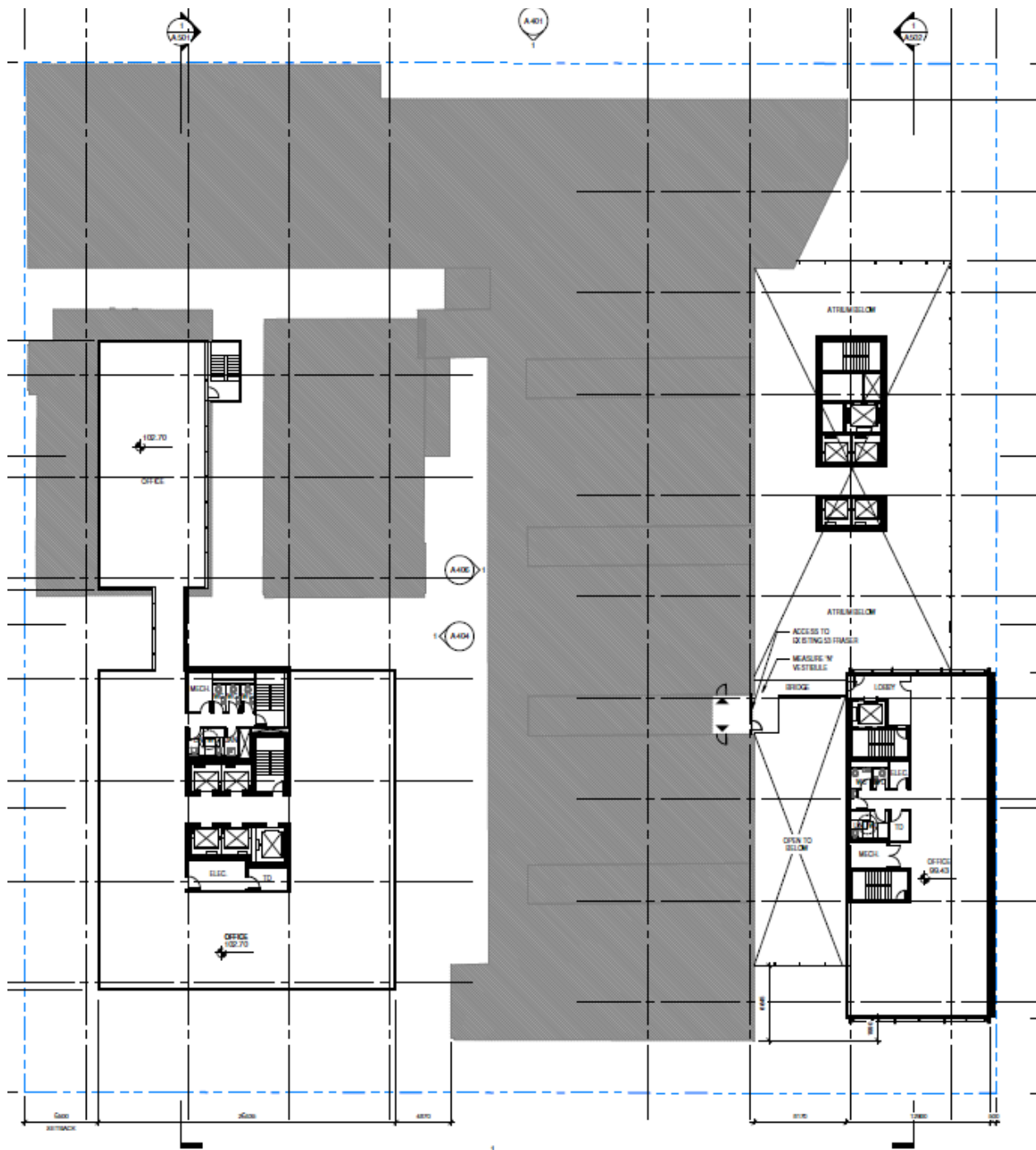
Proposed Site Plan with 10m step back from Liberty Street and 3m step back from Pardee Avenue highlighted in pink (Sweeny&Co Architects)



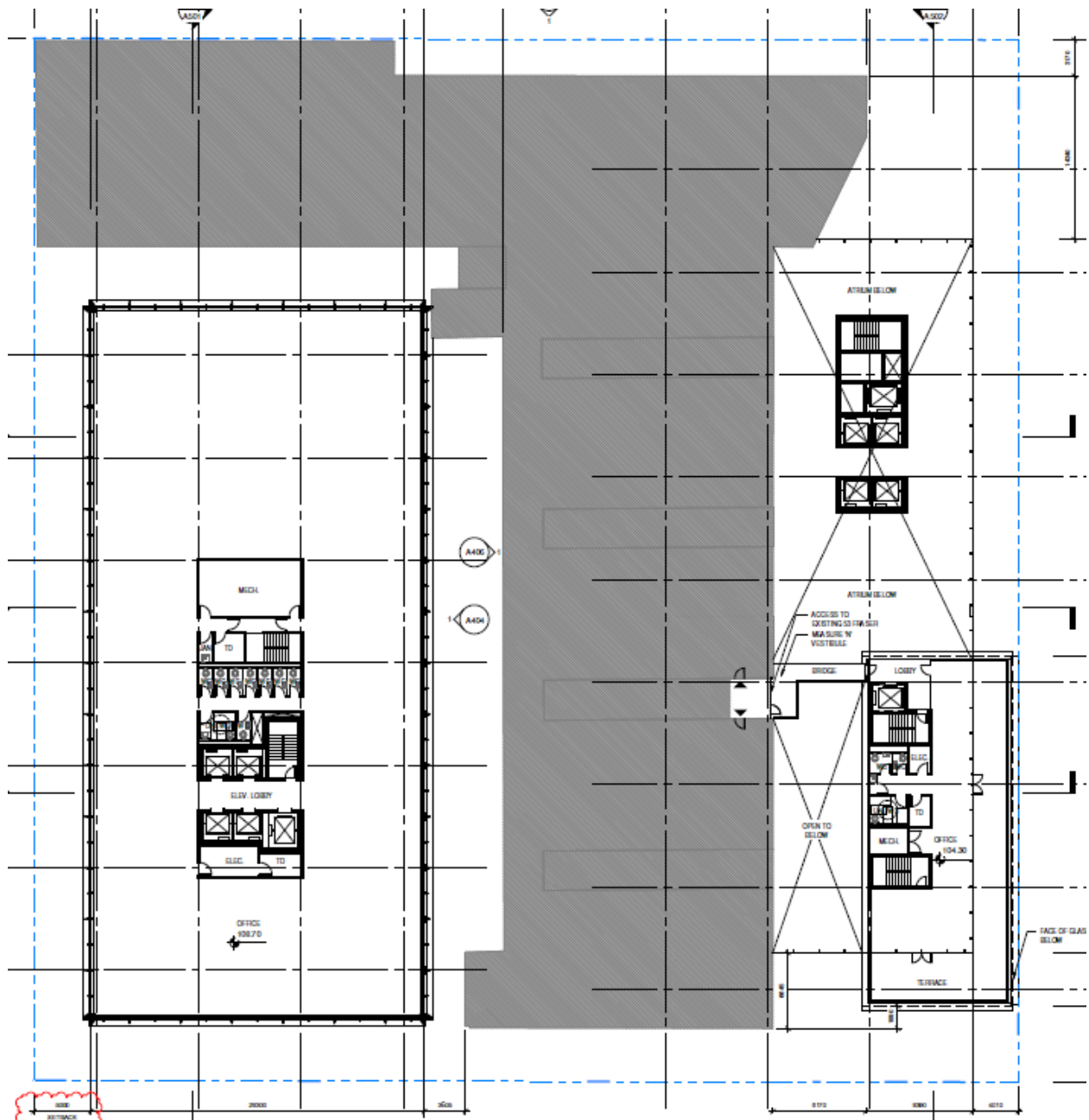
Proposed Ground Floor showing alterations to 41 Fraser Avenue, new building in Pardee Avenue and internalising space between 135 Liberty Street rear wing and powerhouse building (Sweeny&Co Architects)



Second Floor Plan showing roof addition above 41 Fraser Avenue and new construction along Pardee Avenue (Sweeny&Co. Architects)

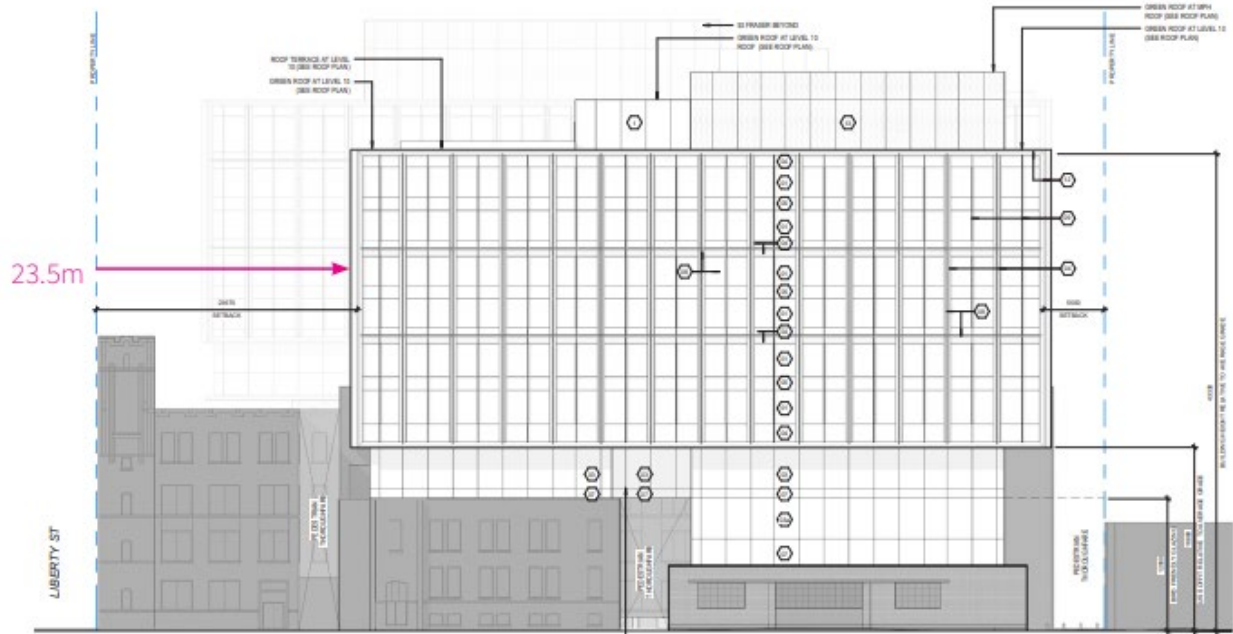


Third Floor Plan showing additions along Fraser and Pardee Avenues (Sweeny&Co. Architects)

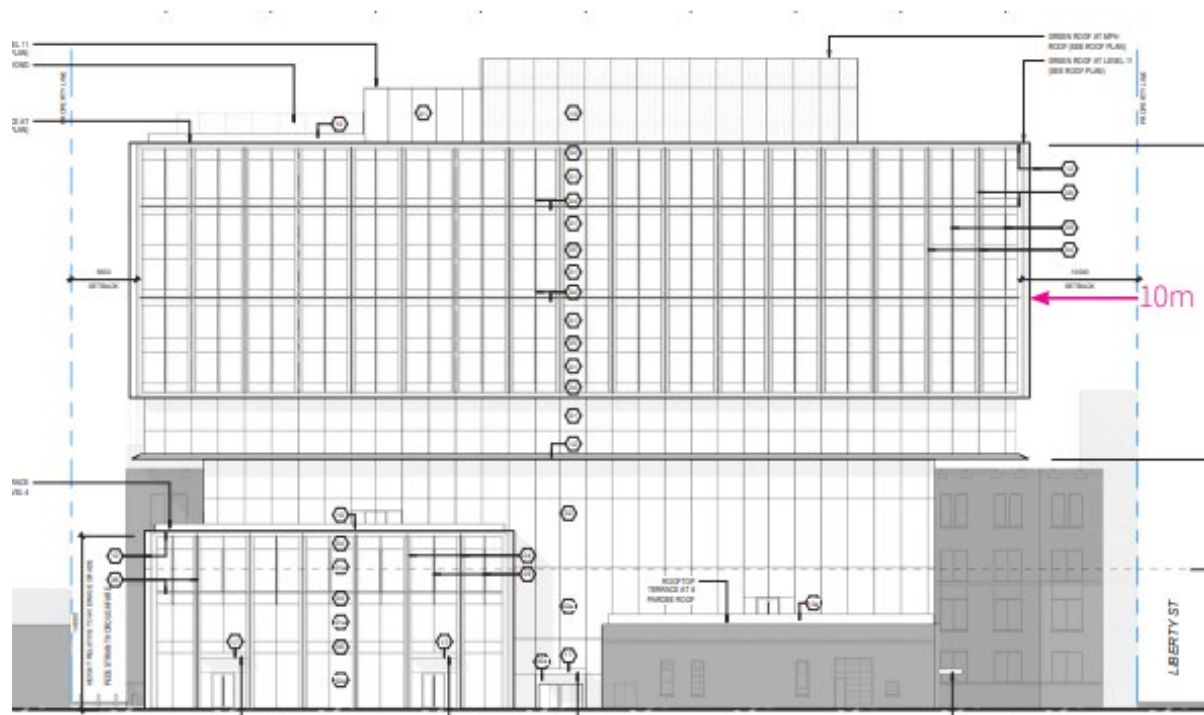


Fourth Floor showing additions along Fraser and Pardee Avenues (Sweeny&Co. Architects)

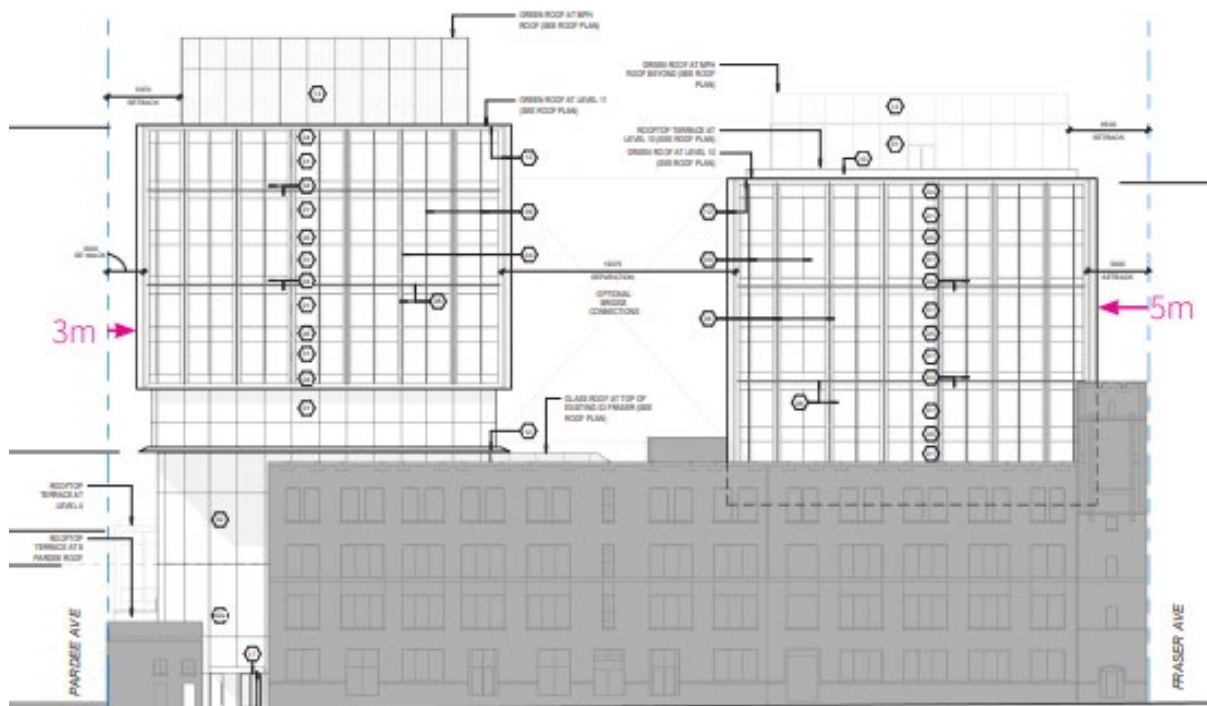
Fifth Floor Plan showing additions along Fraser and Pardee Avenues (Sweeny&Co. Architects)



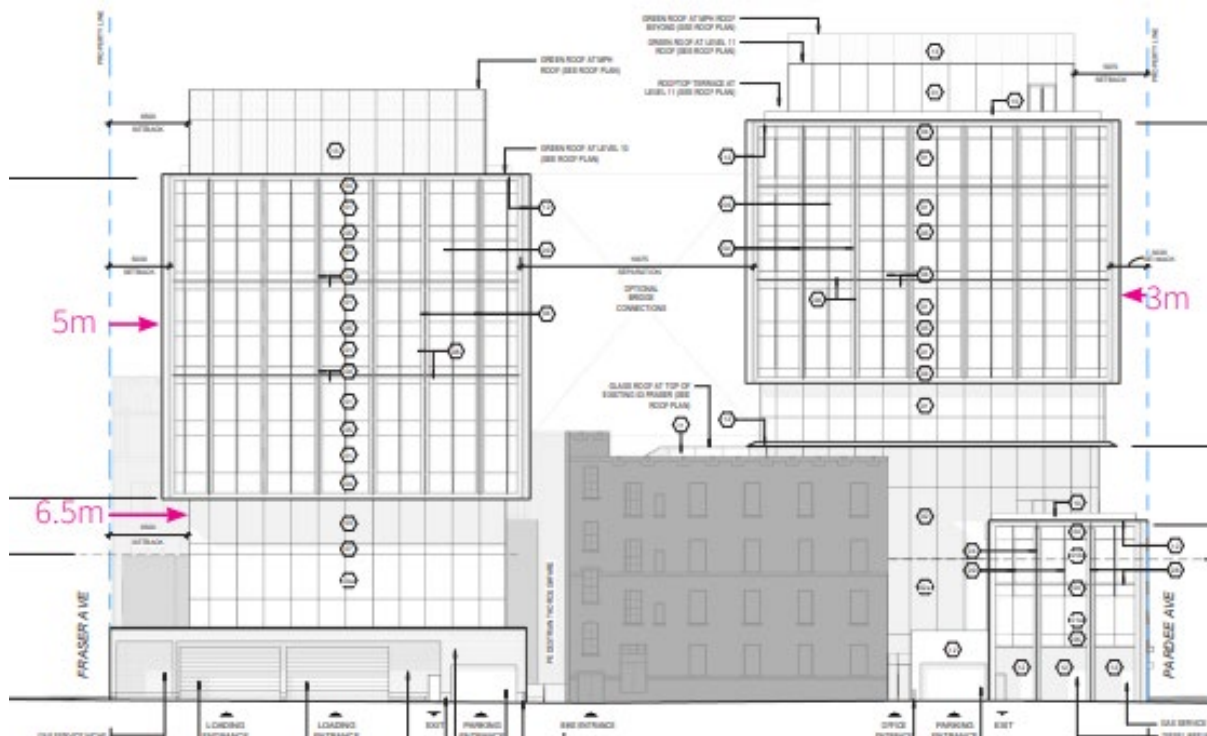
Proposed Fraser Street elevation with 23.5m step back from Liberty Street highlighted in pink (Sweeny&Co. Architects)



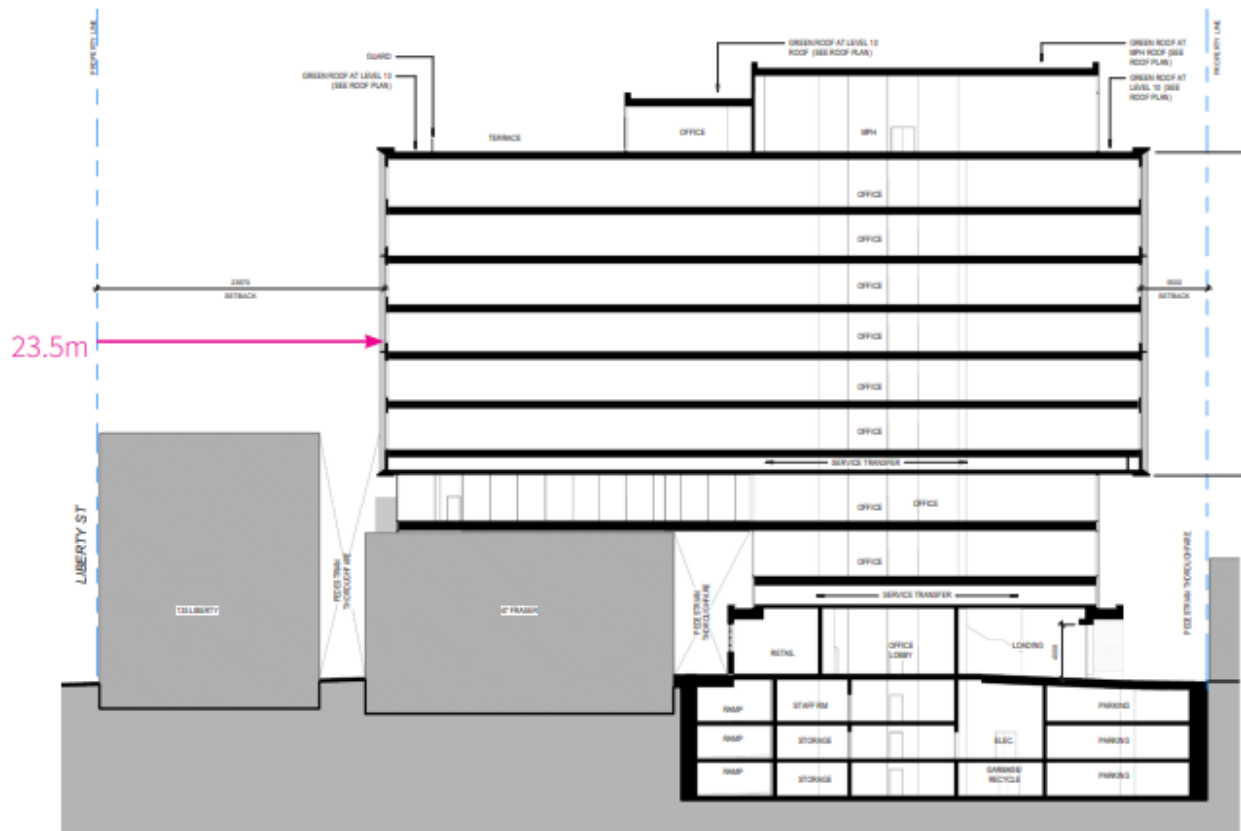
Proposed Pardee Avenue elevation with 10m step back from Liberty Street highlighted in pink (Sweeny&Co. Architects)



Proposed Liberty Street elevation with 5m step back from Pardee Avenue and 3m step back from Fraser Avenue highlighted in pink (Sweeny&Co. Architects)



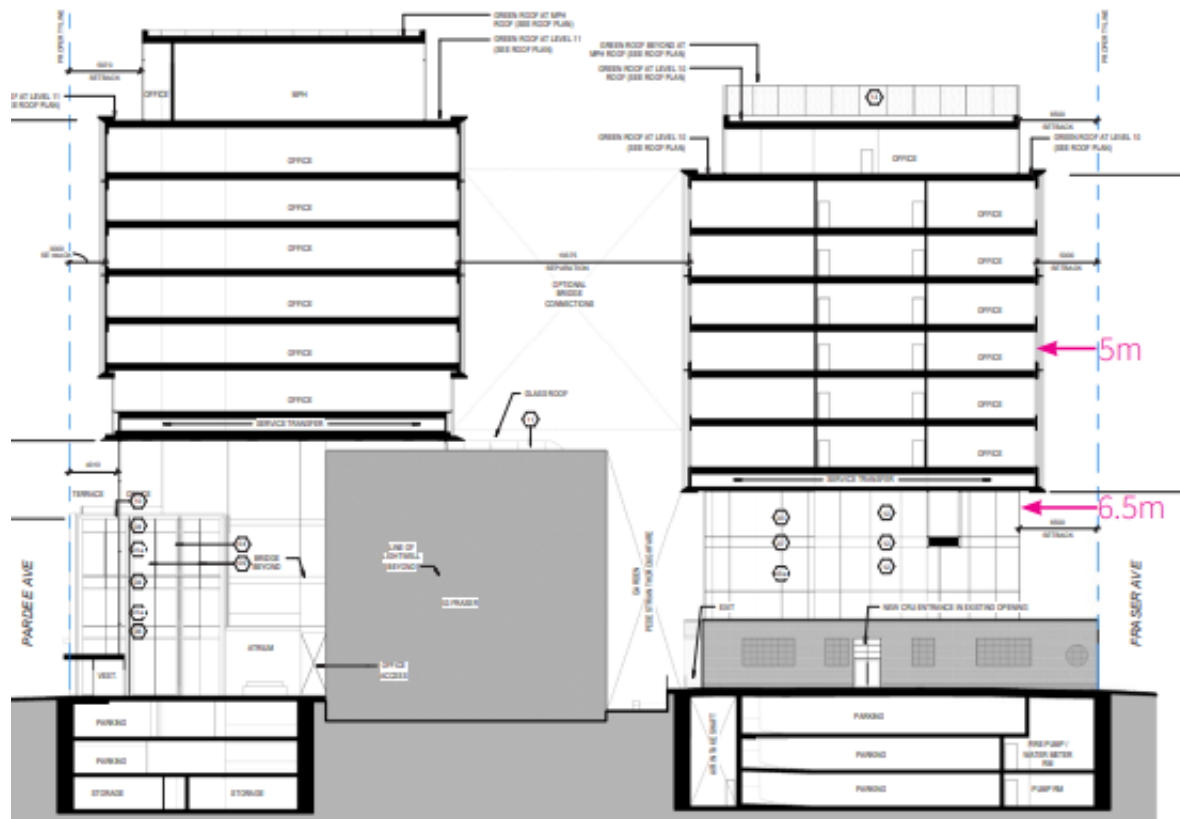
Proposed south elevation showing relationship of the proposed new construction with the retained heritage buildings. The 3m step back from Pardee Avenue and the 5m and 6.5m step backs from Fraser Avenue are highlighted in pink (Sweeny&Co. Architects).



Proposed North-South Section looking East with the 23.5m step back from Liberty Street highlighted in pink (Sweeny&Co. Architects)



Proposed North-South section looking west with 10m step back from Liberty Street highlighted in pink (Sweeny&Co. Architects)



Proposed East-West Section looking south with step backs from Fraser Street highlighted in pink (Sweeny&Co. Architects)



Proposed elevations of reconstructed powerhouse building with reconstructed windows highlighted in blue and new openings highlighted in red. E

RENDERINGS

ATTACHMENT 5

41 Fraser Avenue, 47 Fraser Avenue and 135 Liberty Street

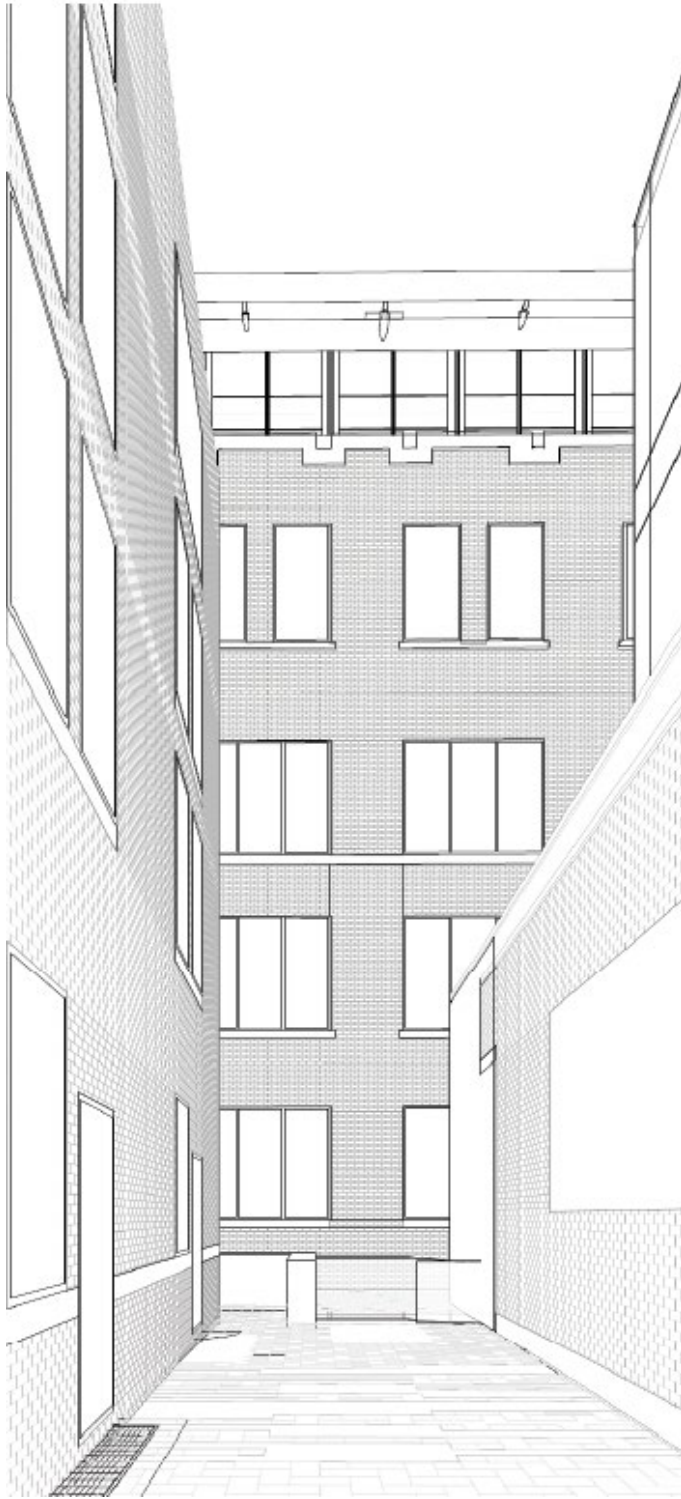




Rendering of proposed internalised pathway north of 38-42 Pardee Avenue
(Sweeny&Co. Architects)



Rendering of pathway between 41 and 47 Fraser Avenue and photograph of a similar view. Proposed bridge linking the new additions is shown in the rendering (Sweeny&Co. Architects and HP)



Rendering of view of rear wings of 135 Liberty Street within the proposed atrium between the power house building and new Pardee Avenue retail/office building (Sweeny&Co. Architects and Google Streetview)