TORONTO

REPORT FOR ACTION

224 Davenport Road - Alterations to a Heritage Property and Authority to Enter into a Heritage Easement Agreement

Date: May 23, 2023
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 alterations proposed for the heritage property at 224 Davenport Road under Section 33 of the Ontario Heritage Act, in connection with the development of the subject site.

The development site at 148-158 Avenue Road and 220-234 Davenport Road contains the former head office of Canada's largest bakery, the Canada Bread Company, at 224 Davenport Road. Developed at the crossroads of two of the City's earliest annexed neighbourhoods, the Canada Bread Building is valued as a commercial property with historic, physical and visual links to its surroundings since the late-19th and early 20th century. The property at 224 Davenport Road is designated under Part IV, Section 29 of the Ontario Heritage Act and has design and physical, historical and associative, and contextual values.

The development application, which will be considered by Toronto and East York Community Council in June 2023, proposes a 108-metre (35-storey excluding the mechanical penthouse) mixed-use building containing 330 dwelling units and 500 square metres of grade-related retail space. The front façade of the Canada Bread Building is proposed to be retained and incorporated into the development as part of the base building.

Staff are of the opinion that the proposed alterations conserve the heritage property at 224 Davenport Road and are consistent with the existing policy framework. The heritage impacts of the development proposal are appropriately mitigated through the overall conservation strategy.

RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage property at 224 Davenport Road, in accordance with Section 33 of the Ontario Heritage Act to allow for the construction of a 35-storey (plus mechanical penthouse) mixed-use building, on the lands known municipally in the year 2023 as 148-158 Avenue Road and 220-234 Davenport Road, with such alterations substantially in accordance with the plans and drawings dated May 12, 2023, prepared by Chris Dikeanos Architects Inc. and on file with the Senior Manager, Heritage Planning and the Heritage Impact Assessment prepared by ERA Architects Inc., dated June 25, 2021, revised May 12, 2023, and on file with the Senior Plan satisfactory to the Senior Manager, Heritage Planning, all subject to and in accordance with the Conservation Plan satisfactory to the Senior Manager, Heritage Planning and subject to the following additional conditions:

a. That the related site-specific Zoning By-law Amendment permitting the proposed alterations has been enacted by City Council and has 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 with the City for the property at 224 Davenport Road substantially in accordance with the plans and drawings dated May 12, 2023, prepared by Chris Dikeanos Architects Inc. and on file with the Senior Manager, Heritage Planning, the Heritage Impact Assessment prepared by ERA Architects Inc., dated June 25, 2021, revised May 12, 2023, subject to and in accordance with the Conservation Plan required in Recommendation 1.b.2, to the satisfaction of the Senior Manager, Heritage Planning including execution of such agreement to the satisfaction of the City Solicitor.

2. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is substantially in accordance with the conservation strategy set out in the Heritage Impact Assessment for the property at 224 Davenport Road prepared by ERA Architects Inc., dated June 25, 2021, revised May 12, 2023, to the satisfaction of the Senior Manager, Heritage Planning.

c. That prior to Site Plan approval for the proposed Zoning By-law Amendment for the property located at 224 Davenport Road, the subject owner shall:

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

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

3. Provide a detailed Landscape Plan for the subject property, satisfactory to the Senior Manager, Heritage Planning.

4. 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.

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

d. That prior to the issuance of any permit for all or any part of the property at 224 Davenport Road, 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. Have entered into a Heritage Easement Agreement with the City required in Recommendation 1.b.1.

2. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 1.b.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.

3. Provide a Letter of Credit, including provision for upward 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.

4. Provide full documentation of the existing buildings at 148 and 156-158 Avenue Road, 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 USB 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 1.d.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 and the required interpretive work has been completed in accordance with the Conservation Plan, Heritage 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.

2. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of the property at 224 Davenport Road 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 of a Heritage Easement Agreement for the property at 224 Davenport Road.

FINANCIAL IMPACT

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

DECISION HISTORY

At its meeting of February 7, 2023, City Council stated its intention to designate the property at 224 Davenport Road under Part IV, Section 29 of the Ontario Heritage Act and did not designate the properties at 148, 156 or 158 Avenue Road. https://secure.toronto.ca/council/agenda-item.do?item=2023.DM3.1

At its May 10, 2022 meeting, the Toronto Preservation Board adopted Item PB34.2: 148 and 156-158 Avenue Road and 224 Davenport Road - Notice of Intention to Designate a Property under Part IV, Section 29 of the Ontario Heritage Act http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2022.PB34.2

At its December 3, 2021 meeting, the Toronto Preservation Board deferred consideration of item PB29.4: 148 and 156-158 Avenue Road and 224 Davenport Road - Notice of Intention to Designate a Property under Part IV, Section 29 of the Ontario Heritage Act

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2021.PB29.4

At its October 14, 2021 meeting, Toronto and East York Community Council adopted item TE28.20: 148-158 Avenue Road and 220-234 Davenport Road - Zoning Amendment Application - Preliminary Report http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2021.TE28.20

BACKGROUND

Area Context

The Canada Bread Building at 224 Davenport Road is located at the northwest corner of Avenue and Davenport Roads. Adjacent heritage properties and areas at this important intersection include the four house-form buildings directly to the east at 177-183 Avenue Road, the East Annex HCD (1994) boundary on the south side of Davenport west of Avenue and the Bloor-Yorkville Planning Study and Cultural Heritage Resource Assessment currently underway on the east side of Avenue Road. Developed at the crossroads of two of the City's earliest annexed neighbourhoods, the Canada Bread Building is valued as a commercial property with historic, physical and visual links to its surroundings since the late 19th and early 20th century.

Heritage Property

The property at 224 Davenport Road contains the Canada Bread Building, a detached, two-storey brick commercial building originally designed in 1930 by architect F. H. Wilkes for the Canada Bread Company. It is a representative example of an early-20th century classically inspired brick-clad commercial building with its symmetrically-arranged four bays of flat-headed openings and stone entrance door surround on the principal (south) elevation. Decorative classical detailing is evident in the fluted door surround columns, carved stone inset above the entrance and stone and copper banding at the cornice line.

The property at 224 Davenport Road is valued for its association with the Canada Bread Company, for whom the building was designed in 1930 for its Toronto-based head office. One of the founders of the Canada Bread Company was Mark Bredin of the former Bredin Bread Company whose residence and factory were located around the corner at 158 and 160-164 Avenue Road. The subject property contributes to an understanding of the character and community of the Avenue and Davenport area in the late-19th to early-20th century, when residential and commercial typologies in a range of architectural styles were constructed along these two streets at the edge of the Yorkville and Annex neighbourhoods. The Canada Bread Company building is also valued for its association with the Canadian architect, Frances Hilton Wilkes, who was commissioned to design the company's new Toronto head office in 1930.

The property at 224 Davenport Road is designated under Part IV, Section 29 of the Ontario Heritage Act and meets Ontario Regulation 9/06, the criteria prescribed for municipal designation, under all three categories of design and physical, historical and associative, and contextual values.

Adjacent Heritage Properties

The development site is adjacent to the following heritage properties.

East Annex Heritage Conservation District (HCD)

The subject property is adjacent to the East Annex HCD to the south. The property at 140 Avenue Road is directly opposite the development site and contains a two-and-a-half storey residential building constructed in 1890. This property is located within the East Annex HCD boundary; however, it is identified as non-contributing. The East Annex HCD is designated under Part V of the Ontario Heritage Act.

177 Avenue Road

The property at 177 Avenue Road contains a two-storey residential building dating to 1898, built by E.J. Woodley. The property was listed on the City's Heritage Register on February 6, 1974.

179 Avenue Road

The property at 179 Avenue Road contains a semi-detached two-storey residential building dating to 1898, built by E.J. Woodley. The property was listed on the City's Heritage Register on February 6, 1974.

181 Avenue Road

The property at 181 Avenue Road contains a semi-detached two-storey residential building dating to 1898, built by E.J. Woodley. The property was listed on the City's Heritage Register on February 6, 1974.

183 Avenue Road

The property at 183 Avenue Road contains a two-storey residential building dating to 1898, built by E.J. Woodley. The property was listed on the City's Heritage Register on February 6, 1974. The property was designated under Part IV of the Ontario Heritage Act in July 2021 through by-law 805-2021. It is subject to an approved redevelopment proposal to retain a portion of the building and integrate it into a new ten-storey residential building.

Development Proposal

A Zoning By-law amendment application was submitted to permit a 108-metre (35storey, excluding the mechanical penthouse) mixed-use building, containing 330 dwelling units and 500 square metres of grade-related retail space at 148-158 Avenue Road and 220-234 Davenport Road. The front façade of the Canada Bread Building is proposed to be retained and incorporated into the development as part of the base building. The remaining three-storey, late Victorian-era buildings within the site at 148 and 156-158 Avenue Road are proposed to be demolished.

Heritage Planning Policy Framework

The Planning Act

The Planning Act guides development in the Province of Ontario. It 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" and 2(r) "to a built form that is well designed and provides for a sense of place."

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction provincewide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient use and management of land and infrastructure
- ensuring the sufficient provision of housing to meet changing needs including affordable housing
- ensuring opportunities for job creation
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards
- conservation of cultural heritage and archaeology

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the <u>Planning Act</u> and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

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, management and use 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 states 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."

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

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.

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 with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with 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."

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. The following Official Plan policies apply to the proposed alterations:

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 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."

3.1.6.6: "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."

3.1.6.16: "Properties on the Heritage Register and publicly known archaeological sites and artifacts will be promoted through educational programs, museums, local celebrations and other programming opportunities."

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 façades alone is discouraged."

The City of Toronto Official Plan can be found here: <u>https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/</u>

Standards and Guidelines

The Standards and Guidelines for the Conservation of Historic Places in Canada (the "Standards and Guidelines") is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The General Standards (1-9), the Standards for Rehabilitation (10-12), and the Standards for Restoration (13-14) apply to this project.

The Standards and Guidelines can be accessed here: <u>http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf</u>

COMMENTS

Conservation Strategy

The development application proposes the in-situ retention of the front façade of the Canada Bread Building and its incorporation into the base building of the new development. The east and west side walls of the Canada Bread Building do not contain any heritage attributes and are proposed to be partially reconstructed to approximate the original walls using salvaged materials. Three new window openings will be added to the west side wall for increased natural light and will be traditional punched windows that are legible as contemporary. The second floor will be reconstructed on the interior to align with the existing windows.

The ground floor and lower ground floor will be used as a double height retail space and the second storey for residential purposes. Barrier-free access to the retail space will be provided through an entrance on the new portion of the base building to the east of the retained façade. The changes in floor level between the new base and the heritage building will be accommodated through solutions on the interior of the building. As a result, the existing raised front entrance to the Canada Bread Building will no longer be operational, but its heritage attributes will be maintained, including the stone door surround containing fluted columns, decoratively carved stone inset and double doors with transom above. Solutions for preventing access through the existing entrance that do not substantially alter any heritage attributes, will be detailed in a future Conservation Plan.

Base Building

The development application proposes a 35-storey plus mechanical penthouse mixeduse building with a three-storey base building. The new portion of the base building has light grey masonry cladding and a traditional solid-to-void ratio that are compatible with the materiality of the Canada Bread Building. The base building matches the height of the heritage building and continues its horizontal and vertical datum lines. The base building is recessed at the corner of Avenue and Davenport Roads to enhance the public realm.

Tower Element

The proposed tower element has been designed to conserve and enhance the low scale of the Canada Bread Building and the adjacent heritage properties. The tower element has a 3.2- to 3.6-metre step back above the front façade of the Canada Bread Building to a two-storey (7.6 metre) reveal. Above the reveal, there is approximately a 2-metre step back from the front wall of the heritage building to the tower face with balconies projecting into the step back. While a cantilever is not an ideal massing solution, staff are of the opinion that the depth of the step backs and the height of the reveal are sufficient to conserve the scale, form and massing of the heritage building when it is viewed from the public realm. In addition, the reveal has been designed to create a quiet backdrop to the heritage building and does not compete with it architecturally. The materiality and articulation of the tower above the streetwall are compatible with, subordinate to and distinguishable from the onsite and adjacent heritage properties.

Demolition and Commemoration

The three-storey, late-Victorian-era buildings within the site at 148 and 156-158 Avenue Road are proposed to be demolished. These properties were identified by staff as having cultural heritage value and were recommended for designation; however, Council did not designate the properties and they are proposed to be demolished. Approval under the Ontario Heritage Act is not required for their demolition as these properties are not included on the City's Heritage Register. In recognition of the cultural heritage value of the properties, staff recommend full building documentation as well as a commemoration strategy that is described an Interpretation Plan.

Conservation Plan

Should Council approve the proposed conservation strategy, 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 the recommended interventions and conservation work, including the recommended restoration work. It should also include 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.

Interpretation Plan

Should Council approve the proposed conservation strategy, prior to final Site Plan approval, the applicant should be required to submit an Interpretation Plan to the satisfaction of the Senior Manager, Heritage Planning. The Interpretation Plan should communicate the cultural heritage value of the property as described in the Statement of Significance. The Interpretation Plan should also include a commemoration strategy for the buildings to be demolished at 148 and 156-158 Avenue Road.

Heritage Lighting Plan

The Heritage Lighting Plan should provide details of how the building will be lit so that its unique heritage character is highlighted.

Landscape Plan

Staff recommends 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 Site Plan approval.

Signage Plan

The recommended Signage Plan should provide details of the signage strategy for the property at 224 Davenport Road including the appropriate type, scale, location and number of signs.

Heritage Easement Agreement

Staff recommends that the owner enter into a Heritage Easement Agreement to secure the long-term protection of the property at 224 Davenport Road.

CONCLUSION

Staff are supportive of the proposal to alter the Part IV designated heritage property at 224 Davenport Road to allow for the construction of a 35-storey plus mechanical penthouse mixed-use building that retains the front façade of the Canada Bread

Building at 224 Davenport Road. Staff support the proposed conservation strategy and alterations in the context of the mitigation strategies and are of the opinion that the proposal conserves the cultural heritage values, attributes and character of the heritage property. As such, staff 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".

CONTACT

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SIGNATURE

Mary L. MacDonald, MA, CAHP Senior Manager, Heritage Planning Urban Design, City Planning

ATTACHMENTS

Attachment 1 - Location Map Attachment 2 - Aerial Photograph Attachment 3 - Photographs Attachment 4 - Selected Drawings

LOCATION MAP 224 DAVENPORT ROAD



This location map is for information purposes only; the exact boundaries of the properties are not shown. The red box marks the location of the subject property. (City of Toronto iView Mapping)

AERIAL PHOTOGRAPH 224 DAVENPORT ROAD



Aerial photograph showing the location of the heritage property at 224 Davenport Road, identified by the red arrow. (Google Maps)

PHOTOGRAPHS 224 DAVENPORT ROAD



2021 image showing the principal (south) elevation of the former Canada Bread Company head office building at 224 Davenport Road. (Heritage Planning)



2021 image of the former Canada Bread Company head office at 224 Davenport Road at left and looking east toward 148 Avenue Road containing the Avenue Diner. (Heritage Planning)



224 Davenport Road: detail of raised main entrance on the principal (south) elevation showing the stone door surround with fluting pilaster and carved inset, decorative window surrounds and metal railing. (Heritage Planning, 2021)



Current image of the Canada Bread Building at 224 Davenport Road showing the stone and copper cornice line on the principal (south) elevation and buff brick cladding on the west elevation. (Heritage Planning, 2021)

SELECTED DRAWINGS 224 DAVENPORT ROAD



Site plan (Chris Dikeanos Architects Inc. May 12, 2023)



South elevation drawing (Chris Dikeanos Architects Inc. May 12, 2023)



East elevation drawing (Chris Dikeanos Architects Inc. May 12, 2023)

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North elevation drawing (Chris Dikeanos Architects Inc. May 12, 2023)



West elevation drawing (Chris Dikeanos Architects Inc. May 12, 2023)



Detailed south elevation drawing (Chris Dikeanos Architects Inc. May 12, 2023)



Detailed west elevation drawing (Chris Dikeanos Architects Inc. May 12, 2023)



Section looking east (Chris Dikeanos Architects Inc. May 12, 2023)







Views (Chris Dikeanos Architects Inc. May 12, 2023)