

Committee of the Whole (1) Report

DATE: Tuesday, November 05, 2019

WARD(S): 1

TITLE: NEW DEVELOPMENT – PROPOSED DEMOLITION OF TWO EXISTING SINGLE DETACHED DWELLINGS AND CONSTRUCTION OF 16 RESIDENTIAL UNITS COMPRISED OF 8 SEMI-DETACHED UNITS AND 8 TOWNHOUSE UNITS LOCATED AT 9785/9797 KEELE STREET, VICINITY OF KEELE STREET AND BARRHILL ROAD

FROM:

Wendy Law, Deputy City Manager, Administrative Services and City Solicitor

ACTION: DECISION

Purpose

To forward a recommendation from the Heritage Vaughan Committee for the proposed demolition of two existing single detached dwellings and new construction of 16 residential units comprised of 8 semi-detached units and 8 townhouse units located at 9785 and 9797 Keele Street, a property located in the Maple Heritage Conservation District and designated under Part V of the *Ontario Heritage Act*.

Report Highlights

- The Owner is proposing the demolition of two existing single detached dwellings and construction of 16 residential units comprised of 8 semi-detached units and 8 townhouse units at 9785/9797 Keele Street.
- The existing two dwellings are identified as deteriorated non-contributing properties in the Maple Heritage Conservation District Plan (“Maple HCD Plan”).
- The proposal is consistent with the relevant policies of the Maple HCD Plan.
- Heritage Vaughan review and Council approval is required under the *Ontario Heritage Act*.
- Staff is recommending approval of the proposal as it conforms with the policies of the Maple HCD Plan.

Recommendations

The Deputy City Manager, Administrative Services and City Solicitor, on behalf of Heritage Vaughan forwards the following recommendation from its meeting of October 16, 2019 (Item 1, Report No. 4), for consideration:

- 1) That the recommendation contained in the following report of the Deputy City Manager, Planning and Growth Management, dated October 16, 2019, be approved.

Recommendation and Report of the Deputy City Manager, Planning and Growth Management, dated October 16, 2019:

1. THAT Heritage Vaughan Committee recommend Council approve the proposed demolition of two existing single detached dwellings and new construction of 16 residential units comprised of 8 semi-detached units and 8 townhouse units at 9785 and 9797 Keele Street under Section 42 of *Ontario Heritage Act*, subject to the following conditions:
 - a) Any significant changes to the proposal by the Owner may require reconsideration by the Heritage Vaughan Committee, which shall be determined at the discretion of the Director of Development Planning and Manager of Urban Design and Cultural Heritage;
 - b) That Heritage Vaughan Committee recommendations to Council do not constitute specific support for any Development Application under the *Ontario Planning Act* or permits currently under review or to be submitted in the future by the Owner as it relates to the subject application;
 - c) That the Owner submit Building Permit stage architectural drawings and building material specifications to the satisfaction of the Vaughan Development Planning Department;
 - d) The standard Archaeology Clauses apply:
 - i. *Should archaeological resources be found on the property during construction activities, all work must cease, and both the Ontario Ministry of Tourism, Culture and Sport and the City of Vaughan's Planning Department shall be notified immediately.*
 - ii. *In the event that human remains are encountered during construction activities, the Owner must immediately cease all construction activities. The Owner shall contact the York Regional Police Department, the Regional Coroner and the Registrar of the Cemeteries Regulation Unit of the Ministry of Consumer and Business Services.*

Background

On June 12, 2014, the Owner engaged Architects Rasch Eckler and Associates Ltd. ('AREA') to prepare a Cultural Heritage Resource Impact Assessment ('CHIA') for three (currently severed) properties within the Village of Maple Heritage Conservation District ('HCD'). The property has since been sold and AREA continued as the heritage consultant for the new Owner. These properties are treated as a single land assembly comprising of three lots, with two of them having municipal addresses, 9785 and 9797 Keele Street, and the third identified as "Block 176", PCL 176-1 SEC 65M2407. As part of the Maple HCD, all properties are designated under Part V of the *Ontario Heritage Act* ('OHA'). The land assembly is proposed to be redeveloped as low-rise residential townhomes and semi-detached houses.

The potential heritage impact in the HCD by the proposed development is outlined in the CHIA, which evaluates the heritage context of, and the development impacts on 9785-9797 Keele Street as properties within the Maple HCD that did not individually form part of the City's Heritage Inventory. The Maple HCD Study (Vol.2 pg.32), however, identifies the property at 9797 Keele Street as a potential Victory Home version (with a photograph). Prior to the HCD Study, neither property was individually listed in the City's Heritage Register or Inventory ('Inventory'), nor was designated under Part IV of the *OHA*. However, since the properties are located within the boundaries of the Village of Maple HCD, they are protected under Part V of the *OHA*.

The research findings of the submitted CHIA attribute little heritage significance to the properties at 9785 & 9797 Keele Street. They score low on their historical, environmental / contextual, and architectural values. The subdivided lots themselves were not associated with any historic figure, and have never functioned as landmark sites – although the property at 9797 Keele Street may have been the earliest example of a Victory House in Maple. The existing one-storey and 1-1/2 storey residential structures within the property land assembly are in poor condition and do not fully represent unique stylistic features and construction techniques.

In consideration of the low heritage value of 9785 and 9797 Keele Street, the redevelopment of this land assembly is not precluded. However, any redevelopment must be compatible with the Maple HCD character by designing new buildings with appropriate regard to the Maple HCD Design Guidelines.

Previous Reports/Authority

NOT APPLICABLE.

Analysis and Options

The City's CHIA Guidelines identifies three types of mitigation options:

1. “Avoidance Mitigation” permits developments to proceed with the retention of the subject buildings in-situ;
2. “Salvage Mitigation” explores the possibility of building relocation or architectural salvage;
3. “Historical Commemoration” recalls the historical development of the property and the subject buildings through a feature within a new development.

Among the three types of mitigation options, only “(iii) Historical Commemoration” is suitable for the subject property. The deteriorating conditions of the buildings within the properties will not permit their in-situ retention or their relocation within the combined land assembly. But most importantly, their low cultural significance does not warrant their retention or even partial salvage of these modest structures. However, Historical Commemoration, as opposed to physical retention, can be achieved with the following measures:

1. partial salvage
2. documentation through drawings or photographs
3. naming of streets and public spaces, or
4. installation of historical plaques

As such, the historical documentation contained in the CHIA report complies with measure #2: commemorative measures as set out in the guidelines.

All new development must conform to the policies and guidelines within the Maple Heritage Conservation District Plan.

The following is an analysis of the proposed development according the Maple HCD Plan.

2.4.3 Objectives for Non-Heritage Buildings

*To retain and enhance complementary characteristics of nonheritage buildings.
To encourage improvements to non-complementary buildings so that they further enhance the heritage character of the District.*

The proposed development consists of buildings that are respectful to the scale, massing, frontage, and architectural styles present within the HCD. The street facing semi-detached houses maintain the diversity sought after by the HCD’s residential area through flanking one architectural style (Ontario Second Empire) with another style (Victorian Gothic) that creates a harmonious progression of architectural language. The

rest of the townhouses in the rear offer a sympathetic and proportioned inner elevation that is in keeping with the vision of smaller side streets.

2.4.5 Objectives for New Development

To ensure compatible infill construction that will enhance the District's heritage character and complement the area's village-like, human scale of development, while promoting densities sufficient to secure the District's future economic viability. To guide the design of new development to be sympathetic and compatible with the heritage resources and character of the District while providing for contemporary needs.

The proposed architectural styles of the new construction respect the pedestrian-scale feeling of the streetscape, and provide a density that reflect current city living standards, without detracting or negatively impacting the density presented by the historic HCD residential core.

4.3.3 Demolition of Non-Heritage Buildings

Generally, the demolition of a Non-Heritage building is not supported, if the building is supportive of the overall heritage character of the District.

The HCD Study Vol.1 identified (in 2006) the structure at 9797 Keele Street as “a 1-1/2 storey Cape Cod house with a cantilevered rectangular bay window” likely built between 1948-1949. It is, admittedly, a bit more unusual as it has a side-hall plan and a box window – but still it was constructed in the simplified style known as “Victory House” (an accepted Heritage Style within the Maple HCD) with wood siding and a simple high-pitched roof clad in asphalt shingles. The building, in its present condition (15 years since the last evaluation), is in a state of advanced disrepair and offers no salvageable building materials or architectural/historical details of noteworthy significance.

The neighbouring property at 9785 Keele Street is a single-storey non-contributing building that resembles aspects of two different architectural styles (Ranch, and suburban Bungalow) and does not adhere to either style. Presently, it is also in a state of advanced disrepair, and offers no salvageable or noteworthy elements for preservation. This property was not included in the initial Inventory of the HCD.

4.4 New Residential Buildings

New residential buildings will have respect for and be compatible with the heritage character of the District. Designs for new residential buildings will be based on the patterns and proportions of the 19th century and early 20th century building stock that

are currently existing or once existed in the village. Architectural elements, features, and decorations should be in sympathy with those found on heritage buildings.

The proposed new buildings represent an appropriate urban street mix of individual Victorian Gothic and Ontario Second Empire architectural examples that employ only the most minimal modernized details. The massing and form of the buildings conform to the architectural styles in materials and proportions, and they pay homage to the existing buildings in the neighbourhood and on the city block through choice of colour palette. Together, they are in keeping with the heritage building styles of the Village of Maple, and sympathetic to the architectural style that would be prevalent to a main street residential setting.

4.4.1 Design Approach

- a) The design of new buildings will be products of their own time, but should reflect one of the historic architectural styles traditionally found in the District.*
- b) New residential buildings will complement the immediate physical context and streetscape by: being generally the same height, width, and orientation of adjacent buildings; being of similar setback; being of like materials and colours; and using similarly proportioned windows, doors, and roof shapes.*
- c) New residential building construction will respect natural landforms, drainage, and existing mature vegetation.*
- d) Larger new residential buildings will have varied massing, to reflect the varied scale of built environment of the historical village.*
- e) Historically appropriate façade heights for residential buildings has been 1 -1/2 or 2 storeys. The façade height of new residential buildings should be consistent with the façade height of existing buildings. Differences in façade heights between buildings on adjacent properties within the district should be no more than 1 storey. In all instances the height of new buildings shall conform to the provisions of the City's Zoning By-law.*

New residential building construction in the District will conform with the Guidelines found in Section 9.5.2.

The proposed development is within a one-storey height difference from the neighbouring heritage structures on the same block, and complement the immediate context of the block, through the architectural style and the proposed height of the building. The streetscape and lateral setbacks are within acceptable limits for the neighbourhood.

9.0 Guidelines for Buildings and Surroundings

The City has recognized this special character by creating the Village of Maple Heritage Conservation District. The purpose of these Design Guidelines is to help maintain the historic qualities that make up that sense of distinctness. They are intended to clarify and illustrate, in a useful way, the recognizable heritage characteristics found in the Village. They serve as reference guidelines and not prescribed policy for anyone contemplating alterations or new development within the Heritage Conservation District. The Guidelines examine the past in order to plan for the future. They recognize that change must and will come to Maple. The objective of the Guidelines is not to prevent change, but to ensure that change is complementary to the heritage character that already exists, and enhances, rather than harms it.

Guidelines:

- *The intent of the Guidelines is to preserve and enhance the existing heritage character of Village of Maple, which is widely appreciated by the citizens*
- *It is recommended that design professionals with experience in heritage design and restoration be retained for work on significant heritage buildings in the District.*

The character of Maple consists of many elements

Significant natural features include the park, a small tributary of the West Don River, the open spaces of the cemeteries and church yards, and the mature urban forest. Significant cultural elements include the informal village plan, with its varied lot sizes and setbacks, rich planting, and almost 150 years of architectural history. The historic buildings serve to define the heritage character of the village. These Design Guidelines are based on the concepts of preserving the existing heritage buildings, maintaining their character when they are renovated or added to, and ensuring that new development respects the qualities of place established by the existing heritage environment. The Guidelines begin with a handbook of the architectural styles found in Maple. Over the years, many buildings have lost original detail such as trims, doors, and windows. The stylebook will be helpful to owners who want to restore original character, or who want to maintain what remains. It will assist in designing additions that respect the original style of the building. And it will provide a basis for authentic local historic references in the design of new buildings. The stylebook is also a tool for looking at the existing heritage buildings, which offer the best guidelines of all: they are full-scale and in three dimensions. The best test of new work in the Village is whether or not it shows “good manners” towards its heritage neighbours and its neighbourhood.

As a new development within the fabric of the HCD residential district, this proposal adheres to and complies with the guidelines set out by the HCD study. The proposed buildings conform to the approved architectural styles identified in the Guidelines.

9.1 Architectural Styles

Architectural style means the identifying characteristics of construction as it has evolved under the force of changing technology and fashion. Before the industrial age, often minor details were custom-made for each building and it would be hard to find even two identical front door designs from the early 19th century. Nonetheless, each period produced buildings that shared a design vocabulary, including elements of massing, composition, proportions, window and door details, and decorative elements. This section shows the principal styles that have appeared in Maple, both heritage styles and more recent ones. This section is necessarily brief and does not replace the real research needed for authentic work, as described in Section 9.3.2 and 9.5.1. In the Guidelines that follow, reference is made to architectural styles for all types of buildings in the Village of Maple: existing heritage buildings, existing non-heritage buildings, and new development. The following pages show the characteristics of the local architectural styles.

Guideline:

Additions and alterations to an existing heritage building should be consistent with the style of the original building. New developments should be designed in a style that is consistent with the vernacular heritage of the community. All construction should be of a particular style, rather than a hybrid of many styles. Recent developments have tended to use hybrid designs, with inauthentic details and proportions; for larger homes, the French manor or château style (not indigenous to Ontario) has been heavily borrowed from. These kinds of designs are not appropriate for the Village of Maple.

The HCD lists a number of architectural styles that are not appropriate; however, both proposed architectural styles of this development (Victorian Gothic and Second Empire) are in keeping with the approved heritage styles of the Village of Maple, and conform to the time period of the streetscape. They represent a clean architectural language that respects the vernacular detailing of each of the two styles without mixing in inauthentic details or improper proportions.

9.5 New Development

9.5.1 Overview

The overall heritage character of the District is composed of buildings, streetscapes, landscapes, and vistas. This overall character has more significance than any individual building, even if it is one of the finest. Within the design of any individual building, architectural elements contribute to the character of the public realm of the street. Massing, materials, scale, proportions, rhythm, composition, texture, and siting all contribute to the perception of whether or not a building fits its context. Different

settings within the district have different characters of siting, landscaping and streetscaping. New development within the District should conform to qualities established by neighbouring heritage buildings, and the overall character of the setting. Designs should reflect a suitable local heritage precedent style. Research should be conducted so that the style chosen is executed properly, with suitable proportions, decoration, and detail.

Guidelines:

- *New buildings should reflect a suitable local heritage style. Use of a style should be consistent in materials, scale, detail, and ornament*
- *Use Section 9.1 for preliminary guidance on styles*
- *Use Section 9.2 gives further preliminary guidance on details of design and construction*

The scale, detail level, and modest ornamentation of the proposed designs are in keeping with the guidelines set out by the HCD Study. The materials and proportions are reflective of the comprehensive study undertaken by the architect(s) to respect and integrate the proposed buildings within the existing fabric of the Maple HCD.

9.5.2.2. Architectural Style

New buildings in the residential areas should reflect the historic built form of their historic neighbours.

Guidelines:

Design houses to reflect one of the local heritage Architectural Styles. See Section 9.1.

- *Hybrid designs that mix elements from different historical styles are not appropriate. Historical styles that are not indigenous to the area, such as Tudor or French Manor, are not appropriate.*
- *Use authentic detail, consistent with the Architectural Style. See Section 9.2.1.*

Devoid of lavish decorations, the Victorian Gothic semi-detached buildings a minimalist roof-line gable trim (known as “carpenter Gothic” for its simplicity) and an inverted mini-baluster trim under the ground floor overhang porch roof. In contrast to this, the adjacent Second Empire style presents a purposely-designed elegance through the simplicity of architectural details: high arched windows with keystones on the upper floors (to denote an implied forced height, often associated with social status or wealth), a formal entry with vaulted canopy, strong ground floor lintels, and a mansard roof “tower”.

9.5.2.3 Scale and Massing

New residential construction in the residential villages should respect local heritage precedents in scale and massing. In almost every case, new construction will be replacing houses on existing built lots.

Guidelines:

- *New buildings should be designed to preserve the scale and pattern of the historic District*
- *New houses should be no higher than the highest building on the same block, and no lower than the lowest building on the same block*
- *As far as possible, modern requirements for larger houses should be accommodated without great increases in building frontage. For example, an existing 1½-storey house could be replaced by a 2-storey house with a plan that included an extension to the rear. This might double the floor area without affecting the scale of the streetscape*

Although the proposed design exceeds [in actual height] that of the immediate neighbours and the general height of the buildings on the city block, the measured height of the buildings (±8.6m to midpoint of roof) complies with the current zoning and by-law limitations (9.5m to the midpoint of the roof). Additionally, the proposed design height conforms to the previously-approved design parameters of the property on the opposite side of the street within the adjacent city blocks – and is reflective of the current [modern] suburban development noted in Section 7 of the HCD Study as a recommendation.

9.8.2 Non-Heritage Buildings: Appropriate Materials

Exterior Finish: Use materials compatible with the original design

Roofs: Slopes and layouts compatible with the original design

Doors: Use materials and designs compatible with the original design

Windows: Use windows compatible with the original design

The proposed development replaces two buildings deemed to be of low-to-none Heritage value, and which are not listed in the City's Inventory. Furthermore, the proposed design adheres and conform to the materials, proportions, details, colours, and architectural language of the two distinct styles (Victorian Gothic, and Second Empire) that they represent.

Financial Impact

There are no requirements for new funding associated with this report.

Broader Regional Impacts/Considerations

There are no broader Regional impacts or considerations.

Conclusion

The Urban Design and Cultural Heritage Division of the Development Planning Department is satisfied the proposed demolition, and the new construction conforms to the policies and guidelines within the Maple Heritage Conservation District Plan. Accordingly, staff can support Council approval of the proposed demolition of two existing single detached dwellings and establishment of 16 residential units comprised of 8 semi-detached units and 8 townhouse units located at 9785 and 9797 Keele Street under the Ontario Heritage Act.

For more information, please contact: Nick Borcescu, Senior Heritage Planner, ext. 8191

Attachments

1. Cultural Heritage Impact Assessment
2. Context Plan
3. Site Plan
4. Keele Street: Victorian Gothic unit
5. Keele Street: Second Empire unit
6. Rear Unit (typical)
7. Floor plans
8. Inner streetscape conceptual rendering
9. Keele Street conceptual rendering
10. Proposed landscape plan
11. Proposed exterior colour palette

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