

Date: 2020-09-28

Subject: Heritage Permit Application and Designation for 15 Bramalea Road

Secondary Title: Designation, Demolition and Reconstruction of the Heritage Property at 15 Bramalea Road - Ward 7 (H.Ex. 15 Bramalea Road)

Contact: Pascal Doucet, RPP, MCIP, Heritage Planner, Planning, Building and Economic Development, pascal.doucet@brampton.ca

Report Number: Planning, Building and Economic Development-2020-254

Recommendations:

1. That the report titled: **Designation, Demolition and Reconstruction of the Heritage Property at 15 Bramalea Road – Ward 7 (HE.x 15 Bramalea Road)**, to the Brampton Heritage Board Meeting of September 15, 2020, be received;
2. That City Council state its intention to designate the property at 15 Bramalea Road under Part IV, Section 29 of the *Ontario Heritage Act*, as amended (the “Act”) in accordance with the Statement of Significance, reasons for designation and list of heritage attributes attached as Appendix A to this report;
3. That staff be authorized to publish and serve the Notice of Intention to designate 15 Bramalea Road in accordance with the requirements of the Act;
4. That, in the event that no objections to the designation are received, a by-law be passed to designate the subject property;
5. That, in the event that any objections to the designation are received, staff be directed to refer the proposed designation to the Ontario Conservation Review Board;
6. That staff be authorized to attend any hearing process held by the Conservation Review Board in support of Council’s decision to designate the subject property; and

7. That City Council approve the request made under section 34 of the Act to demolish the subject property, to allow for the construction of a new warehouse building and the construction of two new office buildings, including the reconstruction of the existing one-storey front heritage office wing, as approved by the Local Planning Appeal Tribunal (the "LPAT") in principle on September 13, 2019, substantially in accordance with the Heritage Impact Assessment by Goldsmith Borgal & Company Ltd., dated 15 February, 2019 (final revised submission), including the addendum dated June 6, 2019 and attached as Appendix B to this report, and the Conservation Plan (Stage 1) prepared by Goldsmith Borgal & Company Ltd., dated June 6, 2019 (final revised submission) and attached as Appendix C to this report, all subject to the following additional conditions:

- a. That the reconstruction of the heritage office wing includes the salvage, reuse and reinstatement of the existing white brick veneer and top aggregate panels with pebble dash from the existing one-storey front heritage office wing; and
- b. That prior to the issuance of any permit for all or any part of the property located at 15 Bramalea Road, including a heritage permit, a building permit or a permit related to the demolition, shoring and excavation of the subject property, the Owner shall:
 - i. Provide a Conservation and Reconstruction Plan (Stage 2) to the satisfaction of the Director of Policy Planning, Planning, Building and Economic Development to provide the final details for the conservation and reconstruction of the one-storey front wing facing Bramalea Road that has not been provided in the Conservation Plan (Stage 1); and
 - ii. Provide full documentation of the existing heritage property at 15 Bramalea Road, including two (2) 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 CD in tiff format keyed to a location map, elevations and measured drawings to the satisfaction of the Directory of Policy Planning, Planning, Building and Economic Development.

Overview:

- **This report recommends that City Council state its intention to designate 15 Bramalea Road and approve the demolition of the heritage property, all**

in accordance with the conservation strategy described in this report and sections 29 and 34 of the *Ontario Heritage Act*, as amended (the “Act”).

- The subject property is a large industrial site formerly associated with the Simmons Canada company. A Site Plan Application was submitted to the City to redevelop the property for industrial and office uses.
- An evaluation of the property’s cultural heritage value against the criteria prescribed by the Province to determine whether a property is worthy of designation has concluded that the property meets the criteria for designation under all three categories of design or physical value, historical or associative value and contextual value.
- The conservation strategy includes the reconstruction of the one-storey front wing based on its original design, existing orientation facing Bramalea Road and reinstatement of the property’s heritage attributes as determined through a settlement following a LPAT appeal of the Site Plan Application and interim control by-law for the study of the Bramalea Mobility Hub.

Background:

Description of Heritage Property

The property at 15 Bramalea Road is located at the northeast corner of Bramalea Road and Steeles Avenue East. The property is currently occupied by a large industrial facility that includes a one-storey office wing facing Bramalea Road. This wing and surrounding permeable (green) landscaping represent the portion of the property having cultural heritage value. The identification and recognition by the City of the property’s cultural heritage value was first acknowledged by the City in 2008 with the inclusion (listing) of the property on the Municipal Register of Cultural Heritage Resources.

Planning Application

A Site Plan application (City file number SP17-064.000) was received in 2017 to allow for the redevelopment of the subject property by constructing a larger warehouse building for industrial and office uses. Interim Control By-law No. 224-227 and its extension by By-law 182-2018 were passed afterwards to restrict between October 11, 2017 and October 19, 2019 new uses as well as the expansion, enlargement or replacement of uses within any land, building or structure of a defined geographic area that included the subject property. This interim control was adopted for the study of the Bramalea Mobility Hub. The Site Plan application and by-laws for the interim control were appealed by the owner/applicant at the LPAT, and a settlement was reached subsequently between the owner and the City to address all land use and planning matters for the property (including heritage matters), within the context of the proposed redevelopment.

The cultural heritage conditions that are required to implement the settlement and permit the redevelopment of the property as proposed are: the designation of the property in accordance with section 29 of the Act; approval of the demolition of the existing warehouse building in accordance with section 34 of the Act; the reconstruction of the heritage resource and reinstatement of the heritage attributes in accordance with the accepted Heritage Impact Assessment and Conservation Plan (Stage 1); the submission and acceptance of a follow-up Reconstruction and Conservation Plan (Stage 2); the full documentation of the heritage property; the submission and acceptance of a final Commemoration and Interpretation Plan; the deposit of securities for the conservation, commemoration and interpretation work; and the entry into a heritage easement agreement with the City.

Cultural Heritage Value

Research and evaluation completed as part of the review required for the Site Plan application concluded that the property at 15 Bramalea Road is worthy of designation in accordance with Part IV, section 29 of the Act. The property meets the criteria prescribed by the Province to designate a property as being of cultural heritage value or interest under all three categories of design or physical value, historical or associative value and contextual value. The Reasons for Designation Report attached hereto as Appendix A contains a Statement of Significance explaining the reasons for designating the property and a list to confirm and identify the property's heritage attributes.

Attached as Appendix B to this report is the Heritage Impact Assessment by Goldsmith Borgal & Company Ltd., dated 15 February, 2019 (final revised submission) with its addendum dated June 6, 2019. This Heritage Impact Assessment was completed by the heritage consultant retained by the owner and was received as part of the Site Plan application. Both evaluations from the City's Designation Report and Heritage Impact Assessment are validating the decision made by the City in 2008 to include (list) the property on the Municipal Register of Cultural Heritage Resources. These evaluations are also both concurring that the property is worthy of designation and conservation. The 2008 Listing Candidate Summary Report for 15 Bramalea prepared by the City is attached to this report as Appendix D.

Conservation Strategy

The approved conservation strategy consists: of documenting the existing one-storey front office wing, salvage key architectural features and materials, relocate the heritage resource closer to Bramalea Road while conserving its original orientation and reinstating its heritage attributes, original design, scale and footprint. The reconstruction of the front and side elevations of the heritage structure as proposed will conserve the heritage value of the property by recreating the original design of the Simmons Canada office wing.

The white brick veneer and top aggregate panels with pebble dash are the materials and features that will be salvaged, reused and integrated into the reconstructed heritage structure. The other items consisting of the windows, steel columns, canopy, display bay windows, entrance and concrete base will be recreated to match the original design. The factors that have been carefully considered to determine whether original or new

materials should be used to reinstate the heritage attributes are the patina, service life, applicable building code requirements, signs of deterioration as well as the materials' perception and visibility from the public realm and their contribution as original features for the overall cultural heritage value of the property.

The relocation in pieces through dismantling and rebuilding has been considered an acceptable conservation strategy in this case. Heritage staff is in agreement with the opinion of the heritage consultant retained by the owner concluding that the relocation of the heritage structure in one-piece is not an optimal strategy due to the size and construction composition of the existing one-storey front wing. The architecture and construction of the heritage structure is characterized by an assembly where the exterior facades are, to a greater extent, more independent from the building's structure in comparison with previous types and methods of construction composition and building assembly. This makes the proposed dismantling and rebuilding through selective salvage an appropriate conservation strategy that will not have a significant impact on the design integrity of the heritage resource once it is reconstructed. The relocation of the heritage resource closer to Bramalea Road is also considered an acceptable impact to maximize the industrial capacity of the property because it will maintain and conserve the original orientation of the structure in relation with the frontage of Bramalea Road. In addition, the existing streetscape of Bramalea Road within the vicinity of the property is defined by variation of front yard setbacks, and the proposed relocation will be mitigated through landscaping, commemoration and interpretation improvements.

Current Situation:

Property Designation

The cultural heritage value of the property is found within the one-story front office wing facing Bramalea Road and its surrounding permeable (green) landscape. The property is important in defining the industrial character of the area. Built in 1964, the front office wing is a good example that is representative of the International Style of architecture applied to an office and factory building within a suburban environment. The heritage structure also exhibits construction methods that are representative of the time period and modernist International style of architecture.

The property has direct associations with the Simmons Canada which was the company's flagship operation. It was also one of the first industries established within the new Bramalea Business Park as part of the master-planned "Satellite City" model of Bramalea. This model of development was an innovative and emerging planning approach for the time period in Canada, and represents a major aspect of the development and urbanization of Bramalea. The property is therefore associated directly with the development of the Bramalea Business Park in the late 1950s and is important to maintain and support the original master-planned Satellite City model and industrial character of the area.

Application to Demolish a Heritage Property

The application made in accordance with section 34 of the Act to permit the demolition of the existing warehouse and its heritage front office wing is attached to this report as Appendix C. It was received and deemed complete by heritage staff on September 2, 2020. The application includes the Conservation Plan (Stage 1) that has been previously accepted for the Site Plan application. This Conservation Plan contains drawings and specifications for the deconstruction, reconstruction and relocation of the one-storey front office wing facing Bramalea Road. It includes details concerning the salvage, reuse and incorporation of the white brick veneer and top aggregate panels with pebble dash as well as the details for the other items that will be recreated in accordance with their original appearance and design.

A Conservation and Reconstruction Plan (Stage 2) is a condition prior to the issuance of a building permit and heritage permit for the proposed redevelopment to confirm the draft specifications of the Conservation Plan (Stage 1) and provide the details that could not be provided at the time when a settlement was reached between the owner and the City. The Conservation and Reconstruction Plan (Stage 2) is required as a condition to approve the Site Plan and permit the redevelopment of the property as proposed. This Plan will be provided when sufficient dismantling testing has occurred to either confirm or review the current draft specifications and details of the Conservation Plan (Stage 1). The full documentation of the existing heritage property is another condition approval. The documentation will be important to ensure that the reconstruction of the heritage structure will accurately recreate the original design and appearance of the one-storey front office wing.

Corporate Implications:

Financial Implications:

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

Other Implications:

Legal Services reviewed this report.

Term of Council Priorities:

This report has been prepared in full consideration of the Term of Council Priorities (2019-2020).

This report aligns with a 'Mosaic City' by continuing the preservation of heritage properties and cultural heritage resources to support cultural diversity and expression. A Mosaic City reflects the commitment of the City to preserve and protect its cultural heritage. This report also aligns with a 'City of Opportunities', supporting the creation of complete communities by supporting the diversity and distinctiveness of the City through the preservation and conservation of its cultural heritage resources.

Living the Mosaic – 2040 Vision:

The report aligns with the following vision:

Vision 5: in 2040, Brampton will be a rich mosaic of cultures and lifestyle, coexisting in **social responsibility**, respect, enjoyment and justice.

Conclusion:

The City is required under the *Ontario Heritage Act* and *Planning Act* to consider the proposed redevelopment of the heritage property at 15 Bramalea Road with regards to the property's cultural heritage value. Heritage staff agrees with the heritage consultant retained by the owner that the proposed development has regard to all matters affecting the site and balances the requirements and intents of applicable planning policies as they relate to heritage issues. The recommendations in this report are part of the conditions to implement the settlement, permit the redevelopment as proposed and ensure proper regards for the conservation of cultural heritage resources.

Authored by:

Reviewed by:

Pascal Doucet, MCIP, RPP
Heritage Planner

Jeffrey Humble, MCIP, RPP
Manager, Land Use Policy

Approved by:

Submitted by:

Bob Bjerke, MCIP, RPP
Director, Policy Planning

Richard Forward, MBA, MSc. P. Eng.
Commissioner, Planning, Building and
Economic Development

Attachments:

Appendix A – Reasons for Designation Report – 15 Bramalea Road

Appendix B – Heritage Impact Assessment – 15 Bramalea Road

Appendix C – Application to Demolish a Heritage Property with Conservation Plan
(Stage 1) – 15 Bramalea Road

Appendix D – 2008 Listing Candidate Summary Report – 15 Bramalea