

Date: 2020-11-06

Subject: Heritage Permit Application for 45 Railroad Street

Secondary Title: Recommendation Report: Heritage Permit Application for the Second Phase of Conservation Work and Revisions to Previously Approved Conservation Work – 45 Railroad Street South - Ward 1 (HE.x 45 Railroad Street South)

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Report Number: Planning, Building and Economic Development-2020-377

Recommendations:

1. That the report titled: Recommendation Report: Heritage Permit Application for the Second Phase of Conservation Work and Revisions to Previously Approved Conservation Work – 45 Railroad Street South - Ward 1 (HE.x 45 Railroad Street South), to the Brampton Heritage Board meeting of November 17, 2020, be received;
2. That the Heritage Permit application for the Second Phase of Conservation Work and Revisions to Previously Approved Conservation Work at 45 Railroad Street be approved in accordance with Section 33 of the *Ontario Heritage Act* (the “Act”) subject to the following terms and conditions:
 - a. That the owner undertake all work substantially in accordance with the revised Conservation Plan by ERA Architects dated November 4, 2020 and in compliance with all applicable laws having jurisdiction and by retaining all necessary permits; and,
 - b. That prior to the release of financial securities associated with the site plan application SP09-010.001 for 45 Railroad Street, the owner provide a letter, prepared and signed by a qualified heritage expert, certifying that all works as outlined in the approved Heritage Conservation Plan have been completed, and that an appropriate standard of conservation has been

maintained, all to the satisfaction of the Director of City Planning and Design, Building & Economic Development Department.

3. That the 45 Railroad Street Interpretation Plan prepared by ERA Architects, dated November 4, 2020, be received and that the interpretation strategy detailed therein be approved.

Overview:

- **The property at 45 Railroad Street (the Copeland-Chatterson/Dominion Skate Building) is designated under Part IV of the *Ontario Heritage Act* (the “Act”).**
- **In accordance with Section 33 of the *Ontario Heritage Act*, alterations to a designated property likely to affect its heritage attributes require written consent from the Council of the municipality in the form of a Heritage Permit.**
- **A Heritage Permit application for 45 Railroad Street was submitted on November 5, 2020 for Second Phase of Conservation Work and Revisions to Previously Approved Conservation Work at 45 Railroad Street.**
- **The heritage permit application is a revision to and expansion of the heritage permit previously approved in 2016 (HB055-2016).**
- **The property is associated with an approved site plan application (SP09-010.001) and will require further site plan submissions to incorporate the proposed changes to the site.**
- **This report recommends the approval of the Heritage Permit application for 45 Railroad Street subject to terms and conditions.**

Background:

The property at 45 Railroad Street is located on the west side of Mill Street North, south of Railroad Street. It contains an early 20th century industrial building known as the Copeland-Chatterson/Dominion Skate Building, which is currently comprised of a two-storey office building and the front façade of a former one-storey factory. The property was designated under Part IV of the Act as a property of cultural heritage value or interest.

On May 27 2016, a heritage permit application for a residential high-rise development that incorporates and rehabilitates the Copeland-Chatterson/Dominion Skate Building was submitted as part of site plan application SP09-010.001.

The proposal is for a residential high-rise development comprised a 27-storey and 25-storey tower on a three-storey podium that incorporates the Copeland-

Chatterson/Dominion Skate Building. The project will be completed in two phases, with the 27-storey building on the easterly portion of the proposal completed first, followed by the 25-storey building and two-storey apartment style dwellings on the westerly half of the property.

The application was supported by a heritage conservation plan and was approved with terms and conditions (Appendix A, HB055-2016), which included the specification of conservation work details, the submission of securities associated with the conservation work, and the submission of an Interpretation Plan. These conditions were fulfilled and the heritage permit was issued in the Fall of 2016.

The property is designated under Part IV of the Act through by-law 150-2015. In accordance with Section 33 of Act, alterations to a designated property likely to affect its heritage attributes require written consent from the Council of the municipality in the form of a Heritage Permit.

Policy Framework

The Planning Act

The *Planning Act* guides development in the Province of Ontario and states that municipalities must have regard for matters of provincial interest. The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest is identified under paragraph 2(d) of the *Planning Act* as a matter of provincial interest.

Provincial Policy Statement (2014)

The Provincial Policy Statement is issued under the authority of Section 3 of the Planning Act. The *Planning Act* requires that all decisions affecting land use planning be consistent with the Provincial Policy Statement.

Policies 1.7.1 d) and 2.6.1 of the Provincial Policy Statement direct that:

“Long-term economic prosperity should be supported by: d) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes”

“Significant built heritage resources and significant cultural heritage landscapes shall be conserved”

Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (2017) provides a framework for managing growth within the Greater Golden Horseshoe region. 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.”*

City of Brampton Official Plan

The City of Brampton Official Plan policies that are relevant in the context of this report and heritage permit application are:

4.10.1.8 Heritage resources will be protected and conserved in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada, the Appleton Charter for the Protection and Enhancement of the Built Environment and other recognized heritage protocols and standards. Protection, maintenance and stabilization of existing cultural heritage attributes and features over removal or replacement will be adopted as the core principles for all conservation projects.

4.10.1.9 Alteration, removal or demolition of heritage attributes on designated heritage properties will be avoided. Any proposal involving such works will require a heritage permit application to be submitted for the approval of the City.

Current Situation:

Heritage Permit:

ERA Architects submitted a complete Heritage Permit Application (Appendix B) on November 5, 2020 on behalf of the owners of 45 Railroad Street. In accordance with Section 33 of the Act, Council must respond to the application by February 2, 2021. ERA Architects submitted a revised Heritage Conservation Plan and Revised Interpretation Plan in support of the heritage permit application.

The heritage permit application reaffirms the approved 2016 alterations, rehabilitating the Copeland-Chatterson/Dominion Skate Building as a podium for a residential tower. Alterations to the original scope of work proposed in 2016 include the following:

Historic Two-Storey Former Office Component

- Retention of the central projecting bay (“bump out”) on the west elevation and corresponding rehabilitation and restoration work including:
 - Bricking in of basement windows on the west façade of the bump out using salvaged materials;
 - Bricking in of four windows on the south façade using salvaged materials;

- Introduction of new door openings on the north and south elevations to facilitate access into the building;
- Replication of remaining windows on the bump out; and,
- Repair of brickwork and foundation where required.
- Removal of the rooftop terrace and glass guard originally proposed to allow for an outdoor play area.

The central project bay of the two storey office component, referred to as the “bump out”, was originally proposed to be removed. Its retention ensures that even more of the property’s historic fabric will be retained and incorporated into the new development. The changes proposed to the bump out facilitate the rehabilitation of the building and are agreeable, especially as the bump out was originally proposed to be removed.

One-Storey Historic Factory Façade

- Replication of all historic windows sashes and frames with new wood, double-glazed window units;
- Relocation of proposed door openings; and,
- Conversion of two additional windows into doors to allow additional ingress/egress from the building, as well as corresponding brick repair.

The 2016 heritage permit application considered the replication of the window sashes. Due to the extensive nature of repairs which would be required and concerns about weather tight sealing between the new windows and original wood frames, the wood frames are also now proposed to be replicated in kind. The window hardware will be salvaged and installed on the basement windows so that, while not usable, the hardware will still be visible.

All conservation work will be carried out by a heritage conservation professional with at least five years of experience in each trade. Where required, the masonry will be rebuilt using bricks salvaged from the site and repointed with lime-based mortar to match existing.

In addition, the revised Interpretation Plan (Appendix C) provides further details and renderings for the proposed interpretation of the site, both interior and exterior. The Interpretation Plan for the site includes:

- Graphic window treatment on the exterior east elevation;
- Sculptural element on the exterior north yard; and,

- Architectural elements, object display, photographs and etched elevator surround in the interior lobby.

Heritage staff will continue to work with the applicant to determine the details of the Interpretation Plan as the project progresses. It is recommended that the revised Interpretation Plan be received and the interpretation strategy detailed therein be approved.

Heritage staff recommend the approval of the heritage permit subject to the following conditions:

- a. That the owner undertake all work substantially in accordance with the revised Conservation Plan by ERA Architects dated November 4, 2020 and in compliance with all applicable laws having jurisdiction and by retaining all necessary permits; and,
- b. That prior to the release of financial securities associated with the site plan application SP09-010.001 for 45 Railroad Street, the owner provide a letter, prepared and signed by a qualified heritage expert, certifying that all works as outlined in the approved Heritage Conservation Plan have been completed, and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Director of City Planning and Design, Building & Economic Development Department.

Corporate Implications:

Financial Implications:

None.

Other Implications:

None.

Term of Council Priorities:

This report meets the Term of Council Priorities by building on Brampton's commitment to sustainability by adaptively re-using existing building stock and contributing to sustainable growth.

Conclusion:

The Copeland-Chatterson/Dominion Skate Building is an important historic landmark in downtown Brampton. The conservation proposal, revised since its initial approval in 2016,

now includes the retention of more of the property's heritage fabric and provides clarification on the proposed interpretation strategy. Heritage staff have reviewed the Heritage Permit application for 45 Railroad Street and its accompanying documents. It is recommended that the Heritage Permit be approved subject to the terms and conditions recommended by Heritage staff.

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Attachments:

Appendix A – Correspondence 2016 45 Railroad Street Heritage Permit Application
Appendix B – 45 Railroad Street Heritage Permit Application
Appendix C – 45 Railroad Street Revised Interpretation Plan