

CITY OF HAMILTON

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

TO: Chair and Members Planning Committee	WARD(S) AFFECTED: WARD 1
COMMITTEE DATE: April 16, 2013	
SUBJECT/REPORT NO: Heritage Permit Application HP2013-005, Under Part IV of the <u>Ontario Heritage Act</u> , for Replacement of Windows at 1280 Main Street West (Hamilton) (McMaster University - University Hall) (PED13067) (Ward 1)	
SUBMITTED BY: Tim McCabe General Manager Planning and Economic Development Department	PREPARED BY: Meghan House (905) 546-2424 Ext. 1202
SIGNATURE:	

RECOMMENDATION

That Heritage Permit Application HP2013-005 be approved for replacement of windows at 1280 Main Street West (Hamilton) (McMaster University - University Hall), subject to the following conditions:

- (a) That documentation of the dimensions and installation methods for each type/size of the existing windows, as well as high-quality photographs of each façade of the building, shall be submitted, to the satisfaction and approval of Planning staff, prior to removal of any of the existing windows.
- (b) That at least three intact representative windows and hardware shall be retained and stored on site.

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- (c) That any damage to the stone around the window openings shall be reported to Planning staff, and that the methodology for the repair of any damage shall be submitted, to the satisfaction and approval of Planning staff, prior to repair.
- (d) That detailed shop drawings for the replacement windows shall be submitted, to the satisfaction and approval of Planning staff, prior to the removal of any of the existing windows.
- (e) That following approval of the shop drawings, a full mock-up of the proposed windows shall be installed in one window opening, to the satisfaction and approval of Planning staff, prior to the removal of any additional windows.
- (f) That any minor changes to the specifications for the replacement windows following Heritage Permit approval shall be submitted, to the satisfaction and approval of Planning staff, prior to commencement of the alterations.
- (g) That implementation of the alterations, in accordance with this approval, shall be completed no later than March 31, 2015. If the alterations are not completed by March 31, 2015, then this approval expires as of that date, and no alterations shall be undertaken without a new approval issued by the City of Hamilton.

EXECUTIVE SUMMARY

The subject property, located at 1280 Main Street West (Hamilton) (see the location map attached as Appendix "A"), is designated under Part IV of the Ontario Heritage Act.

The designation By-law describes the heritage attributes of the property as including six buildings (including the Alumni Memorial Building, Edwards Hall, Hamilton Hall, the Refectory, University Hall, and Wallingford Hall) and the landscape around and between the buildings (see the Reasons for Designation attached as Appendix "B").

Under the Ontario Heritage Act, a Heritage Permit is required for any alteration likely to affect the heritage attributes of the property. The applicant has applied for consent to replace the existing lead came windows in University Hall (see photographs attached as Appendix "C") with new aluminum frame windows in all the window openings, with the exception of the windows in Convocation Hall.

The Heritage Permit Review Sub-committee and the Hamilton Municipal Heritage Committee have reviewed this application, and have advised that the subject application be refused. Staff is recommending approval of the application.

Alternatives for Consideration - See Page 7.

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

Financial: None.

Staffing: None.

Legal: Section 33(1) of the Ontario Heritage Act states that no owner of property designated under Section 29 shall alter the property, or permit the alteration of the property if the alteration is likely to affect the property's heritage attributes, unless the owner applies to the Council of the municipality and receives consent, in writing, to the alteration. Council may:

- (i) Consent to the application;
- (ii) Consent to the application on terms and conditions; or,
- (iii) Refuse the application.

Section 33(15) of the Ontario Heritage Act states that the power to consent to an application to a property may be delegated by By-law to an employee or official of the municipality if the Council has established a Municipal Heritage Committee and consulted with the Committee prior to delegating the power. This power to consent to applications was granted to the Director of Planning by City of Hamilton By-law 05-364.

However, By-law No. 05-364 states that: "the delegated powers in Section 1 do not include the power to refuse an application", and Part (b) of the Council resolution at the time of approval of the draft By-law stated that "this delegation authority does not apply nor is it extended to any proposed decision by the Director of Development and Real Estate that is not in accordance with the recommendation of the Hamilton LACAC (Municipal Heritage Committee), the Heritage Permit Sub-committee, or any of the Conservation District Advisory Committees".

HISTORICAL BACKGROUND

The historic core of McMaster University was designated under Part IV of the Ontario Heritage Act by By-law 08-002. Prior to the passing of the designation By-law in 2008, the property was protected under a Notice of Intention to Designate, published in 1998. The designation By-law describes the heritage attributes as including six buildings

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(including the Alumni Memorial Building, Edwards Hall, Hamilton Hall, the Refectory, University Hall, and Wallingford Hall) and the landscape around and between the buildings (see Appendix “B”). The McMaster University campus originally comprised five buildings, including University Hall, built in 1930. University Hall is designed in the Collegiate Gothic style of architecture.

Heritage Permit applications have been submitted and approved for the property since the Notice of Intention to Designate, including a similar windows replacement project for Hamilton Hall approved by City Council in 2002. This previous Heritage Permit approval was conditional on full documentation of the original windows and retention of three representative windows with hardware.

At its meeting on March 21, 2013, the Hamilton Municipal Heritage Committee advised refusal of the subject application.

POLICY IMPLICATIONS/LEGISLATED REQUIREMENTS

City of Hamilton Official Plan:

Section C.6 - Heritage Resources of the former City of Hamilton Official Plan encourages the preservation, maintenance, reconstruction, restoration, and management of property considered to have historic, architectural, or aesthetic value (C.6.1). The recommendations of this Report meet the intent of this policy.

Urban Hamilton Official Plan:

Volume 1, Section 3.4 - Cultural Heritage Resources Policies of the Council-adopted (adopted July 9, 2009) Urban Hamilton Official Plan states that the City shall “protect and conserve the tangible cultural heritage resources of the City, including archaeological resources, built heritage resources, and cultural heritage landscapes” (Volume 1, 3.4.2.1(a)), and “identify cultural heritage resources through a continuing process of inventory, survey, and evaluation, as a basis for the wise management of these resources” (Volume 1, 3.4.2.1(b)). The policies also provide that the “City may, by By-law, designate individual and groups of properties of cultural heritage value under Parts IV and V, respectively, of the Ontario Heritage Act” (Volume 1, 3.4.2.3). The Urban Hamilton Official Plan has been approved by the Ministry of Municipal Affairs and Housing, but has been appealed in its entirety to the Ontario Municipal Board (OMB). While the Plan is not in full force and effect, these policies demonstrate Council’s commitment to the identification, protection, and conservation of the cultural heritage resources, and the recommendations of this Report do not conflict with these policies.

RELEVANT CONSULTATION

Pursuant to Sub-section 33(4) of the Ontario Heritage Act, Council must consult with the Hamilton Municipal Heritage Committee (HMHC) prior to making a decision with respect to the alteration of property under Part IV of the Ontario Heritage Act.

The Heritage Permit Review Sub-committee of the City of Hamilton Municipal Heritage Committee reviewed this proposal as a pre-submission consultation on November 28, 2012, Sub-committee members attended a site visit on December 7, 2012, and the application was again reviewed at Sub-committee meetings on December 12, 2012, and January 23, 2013.

The Sub-committee is not satisfied that the applicant has fully considered the full range of alternatives, and indicated an interest in further discussion of alternatives. On January 23, 2013, the Sub-committee passed the following motion:

“That without further mitigative measures or alternative options, as requested at the December 12, 2012, Heritage Permit Review Sub-committee meeting, the Heritage Permit Review Sub-committee cannot recommend approval of the application, as submitted.”

The applicant did not agree to hold the application in abeyance to allow for the further discussion of alternatives; therefore, the Heritage Permit Review Subcommittee has not recommended that the Heritage Permit application be approved, as submitted.

The Hamilton Municipal Heritage Committee reviewed the application at its meeting on March 21, 2013, and advised that the application be refused.

At its meeting on March 21, 2013, the Hamilton Municipal Heritage Committee advised that the application be refused, based on the following reasons:

- (i) Insufficient rationale/justification for the replacement of the windows;
- (ii) The existing windows appear to be in good condition, and a conditions assessment, by a qualified professional, should be prepared; and,
- (iii) The comfort concerns of the applicant have not been adequately studied, and alternative solutions have not been proposed.

ANALYSIS / RATIONALE FOR RECOMMENDATION

The applicant has proposed replacement of all of the existing lead came windows, except for the upper portions of the windows with stone tracery and the stained glass windows in Convocation Hall. The applicant has indicated that they also considered restoration of the existing windows and the installation of exterior or interior storm glazing. The applicant is of the opinion that restoration of the existing windows would not meet their objectives to reduce condensation on the interior of the windows and increase energy efficiency. The installation of exterior or interior storm glazing is physically limited by the design of the stone sills and trim, and would not accommodate the need for operational windows for occupant comfort. Staff is of the opinion that the addition of storm glazing would result in adverse impacts to, or displacement of, the stone window sills and trim and, depending on the installation details, may also create disruption effects to the character of the building.

Key factors that are considered in the evaluation of any change affecting a heritage building, or its setting, are: consideration of “displacement effects” (those adverse actions that result in the damage, loss, or removal of valued heritage features); and, “disruption effects” (those actions that result in detrimental changes to the setting or character of the heritage feature).

Displacement:

All the original lead came windows will be displaced from the building, except for the portions of the windows within stone tracery (see photographs in Appendix “C”). The stained glass windows in Convocation Hall will not be altered. The stone window frames/sills, mullions, and tracery will be retained, and will not be altered or adversely impacted by the removal of the existing windows and the installation of the new windows.

As mitigation for the removal of the existing windows, staff recommends that a detailed record of the existing windows be prepared, prior to the removal of the windows, including documentation of the dimensions and installation techniques for each type/size of window and high-quality photographs of each façade (see Recommendation (a)), as well as the retention of at least three intact representative windows and hardware (see Recommendation (b)). There is the potential for damage to the stone window sills and trim during removal of the existing windows and installation of the new windows; therefore, staff has recommended that the scope and methodology for any repair be approved by Planning staff prior to the repair being undertaken (see Recommendation (c)).

Disruption:

The proposed new aluminium windows will have a wider outside frame and, consequently, the daylight opening will be reduced by approximately 20%. The colour, configuration and profile of the existing lead comes will be reflected in the proposed applied lead strips on the exterior and interior of the outside pane of glass (see section drawings in Appendix "D"). The colour and finish of the aluminium frames has been chosen to mimic the existing oxidized lead.

The operational casement windows will have a wider outside frame (approximately 10% wider than the non-operational windows), and will be distinguishable from the non-operational windows; however, this difference between operational and non-operational windows currently exists with the original lead-pane windows. For all those windows with stone tracery at the top of the window, there will be a noticeable break between the rectangular lower portion and the tracery. The location of this break is at the same height as an existing break that is present in the design of the existing operational windows.

Staff is of the opinion that the design and finish of the proposed new aluminium window units will reflect the attributes of the original windows, and that there will be minimal disruption effects to the overall character of the building (see the photographs of similar window replacements at Hamilton Hall attached as Appendix "C"). Staff is recommending that the shop drawings be submitted to Planning staff for additional review (see Recommendation (d)), that a full mock-up be installed in one window opening (see Recommendation (e)), and that any changes to the design details be submitted for review, prior to installation (see Recommendation (f)).

ALTERNATIVES FOR CONSIDERATION

1. Refuse the Heritage Permit application.

Council may refuse the Heritage Permit application. This alternative is not recommended.

2. Approve the Heritage Permit with additional or amended conditions.

Council may approve this application with additional or amended conditions of approval other than the staff recommendations. This alternative is not recommended.

3. Approve the Heritage Permit with no conditions.

Council may approve this application with no conditions. This alternative is not recommended, as it would prevent the review by staff of additional details to ensure the appropriate implementation of the project details.

ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN:

Strategic Priority #1

A Prosperous and Healthy Community

WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

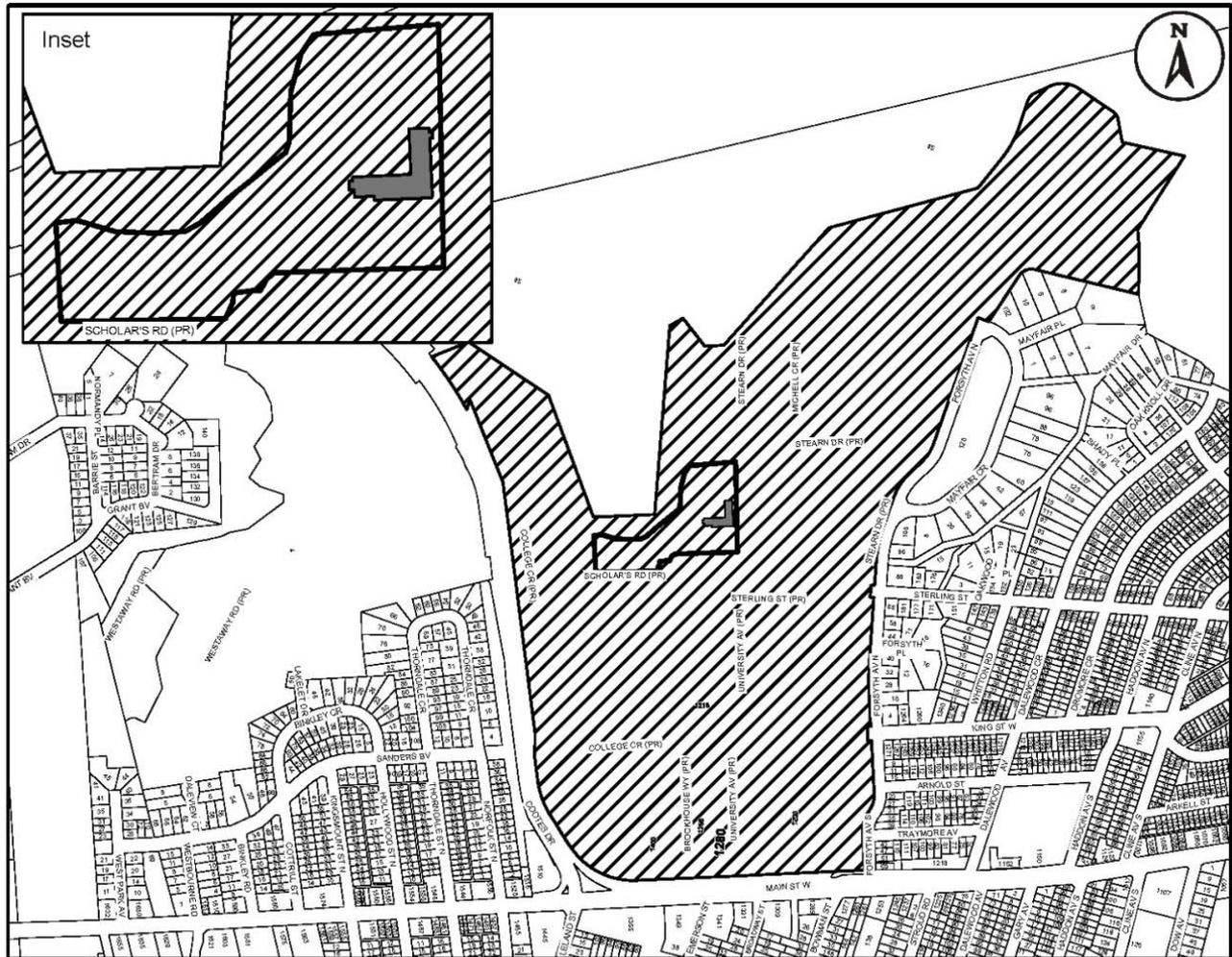
1.6 Enhance Overall Sustainability (financial, economic, social, and environmental).

APPENDICES / SCHEDULES

- Appendix "A": Location Map
- Appendix "B": Schedule "B" to By-law No. 08-002 (Reasons for Designation)
- Appendix "C": Photographs of University Hall and Hamilton Hall
- Appendix "D": Proposed New Window Sections

:MH

Attachs. (4)



● Site of the Application



Ward 1 Key Map

N.T.S.

Location Map



Hamilton

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT

File Name/Number:
HP2013-005

Date:
Mar. 6, 2013

Appendix "A"

Scale:
N.T.S.

Planner/Technician:
MH/DB

Subject Property

- 1280 Main Street West
- University Hall
- Area designated by By-law No. 08-002

Schedule "B" To By-law No. 08-002

1280 Main Street West
McMaster University: Historic Core (University Hall, Hamilton Hall, Wallingford Hall, Edwards Hall, the Refectory and the Alumni Memorial Building)

REASONS FOR DESIGNATION

CONTEXT

The historic core of the main campus of the present-day McMaster University comprises a cluster of five Collegiate Gothic brick and stone buildings opened in 1930 (University Hall, Hamilton Hall, the Refectory, Wallingford Hall, Edwards Hall and the Alumni Memorial Building, built 20 years later in a similar style). Placed informally in partially enclosed quadrangle configurations, these stylistically unified buildings loosely follow the irregular edge of the heavily wooded ravine area forming the northern boundary of the campus. Though not part of the original complex, the modestly scaled Alumni Memorial Building (1951) fits unobtrusively into its setting, standing on a triangular pocket of sloping land bounded by the ravine to the west, University Hall and Hamilton Hall to the south, and Edwards Hall to the east. With the exception of the greenhouse added in the late 1960's, the historic core has essentially retained its original character, notably, the harmonious relationship between the buildings and landscape.

The planners for the original Hamilton campus of McMaster University envisaged a seat of higher learning set in parklike surroundings, a concept developed as part of a larger beautification scheme encompassing Cootes Paradise, the Royal Botanical Gardens and a grand north-western entrance to Hamilton. The original landscaping plan for the McMaster campus by Dunnington-Grubb, one of Ontario's foremost landscape gardening and design firms, carefully sited the buildings to take full advantage of the natural setting, described at the time as "one of the most beautiful natural ravines in Canada".

HISTORY

McMaster was founded in 1887 in Toronto as a small Baptist university devoted to arts and theology, named after its founder and first benefactor, Senator William McMaster. A campaign to bring McMaster University to Hamilton concluded successfully in 1927, when McMaster accepted the City's donation of a magnificent site just west of the emerging suburb of Westdale, to be landscaped by its Parks Board, together with a gift of \$500,000 from the citizens of Hamilton to build a science building.

The transplanted McMaster University re-opened in 1930 with Howard P. Whidden as its first chancellor and a combined faculty and student population of about 650. It soon ranked as one of the principal institutions of higher learning in the province, becoming a non-denominational institution in 1957.

The original cluster of five buildings, all erected in 1929-1930, comprised University Hall (arts and administration building), which included a library and auditorium (Convocation Hall), Hamilton Hall (science building), Edwards Hall (men's residence), Wallingford Hall (women's residence), the Refectory (dining hall and central heating plant). Erected in 1949-1951, the Alumni Memorial Building was built largely with funds pledged by alumni and undergraduates to honour the 54 students and graduates who lost their lives in the first and second world wars. It originally housed a cafeteria (the Buttery), men's and women's lounges, a common room (Memorial Hall) and offices for the Alumni Association.

ARCHITECTURE

Designed by the noted architect, William Lyon Somerville, in association with J. Francis Brown & Son (original complex) and Bruce Brown and Brisley in collaboration with W.L. Somerville (Alumni Memorial Building), all six buildings rank as very good examples of the Collegiate Gothic style. The architects followed a stylistic precedent established for new buildings on other Canadian university campuses, which took their inspiration both from the medieval colleges of Oxford and Cambridge and the late 19th early 20th century American campus buildings influenced by this tradition. The McMaster buildings are cited in a recent national survey of Collegiate Gothic architecture, along with several other important examples. The two main buildings, University Hall and Hamilton Hall, were described by the art historian and McMaster graduate, Robert Hubbard, as "probably the best Gothic group in Canada", after parts of Victoria College and Hart House. They are distinguished by their stone exteriors: rock-faced ashlar with dressed stone trim and carved ornamentation. The other four buildings are brick masonry with stone trim.

DESIGNATED FEATURES

The boundaries of the designated property extend from the west side of Wallingford Hall to the east side of University Hall and Edwards Hall and from Scholar's Road to the ravine edge and the north side of Edwards Hall; it also includes Hamilton Hall, the Refectory and the Alumni Memorial Building.

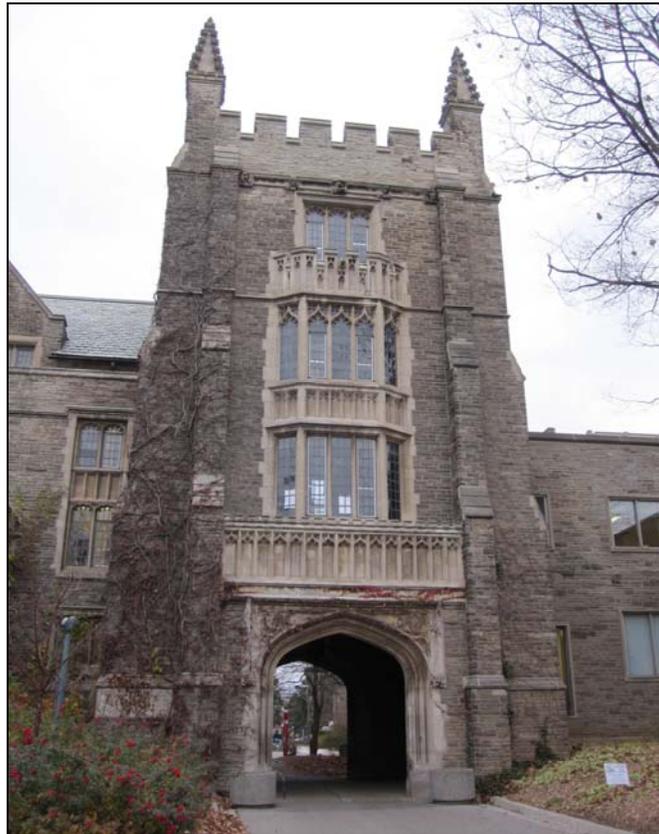
Important to the preservation of this cluster of six buildings are:

- the original architectural materials and features of the façades and roofs of all six buildings, including the stone ashlar and brick masonry walls; cut stone door/ window surrounds, mullions and tracery; stone entrance steps, carved stone ornamentation, wrought-ironwork (notably the entrance doors of University Hall and Hamilton Hall).
- the landscaped open space within the boundaries defined above, including the low stone wall with the Tudor archway linking University Hall and Edwards Hall.

Also important to the preservation of University Hall, the Refectory and the Alumni Memorial Building are the interior spaces identified respectively as Convocation Hall, the Refectory Dining Hall and Memorial Hall and all of their original architectural finishes and features.



South Façade of University Hall with tower to the right



Tower at southeast corner of University Hall



University Hall - front entrance detail.



University Hall - westerly portion of the front façade.



University Hall - detail of the existing windows on the lower level



University Hall - detail of the existing windows on the lower levels



Hamilton Hall - windows replaced in 2002 with aluminum windows similar to those currently proposed for University Hall.



Hamilton Hall - lower sashes replaced in 2002, note the mix of operational, casement window and fixed windows

