

TORONTO STAFF REPORT

October 20, 2005

To: Toronto Preservation Board
Toronto and East York Community Council

From: Director, Policy & Research, City Planning Division

Subject: 430 Broadview Avenue and 548, 550 and 558 Gerrard St. E.– Bridgepoint Health – (Don Jail, Governor’s House, Gate Keeper’s House and St. Matthews Lawn Bowling Club) - Intention to Designate under Part IV of the *Ontario Heritage Act* and Approval of Alterations to Designated and Heritage Buildings
Toronto-Danforth - Ward 30

Purpose:

That Council state its intention to designate the property at 548 Gerrard Street East (St. Mathews Lawn Bowling Club) under Part IV of the Ontario Heritage Act and approve alterations to the heritage property (St. Matthews Lawn Bowling Club) and the Designated Property (Don Jail, Governor's House and Gate Keeper's House) resulting from a development proposal submitted by Bridgepoint Health.

Financial Implications and Impact Statement:

There may be costs to the City to rehabilitate and maintain two heritage buildings (Governor’s House and Gate Keeper’s House) that will eventually be transferred to City ownership as a result to the adoption of the approval of this development. Bridgepoint Health will be required to correct significant deficiencies in the buildings prior to transfer to the City, but after the transfer there will be continuing maintenance costs and potential costs to refurbish the buildings for other uses. Such costs, which may be offset by lease revenues to the City, cannot be estimated at this time.

The cost of publishing the notice of intention to designate the St Matthew’s Lawn Bowling Club building in the daily newspaper is included in the approved 2005 City Planning Division budget.

Recommendations:

It is recommended that:

- (1) City Council state its intention to designate the property at 548 Gerrard Street East (St. Matthew's Lawn Bowling Club) under Part IV of the *Ontario Heritage Act*;
- (2) if there are no objections to the designation in accordance with Section 29(6) of the *Ontario Heritage Act*, the solicitor be authorized to introduce the Bills in Council designating the property under Part IV of the *Ontario Heritage Act*;
- (3) if there are any objections in accordance with Section 29(7) of the *Ontario Heritage Act*, the City Clerk be directed to refer the proposed designation to the Conservation Review Board;
- (4) provided that the applicable amendments to the Official Plan and the Zoning By-law and related land transactions are approved, Council authorize the relocation of the St. Matthew's Lawn Bowling Club building at the owner's expense and to a location, all of which is satisfactory to the General Manager, Parks Forestry and Recreation in consultation with the Manager, Heritage Preservation Services as contemplated as part of the Bridgepoint Health development proposal;
- (5) provided that the applicable amendments to the Official Plan and the Zoning By-law and related land transactions are approved, the alterations to the heritage property (St. Matthew's Lawn Bowling Club) and the alterations to property designated under Part IV of the Ontario Heritage Act (Don Jail, Governor's House, Gate Keeper's House) be approved substantially in accordance with the plans and drawings prepared by Urban Strategies Inc. for the redevelopment of the Bridgepoint Health – Don Jail Site dated October 2005, subject to the owner:
 - (a) prior to final Site Plan Approval for the new hospital:
 - (i) presenting detailed plans on the alterations to the Don Jail to the Toronto Preservation Board;
 - (ii) providing a detailed landscape plan to the satisfaction of the Manager, Heritage Preservation Services;
 - (iii) conducting a Stage 2 Archaeological Assessment in three locations: within 100 metres of the known structures (buildings) identified through historical research; in the parking lot north of the jail and in the zones identified as having Aboriginal pre-European contact potential;
 - (iv) entering into agreement(s) to provide for, at the owner's expense and to the satisfaction of the Manager, Heritage Preservation Services:

- (1) the correction of significant deficiencies in the Governor's House and the Gate Keeper's House prior to the transfer to City ownership;
 - (2) the relocation of the Lawn Bowling Club House;
 - (3) the preservation and relocation of the existing entrances structures for the existing Riverdale Hospital building and the interior mosaic mural;
 - (4) implement the recommendations of the Stage 2 Archaeological Assessment;
- (b) prior to the issuance of the any building permit, including permits for demolition, excavation and shoring for the new hospital and/or the Don Jail:
- (i) providing a Conservation Plan prepared by a qualified heritage architect detailing interventions, mitigation measures and conservation work to the Don Jail to the satisfaction of the Manager, Heritage Preservation Services;
 - (ii) providing an Interpretation Plan that addresses the Don Jail, the evolution of the site and the history of the Riverdale Hospital/Bridgepoint; and
 - (iii) providing financial security in an amount and form satisfactory to the Chief Planner for protection of the Don Jail and implementation of the Conservation and Interpretation Plans and to secure the relocation of the existing entrance structures and the mosaic mural of the Riverdale Hospital building;
 - (iv) satisfying the recommendations arising from the Stage 2 Archaeological Assessment to the satisfaction of the Manager, Heritage Preservation Services; and
 - (v) enter into such agreements as may be necessary to amend existing Heritage Easement Agreement(s) on the property;
- (c) providing final plans for alterations to the Don Jail and for the facades of the new buildings in the Historic Don Jail Treatment Zone as defined in the Bridgepoint Health Don Jail Site Master Plan Urban Design Guidelines to the satisfaction of the Manager, Heritage Preservation;
- (6) prior to the issuance of a demolition permit for the Riverdale Hospital Building, the owner will provide documentation of that building to the satisfaction of the Manager, Heritage Preservation Services;

- (7) upon completion of the project, the applicant will supply the necessary replacement photographs for the City's Heritage Easement Agreement to the satisfaction of the Manager, Heritage Preservation Services;
- (8) City Council consider this report when it considers related reports respecting the Bridgepoint Health as submitted to the Toronto and East York Community Council from the Director Community Planning, East District for consideration at its meeting November 15, 2005 and as submitted to the Administration Committee from the Chief Corporate Officer for consideration at its meeting November 7, 2005;
- (9) the appropriate City Officials be authorized and directed to take necessary action to give effect thereto.

Background:

The property is located on the west side of Broadview Avenue and the north side of Gerrard Street East as shown in Attachment No. 1. The property includes the following heritage structures as shown in Attachment No. 2:

- Don Jail – constructed 1859 to 1864 –designated by City By-law No. 410-00 under Part IV of the *Ontario Heritage Act*, July 6, 2000; and protected by a Heritage Easement Agreement (HEA) with the City registered as Instrument No. CA764578;
- Governor's House – constructed in 1888 - designated by By-law No. 411-00, July 6, 2000;
- Gate Keeper's House – constructed circa 1865 – designated by By-law No. 410-00, July 6, 2000; and
- St. Matthew's Lawn Bowling Club – constructed 1906 – listed by Council in the City's Inventory on July 8, 9 and 10, 1998.

The HEA for the Don Jail includes guidelines governing permitted alterations to that building. In addition, there is a HEA held by the Ontario Heritage Trust on the Don Jail, the Governor's House and the Gate Keeper's House.

Although the Riverdale Hospital structure, constructed 1961-63 according to the plans of Chapman and Hurst, Architects, is neither listed nor designated, the building is of interest as a modern heritage structure.

The heritage resources of this site include a significant archaeological potential associated with the Jail, the hospital, European settlement and pre-contact aboriginal occupation of the area.

Comments:

The Proposal

The owner, Bridgepoint Hospital, has submitted an application to amend the Official Plan and the Zoning By-law. Community Planning as well as Real Estate Services have advised that concurrent reports will be brought forward for consideration at the November 17, 2005 meeting of the Toronto and East York Community Council with recommendations regarding the development proposal.

The application proposes the construction of a new hospital building, integrated with a readapted Don Jail, shown as parcel A on the Parcel and Road Plan of Attachment No. 3. The new Don Jail building would be demolished and replaced by a development site (parcel D). The existing Riverdale Hospital Building would be demolished and replaced by a development site (parcel B) and a new road and vehicle turnaround for the hospital. The St. Matthew's Lawn Bowling Club Building is proposed to be moved and a portion of that site used for development (parcel E). In exchange for the lawn bowling site, the hospital is proposing to give land that it owns in front of the Don Jail, together with the Governor's House and the Gate Keeper's House (parcel F) to the City. This land is proposed to be combined with a large portion of the existing Don Jail Road right of way to create a public park to the south of the Don Jail. A new Don Jail Avenue would be created, intersecting with the St. Matthew's Road. The latter road will provide truck and loading access to the west side of the proposed Hospital building.

As shown on the Building Envelope and Height Plan in Attachment No. 3, the new Hospital building is proposed to be twelve storeys in height and to be connected by a two storey structure consisting of an atrium to the rear and west side of the Don Jail. The Hospital is committed to holding an architectural design competition for the new Hospital building to ensure that the building will be a significant landmark. Two program spaces, two storeys in height, will be constructed to the rear of the Don Jail and connected to the Jail by the atrium structure. The proposed building on parcel E has been reduced from the initial proposal from twelve to eight storeys. The proposed buildings on parcels D and C are also eight storeys. The relationship of the height and massing of new buildings to the Don Jail is shown on the South Elevation of Attachment No. 3.

In support of the application, the owner has submitted a number of studies, including Urban Design Guidelines, extracts of which are included in Attachment No. 3, a Heritage Impact Statement (Attachment No. 4) and a Condition Assessment of the Governor's House, the Gatekeeper's House and the St. Matthew's Lawn Bowling Club building.

The Urban Design Guidelines propose that the open space area to the south of the Don Jail be a formal landscaped forecourt that preserves views of the Jail. In addition, the Guidelines propose that new building facades that face this forecourt and the Riverdale Library (the "Historic Don Jail Treatment Zone") must be sympathetic, in design and materials, to the heritage buildings.

The Heritage Impact Statement provides a preliminary proposal for hospital uses for the readapted Don Jail. The owner has committed to providing a Conservation Plan when detailed plans are developed and to work in accordance with recognized heritage conservation principles.

The Condition Assessment report identified some significant deficiencies in the existing condition of the Governor's and Gatekeeper's houses. There were no deficiencies in the Lawn Bowling Club building.

Heritage Evaluation

Don Jail

The proposed development by Bridgepoint retains and readapts one of the most significant heritage resources in the City – the Don Jail. Although the proposed plans for the Jail are conceptual, staff is satisfied that, at this stage of the planning and heritage approval process, the proposed development retains this heritage resources in a manner that conserves essential heritage characteristics of the building and enhances its context while opening it to the public. In addition, the plans show that the readapted Don Jail will be an integral component of the new Hospital and will not be left unused as it has been over the last few decades.

The Heritage Easement Agreements (HEAs) held by both the City and the Ontario Heritage Trust, contains principles and guidelines addressing potential alterations to the building so that the building's essential heritage characteristics are maintained. Since the plans accompanying this application are conceptual, more details are required before determining whether any amendments to the HEA are required. Such amendments would require Council's approval after consultation with the Toronto Preservation Board. In addition, staff recommends that more detailed plans for the Don Jail be presented to the Toronto Preservation Board prior to Site Plan Approval.

It is also recommended that a Conservation Plan for the Jail be prepared prior to the issuance of any building permit. This Plan will detail the impacts of the proposed development on the Jail's heritage character and the methods employed to mitigate those impacts and conserve the building. This would include details about the atrium structure and the spaces to be constructed north of the building. It is recommended that financial security be posted prior to the issuance of a building permit to ensure implementation of the Conservation Plan.

The plans submitted by the applicant show that the setting for the Don Jail will be enhanced through the creation of a public park immediately south of the Jail and that the architectural designs of the facades bordering the park (the Historic Don Jail Treatment Zone as shown in the Urban Design Guidelines) be sympathetic to the heritage buildings. Staff recommends that landscape plans be to the satisfaction of the Manager, Heritage Preservation Services, to ensure that the landscaping complements and maintains views of the Jail. Staff also recommends that

plans for the facades of buildings in the Historic Don Jail Treatment Zone be to the satisfaction of the Manager, Heritage Preservation Services.

Governor's and Gate Keeper's Houses

In the proposed development, the Governor's House and the Gate Keeper's House will be given to the City for retention in situ and for uses to be determined by the City. The Condition Assessment Report shows that there are some significant deficiencies in the buildings relating primarily to roofing, waterproofing of foundations and pointing of masonry. Since these structures, which are important for their historical association with the Don Jail, will be transferred to City ownership, staff recommends that significant deficiencies, to be determined in consultation with City staff, be corrected at the owner's expense prior to transfer to the City.

A number of potential uses for these two buildings were identified during the review of this proposal. However, it cannot be determined at this time whether the revenue generated from such users will fully offset the costs to the City of assuming responsibility for these two buildings.

St. Matthew's Lawn Bowling Club

The proposal shows the relocation of this building off-site. The Parks Division is assessing locations for this structure that involve its use for parks related purposes. While retention of heritage buildings on their original site is an important heritage principle, staff supports the relocation of this building to achieve restoration and reuse of the Jail. This support is subject to the owner entering into an agreement to pay for the relocation costs for this building and the new site being satisfactory to the Manager, Heritage Preservation Services and the General Manager, Parks Forestry and Recreation.

Since this building is currently listed in the City's Inventory of Heritage Properties, staff recommends that it be designated under Part IV of the Ontario Heritage Act to ensure that sufficient protection is provided for its preservation.

The following Statement of Reasons for Designation is intended for publication according to the provisions of the *Ontario Heritage Act*. The Reasons for Designation are attached (Attachment No. 5) and include a description of the heritage attributes of the property. The complete Reasons for Designation will be served on the property owner and the Ontario Heritage Trust and included in the designating by-law.

Statement of Reasons for Designation:

The property at 548 Gerrard Street East is worthy of designation under Part IV of the *Ontario Heritage Act* for its cultural resource value or interest. Completed by 1906 and attributed to City Architect Robert McCallum, St. Matthew's Lawn Bowling Club is of architectural, historical and contextual significance as an important example of vernacular architecture that contributed to the development of the Riverdale neighbourhood.

The Reasons for Designation, including a description of the heritage attributes of the property, are available for viewing from the City Clerk's Department or from Heritage Preservation Services, Policy and Research, City Planning Division, City of Toronto.

Riverdale Hospital Building

The applicant proposes to demolish the Riverdale Hospital Building although it will be retained until patients are moved into the new building. During the lengthy review and evaluation of this development proposal, city staff expressed concern about the loss of this building and requested that the applicant assess the impact of retaining the Riverdale Hospital Building on the site and converting it to uses other than a hospital use. The analysis indicated that the building cannot be readapted for hospital uses and that its retention would seriously compromise the new hospital building, the ability to service that building and the adaptive reuse of the Don Jail. Staff accepts the results of this analysis and is prepared to accept its demolition subject to the retention of several significant features. These features include the "mushroom" entrance pieces and the Saico glass mosaic mural that is located on the ground floor of the interior of this structure. These features are recommended for incorporation in publicly accessible areas of the new development in a manner satisfactory to the Manager, Heritage Preservation Services.

Conclusions:

Bridgepoint Hospital is proposing a comprehensive plan for the redevelopment of the area north of Gerrard Street East and west of Broadview Avenue which includes City owned lands. This redevelopment, which will integrate a formerly isolated area into the rest of the City, will result in a new hospital facility that includes the Don Jail. The applicant will be required to prepare and implement a Conservation Plan that details the restoration and adaptive reuse of the Jail. A new landscaped forecourt will be created to the south of the front façade of the Don Jail. This forecourt will give prominence to the Jail. As part of a land exchange to create the forecourt and realign roads, ownership of the Governor's house and the Gate Keeper's house will be transferred to the City. Significant deficiencies in the Governor's House and the Gate Keeper's house will be corrected at the owner's expense prior to transfer to the City. The St. Mathew's Lawn Bowling Club building will be relocated at the owner's expense. Selected features from the Riverdale Hospital building will be incorporated in the new development.

Staff recommends that it is appropriate at this time for Council to give heritage approval to this proposal. This involves approving, subject to conditions, alterations to the St. Matthew's Lawn

Bowling Club building and the Don Jail as shown in the plans prepared by Urban Strategies Inc. dated October 2005. Staff also recommends that it is appropriate for Council to express its intent to designate the St. Matthew's Lawn Bowling Club building under Part IV of the Ontario Heritage Act.

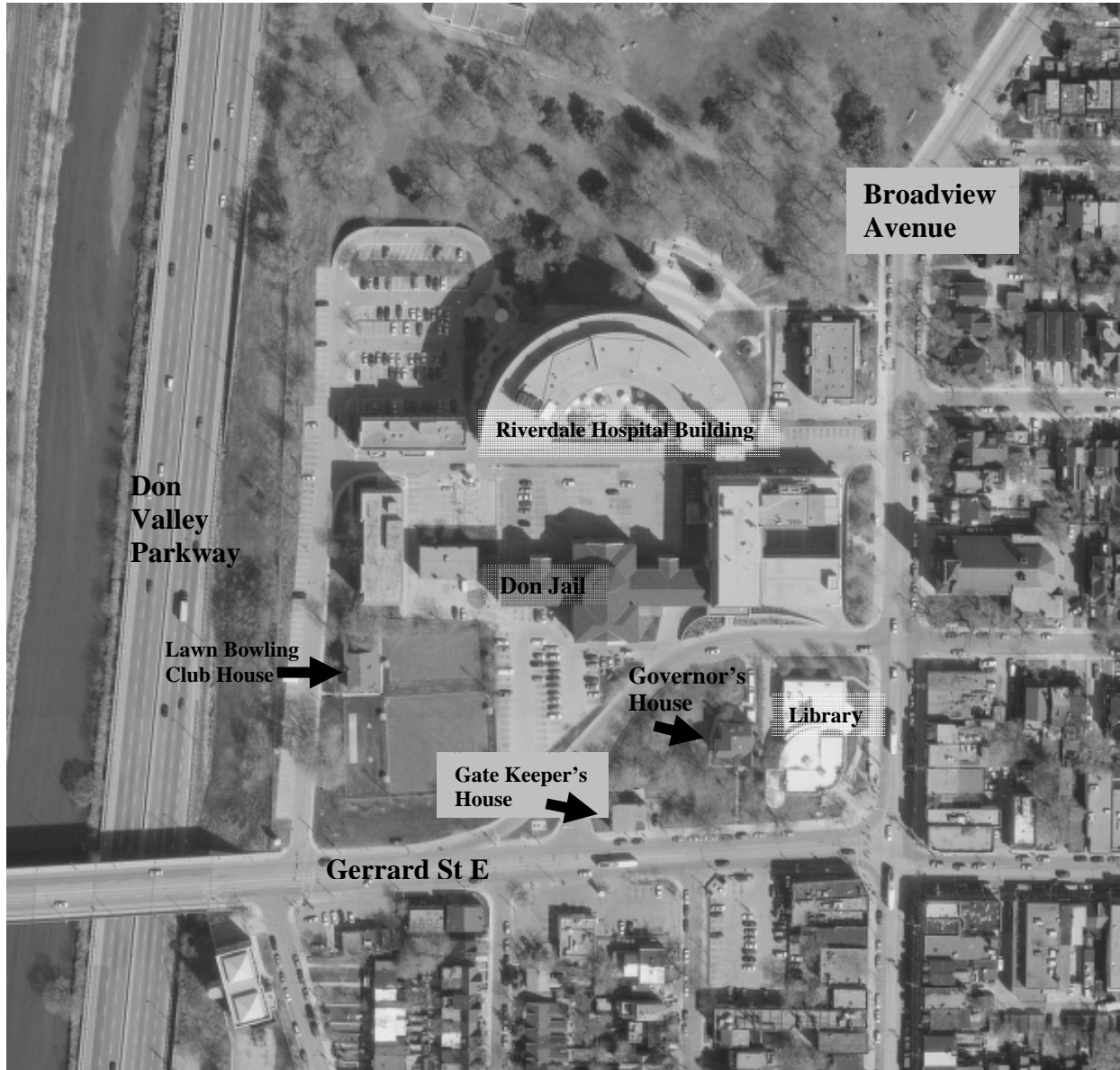
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Director, Policy & Research

List of Attachments:

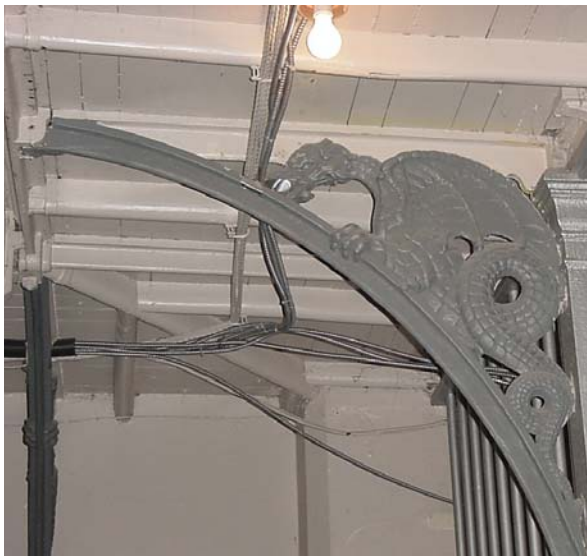
Attachment No. 1	Location Map (548, 550 & 558 Gerrard Street East)
Attachment No. 2	Photographs (548, 550 & 558 Gerrard Street East)
Attachment No. 3	Planning Application (548, 550 & 558 Gerrard Street East)
Attachment No. 4	Heritage Impact Statement (548, 550 & 558 Gerrard Street East)
Attachment No. 5	Reasons for Designation (548 Gerrard Street East)



Don Jail



Don Jail – Interior – Decorative Bracket



Don Jail – Front Door



548, 550 & 558 GERRARD STREET EAST
Photographs – Continued

ATTACHMENT NO. 2



← Governor's House

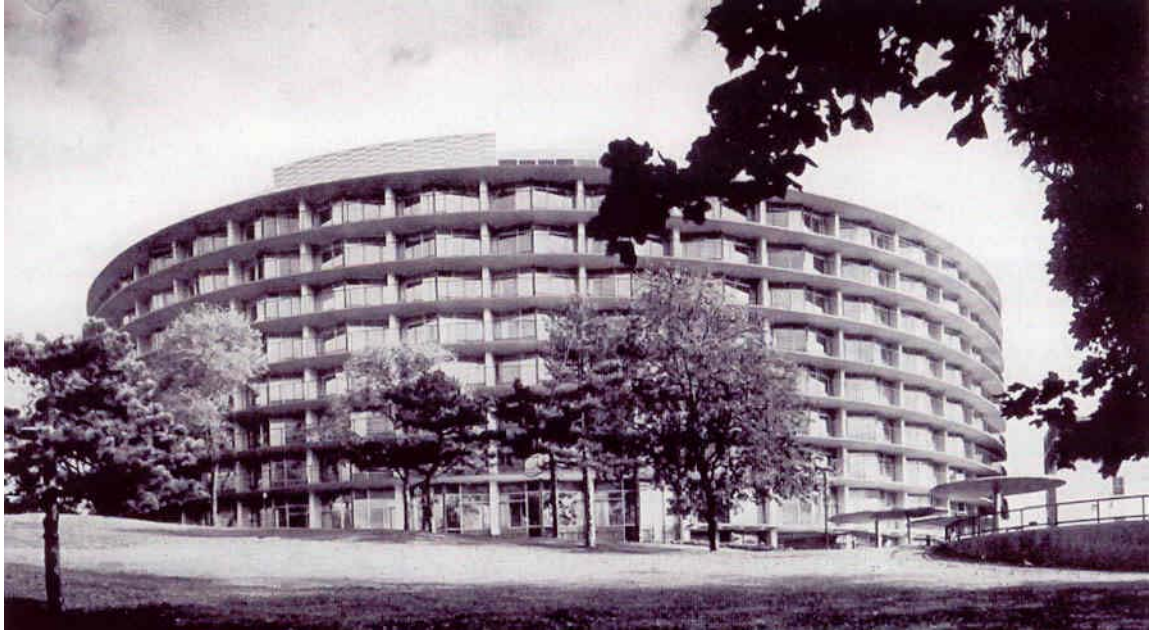
Gate Keeper's House →



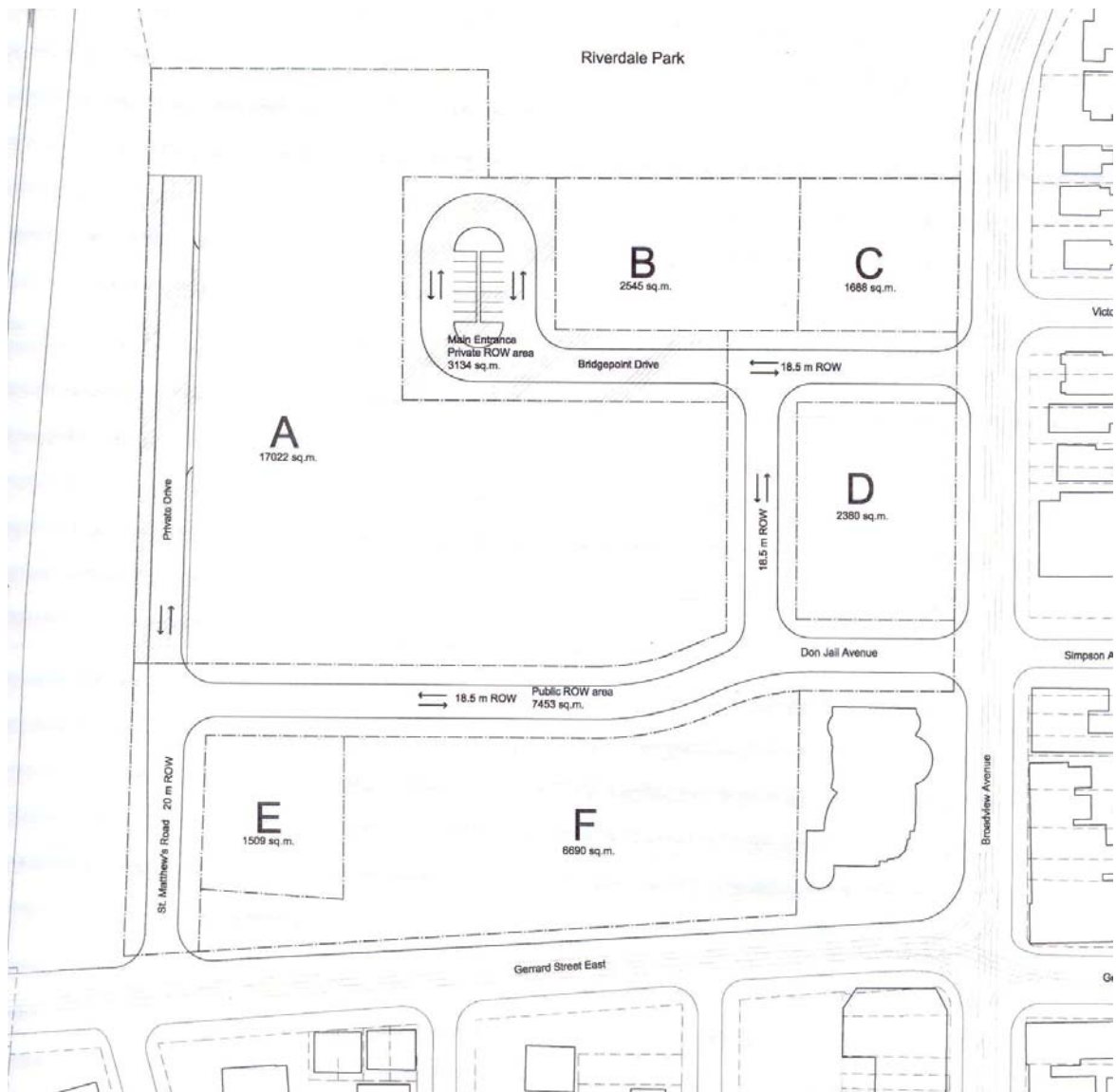
← St Mathew's Lawn
Bowling Club House



Riverdale Hospital Building

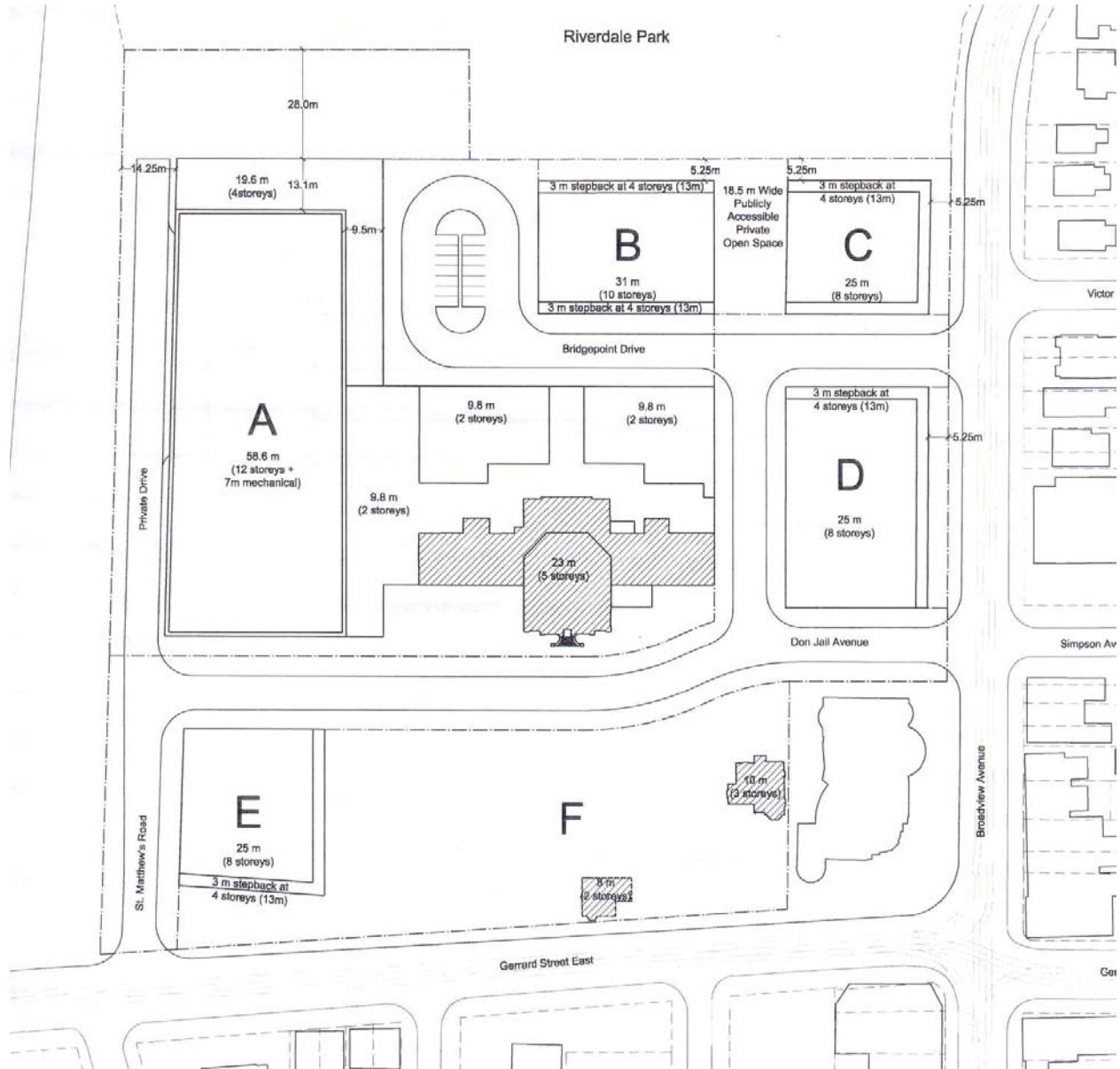


↑
← Entrance structures
“the mushrooms”



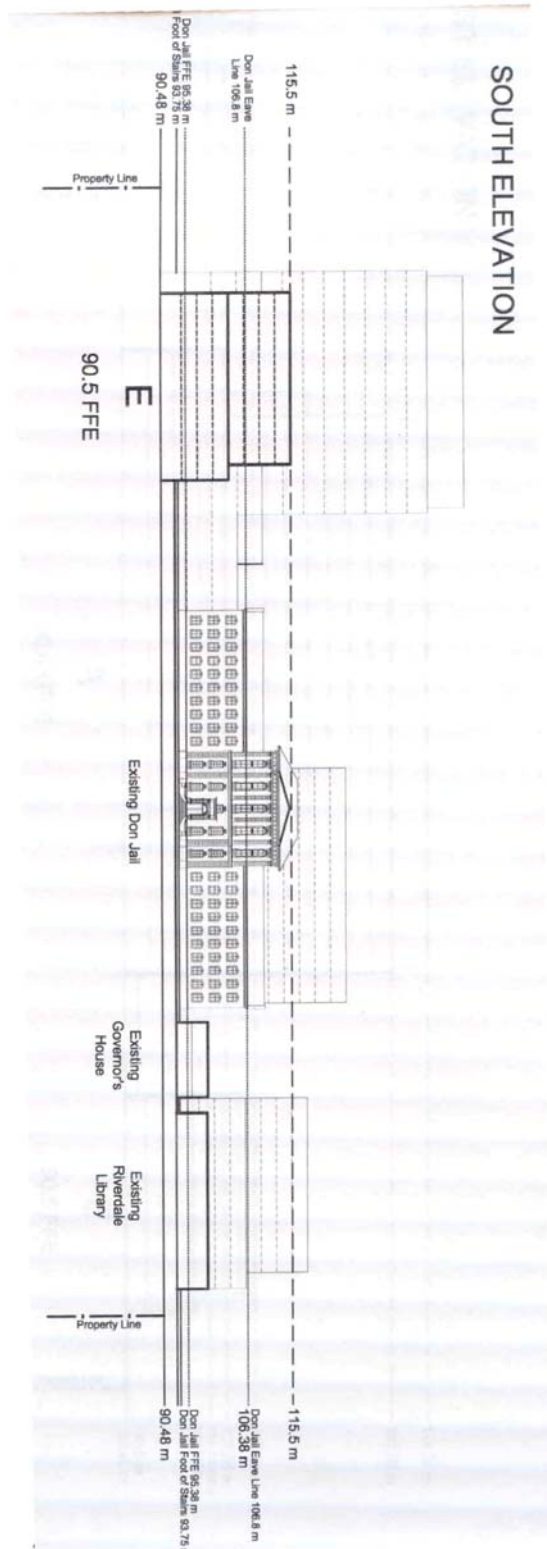
548, 550 & 558 GERRARD STREET EAST
Planning Application – Building Envelope and Height Plan

ATTACHMENT NO. 3



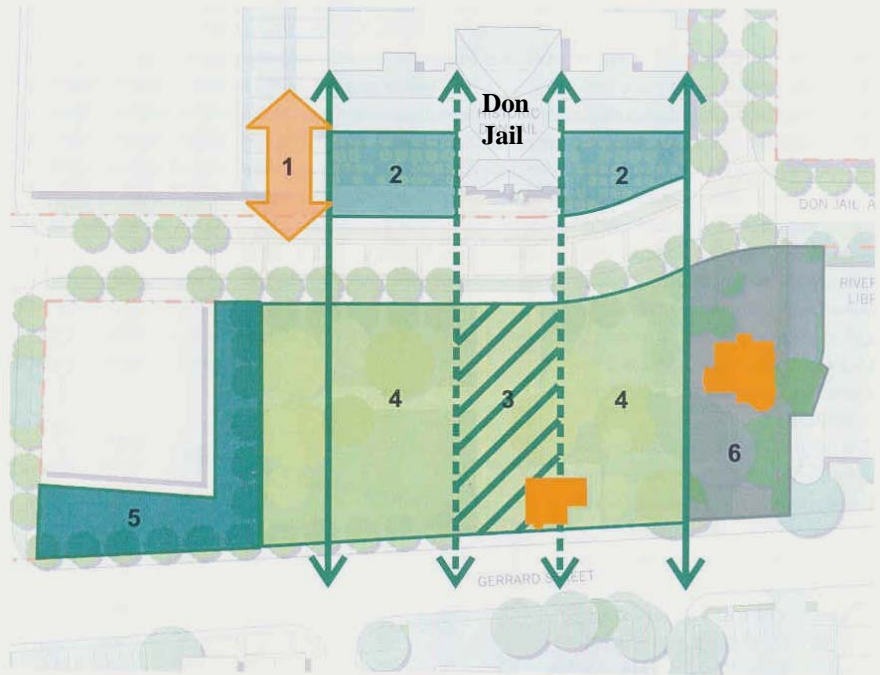
548, 550 & 558 GERRARD STREET EAST
Planning Application – South Elevation

ATTACHMENT NO. 3



Revitalize the cultural historic landscape

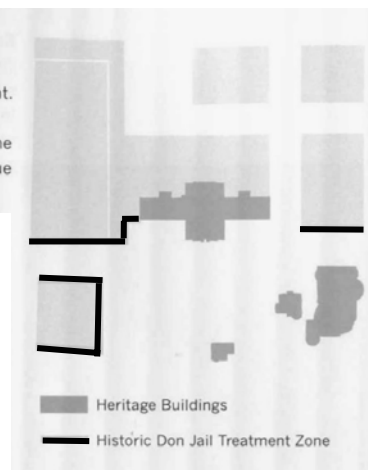
The public parklands beneath the St. Matthew's Lawn Bowling Club are replaced with an equally-sized public park in front of the adaptively re-used historic Don Jail. This formal green forecourt to the historic Don Jail is a meeting place for the neighbourhood and community. The park consists of several different spaces that reinforce the prominence of the historic Don Jail. The park also preserves the view of the historic Don Jail's Centre Block.



1. Hospital Entrance Architectural Feature
2. Heritage Garden Zones
3. Don Jail Landscape Zone: Preserved View Corridor
4. Don Jail Landscape Zone: Planted Area
5. Outdoor Animation Zone
6. Governor's House Heritage Building Zone

New development respects the historic Don Jail

The quality and character of new development near the historic Don Jail and fronting Don Jail Avenue support the primary moves to adapt, reuse and revitalize this important heritage element. The design and architectural treatment of the facades of the buildings that fall within this zone are sympathetic to the materials, proportion and rhythm of the historic Don Jail. In addition, the form of the south face of the new building planned for the northwest corner of Broadview Avenue and Don Jail Avenue respects the height and form of the Riverdale Public Library.



2.0 CONSERVATION STRATEGY

This masterplan redevelops the site bounded by Riverdale Park, Broadview Avenue, Gerrard Street East and the Don Valley (excluding the Riverdale Library). It is a comprehensive plan that serves to link the new hospital with the community, adaptively reuse the historic Don Jail, and provide new development sites and park space.

In this plan the new hospital is located on the northwest corner of the site overlooking the Don Valley and Riverdale Park (on the site on the original Isolation Hospital) and within the historic Don Jail. The historic Don Jail is to be retrofitted to accommodate the uses integral to the operation of the hospital.

The current proposed uses for the historic Don Jail are as follows:

- Basement: I. T. Services, Facilities Management and Health Records;
- Ground Floor: I. T. Services, Research and Community Use;
- Second Floor: Finance and Occupational Health;
- Third Floor: Finance and Executive Administration; and
- Fourth Floor: Bridgepoint Community Rehabilitation.

The plan proposes a 2-storey addition to the north (rear) elevation of the historic Don Jail. The current proposed uses for this new addition are community related including, an auditorium, the Creative Preschool, Woodgreen Adult Day Area, Woodgreen Community Centre, a meeting room and central offices.

The north-south axis of the ground floor of the historic Don Jail is to be restored as a public access corridor. This corridor is to include the historic entrance on the south (primary) elevation, the rotunda and north-south corridor to the community related addition to the north.

The link between the new hospital and the historic Don Jail is to attach to the north elevation of the historic Don Jail. The height of the link is to be sympathetic to the heritage building, connecting to the historic Don Jail at or below the eave line. The current intent is to have an atrium like space between the historic Don Jail and the rear addition to create a clear division between the heritage and new construction and to display the historic north façade within the atrium.

There are to be several new development parcels on the site: two on the north edge of the site overlooking Riverdale Park, one at the current location of the Toronto Jail and one at the current location of the St. Matthew's Lawn Bowling Club.

This plan provides new vehicular and pedestrian access. North of the Don Jail a revised road, Bridgepoint Drive, is proposed to the main entrance of the new hospital as well as a north-south link to the new Don Jail Avenue. The Don Jail Road is to be

reconfigured to run east-west across the site in front of the historic Don Jail to St. Matthew's Road. All new roads are to have pedestrian access. As well, pedestrian paths are to be introduced running north-south adjacent to St. Matthew's Road, on axis with the historic Don Jail (and through the Jail) and between the developments on the north edge of the property, through to Riverdale Park.

This plan includes the demolition of the Riverdale Hospital, the Hastings Building, the South Building, the Laundry Building (Don Jail Annex), the former City Home apartment and the Toronto Jail. It also includes the relocation of the St. Matthew's Lawn Bowling Club. The Governor's House and Gatekeeper's House are to be turned over to the City of Toronto.

A new public park is to be created in front of the historic Don Jail in a manner that will preserve views of the heritage building and reaffirm the restored entry axis.

The heritage design issues are to be developed in continuing consultation with the City of Toronto Heritage Preservation Services and the Ontario Heritage Trust.

All heritage work is to be completed in accordance with to the Parks Canada *Standards and Guidelines for the Conservation of Historic Places*, the Ministry of Ontario's *Eight Guiding Principles in Conservation of Historic Properties*, and *The Appleton Charter for the Protection and Enhancement of the Built Environment*.

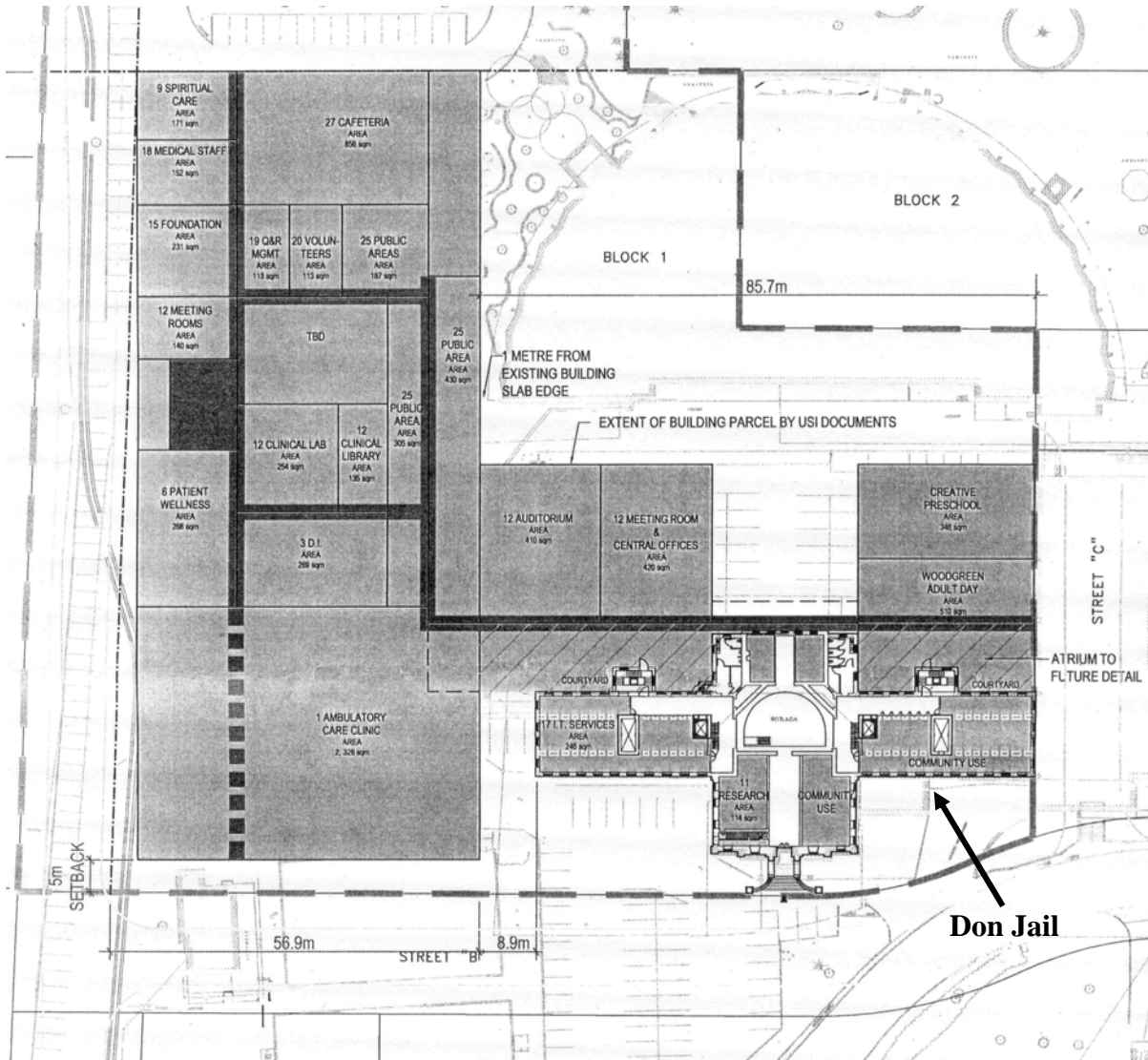
C O N C L U S I O N

Further clarification of the existing conditions and proposed alterations and additions for the interior and exterior of the property will be provided in the Conservation Plan. The work described in the Conservation Plan will be executed by qualified contractors experienced in working with heritage structures. The work will be specified and reviewed on site by the architect and heritage consultant.

Drawings for the conservation work will be submitted to Heritage Preservation Services as part of the Conservation Plan and building permit submission.

END OF HERITAGE IMPACT STATEMENT

Draft Ground Level Plan



Perkins Eastman Black

268 King Street West | Suite 500 | Toronto ON | M5V 1H8 | (416.508.1500 | (416.508.0641

— HIGH VOLTAGE HYDRO LINE

— DEVELOPMENT BLOCK

BRIDGEPOINT HEALTH |
HOSPITAL / JAIL / EXTENSION

SCALE: 1:750

DRAFT OCTOBER 5, 2005

The property at 548 Gerrard Street East is worthy of designation under Part IV of the *Ontario Heritage Act* for its cultural resource value or interest. Purportedly founded in 1899, historical records indicate that St. Matthew's Lawn Bowling Club was incorporated in 1905. A photograph in the possession of the club shows the site in operation in 1906 in Riverdale Park near the northeast corner of Gerrard Street East and St. Matthew's Road. Developed on property owned by the City of Toronto, the design of the clubhouse is attributed to Robert McCallum, City Architect.

St. Matthew's Lawn Bowling Club is architecturally, historically and contextually significant as an important example of vernacular architecture that contributed to the development of the Riverdale neighbourhood. The property at 548 Gerrard Street East was included on the City of Toronto Inventory of Heritage Properties in 1998.

The heritage attributes of St. Matthew's Lawn Bowling Club are found on the exterior walls and roof of the clubhouse. The wood frame cottage is clad with horizontal wood siding. With a rectangular plan, the building rises 1½ stories above a raised basement with an entrance on the south end. The clubhouse is covered by a gable roof with ventilators in the gable ends (north and south), a centre gable on the east façade, and a tall brick chimney on the west side. A single-storey hipped roof verandah wraps around the south, east and north facades to extend past the west wall of the building. The verandah has paired wood posts with brackets supported on brick piers, a decorative wood balustrade, and latticework screens along the base and at the north and west ends. The verandah is enclosed at the north end beneath a shed roof. Two entrances with wood doors are found on the east façade, and the south entry has double wood doors. Flat-headed window openings with double sash windows are introduced on all walls.