



**STAFF REPORT
ACTION REQUIRED**

Alterations to a Designated Heritage Property - 1001 Queen Street West

Date:	November 18, 2015
To:	Toronto Preservation Board Toronto and East York Community Council
From:	Chief Planner and Executive Director, City Planning Division
Wards:	Ward 19 – Trinity-Spadina
Reference Number:	P:\2015\Cluster B\PLN\TEYCC\TE15141

SUMMARY

This report recommends that City Council approve the conservation strategy described in this report for the heritage property at 1001 Queen Street West in conjunction with Phase 1C of a Site Plan application which includes the conservation of and alterations to the historic asylum wall. This phase of work also includes the construction of two new buildings on the property, new publicly accessible open spaces and new roads.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council approve the alterations to the heritage property at 1001 Queen Street West in accordance with Section 33 of the Ontario Heritage Act to allow for the removal of the northernmost bay of the historic east wall along Shaw Street and alterations to the south wall, with such alterations in accordance with the Conservation Plan prepared by ERA Architects Inc. dated October 14, 2015, and on file with the Senior Manager, Heritage Preservation Services, subject to the following conditions:
 - a. Prior to the issuance of Final Site Plan Approval for the property at 1001 Queen Street West, the owner shall:
 - i. Provide a Conservation Plan, prepared by a qualified heritage consultant, that is consistent with the conservation strategy set out

in the Conservation Plan for the property at 1001 Queen Street West prepared by ERA Architects Inc. dated October 14, 2015, to the satisfaction of the Senior Manager, Heritage Preservation Services;

- ii. Provide final site plan drawings including drawings related to the approved Conservation Plan required in Recommendation 1.a.i. in the report dated November 18, 2015 from the Chief Planner and Executive Director, City Planning Division to the satisfaction of the Senior Manager, Heritage Preservation Services;
- b. Prior to the issuance of any permit for all or any part of the property at 1001 Queen Street West, the applicant shall:
- i. Provide a Letter of Credit, including provisions for upwards indexing, in a form and amount and from a bank satisfactory to the Senior Manager, Heritage Preservation Services, to secure all conservation work included in the approved Conservation Plan;
- c. Within nine months of the date of Notice of Approval Conditions, the owner shall:
- i. Provide an Interpretation Plan to the satisfaction of the Senior Manager, Heritage Preservation Services;
- d. Prior to the release of the Letter of Credit required in Recommendation 1.b.i. in the report dated November 18, 2015 from the Director, Chief Planner and Executive Director, City Planning Division, the owner shall:
- i. Provide a letter of substantial completion, prepared and signed by a qualified heritage consultant, confirming that the required conservation work and the required interpretive work has been completed in accordance with the Conservation Plan and Interpretation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Preservation Services;
 - ii. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Senior Manager, Heritage Preservation Services.

Financial Impact

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

DECISION HISTORY

The property at 1001 Queen Street West is designated under Part IV of the Ontario Heritage Act by By-law No. 085-97, enacted by City Council on February 3, 1997 and is subject to a Heritage Easement Agreement registered on title as Instrument No. AT1289220 on October 25, 2006.

ISSUE BACKGROUND

Heritage Property

The historic wall borders the current Centre for Addiction and Mental Health (CAMH) complex at 1001 Queen Street West. The wall is the only surviving 19th century element from the Provincial Lunatic Asylum, originally situated on the site. The wall is dated to 1851 with additions through that decade and is strongly associated with the social and architectural history of Toronto.

Development Proposal

Project History

A Conservation Strategy dated May 19, 2004 was submitted as part of the first phase of development and is referenced in the Heritage Easement Agreement under Section 2.4 Permitted and Required Alterations. Subsequently, the construction of new buildings, a road and a park at the west end of the site was undertaken and a portion of the west wall was conserved in 2007. A Condition Assessment Update report was prepared for the remaining portions of the wall in 2009 and a conservation strategy to remove Bay 43 at the north portion of the east (Shaw Street) wall was supported by staff at that time.

The current phase of development, Phase 1C, involves the construction of clinical and research buildings and the introduction of roads and other infrastructure on the east portion of the site. Also included in this phase is the conservation of the east wall, a portion of the south wall and the east storage building and alterations to the wall in support of the redeveloped site.

Conservation Strategy

The current conservation strategy for the historic wall includes the preservation of the masonry wall from Segments 6 to 11 including repointing, cleaning, resetting of displaced stones, replacement of damaged/missing bricks, removal of cementitious material and installation of new flashings and stone caps.

Two modern additions flanking the east storage building in Segment 6 will be removed allowing for the restoration of the portions of the south wall that are currently concealed. Later openings will be bricked in, all masonry, original steel windows and doors will be conserved while the roofing, flashings and downspouts will be replaced.

Alterations

The rehabilitation of the wall includes the selective removal of portions of the east wall where openings currently exist to provide for road allowances. The areas affected are located in Segments 8 and 10.

In Segment 7, a bricked-in window in Bay 26 is proposed to be opened and a bricked-in window in Bay 28 is proposed to be opened and lowered for use as a doorway to connect to the Workman Park to the south.

The single northernmost bay of the east wall at Queen and Shaw Streets is proposed to be removed to improve the openness of the corner where a park will be situated. The selective removal of portions of the historic wall will provide a source of original material intended to support the preservation of the remaining sections of the wall.

Policy Framework

Planning Act and Provincial Policy Statement

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong, healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The Planning Act and the associated Provincial Policy Statement guide development in the province and they include provincial interests regarding heritage resources as described in the Provincial Policy Statement issued under the authority of Section 3 of the Planning Act. The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial policy-led planning system.

Provincial Policy Statement 2.6.1 directs that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved." Properties included on the City's Heritage Register are considered to be significant in this context. In the PPS 2014, conserved is defined as "the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act.

Official Plan

At the time the current site plan application was submitted, Official Plan Policy 3.1.5.2, which states that, "Heritage resources on properties listed on the City's Inventory of Heritage Properties will be conserved" was in force.

The most recent Official Plan consolidation of policies was in effect as of June 2015 including Official Plan Amendment 199 relating to heritage policies. HPS staff has also considered the proposal within the context of the consolidated Official Plan policies.

The Standards and Guidelines for the Conservation of Historic Places in Canada

In 2008 Toronto City Council adopted the Standards and Guidelines for the Conservation of Historic Places in Canada as the official document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City of Toronto. As defined in the Standards and Guidelines, this project includes the restoration and rehabilitation of the historic wall.

COMMENTS

While the proposed alterations to the wall are generally consistent with the approved 2004 Conservation Strategy referenced in the Heritage Easement Agreement and the 2009 Condition Assessment Update, approval in accordance with Section 33 of the Ontario Heritage Act is required.

Two large openings in the east wall were made in the 1970s for vehicular traffic. The current proposal to enlarge the existing north opening is required to accommodate the new road into the site from Shaw Street. Any bricks removed as part of the selective dismantling process that are found that have been inscribed by former patients will be salvaged and reused in the conservation of the wall.

The 2004 Conservation Strategy recommended that the majority of bricked-in windows be re-opened. Staff believes those openings contain significant social value in their bricked-in condition as representative of the isolation of the former patients from the outside world and are an important source for the interpretation of the wall. The current proposal showing the opening of only two bricked-in windows on the south wall, one of which will be lowered for use as a doorway, will provide access into the Workman Park while maintaining a minimal intervention approach.

While the removal of Bay 43 at Queen and Shaw Streets represents the loss of a very prominent portion of the historic wall, it is acknowledged that the condition of this bay is severely deteriorated due to water saturation, that there is an opportunity to open this corner to the new park and that the much-needed salvaged materials from the dismantling will be reused in the preservation of the wall in other areas. For these reasons, staff continues to support the 2009 Conservation Strategy recommending the dismantling of Bay 43.

The applicant will be required to provide an Interpretation Plan relating the history and original extent and configuration of the wall in parallel effort with the conservation work.

CONTACT

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SIGNATURE

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Chief Planner & Executive Director
City Planning Division

ATTACHMENTS

Attachment No. 1 – Location Map
Attachment No. 2 - Proposed Site Plan
Attachment No. 3 – East Workshop Photograph & Drawing
Attachment No. 4 – South Wall Drawing
Attachment No. 5 – East Wall Photograph & Drawing
Attachment No. 6 – North Bay East Wall Photograph & Drawing