

## **Alterations to a Designated Heritage Property - 2 Strachan Avenue**

**Date:** September 6, 2017

**To:** Toronto Preservation Board

Toronto and East York Community Council

**From:** Chief Planner and Executive Director, City Planning Division

**Wards:** Ward 19 - Trinity-Spadina

### **SUMMARY**

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This report recommends that City Council approve the conservation strategy generally described for the heritage property located at 2 Strachan Avenue (Officers' Quarters, Stanley Barracks). The current tenant is seeking to alter the Officers' Quarters to allow for the installation of an interior elevator and to modify one of the exterior bridges over the dry moat to allow for universal accessibility. The property is owned by the City of Toronto, but under a long-term lease agreement to Library Hotel Collection.

### **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning Division recommends that:

1. City Council approve the alterations to the heritage property at 2 Strachan Avenue in accordance with Section 33 of the Ontario Heritage Act, to allow for the installation of a new elevator and related modifications on the lands known municipally in the year 2017 as 2 Strachan Avenue, with such alterations substantially in accordance with plans and drawings dated June 8, 2017 prepared by ERA Architects Inc., on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated August 18, 2017, and on file with the Senior Manager, Heritage Preservation Services, all subject to and in accordance with a Conservation Plan satisfactory to the Senior Manager, Heritage Preservation Services and subject to the following additional conditions:
  - a. That prior to the issuance of any permit for all or any part of the property at 2 Strachan Avenue, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage building as are acceptable to the Senior Manager, Heritage Preservation Services the tenant:

1. Enter into a Heritage Easement Agreement with the City for the property at 2 Strachan Avenue in accordance with the plans and drawings dated June 8, 2017, prepared by ERA Architects Inc., and on file with the Senior Manager, Heritage Preservation Services, the Heritage Impact Assessment prepared by ERA Architects Inc., dated August 18, 2017, and in accordance with the Conservation Plan required in Recommendation 1.a.2 in the report September 6, 2017 from the Chief Planner and Executive Director, City Planning Division, to the satisfaction of the Senior Manager, Heritage Preservation Services including registration of such agreement to the satisfaction of the City Solicitor;

2. Provide a Conservation Plan, prepared by a qualified heritage consultant, that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 2 Strachan Avenue prepared by ERA Architects Inc., dated August 18, 2017, to the satisfaction of the Senior Manager, Heritage Preservation Services;

3. Provide a Lighting Plan that describes how the heritage property will be sensitively illuminated to enhance its heritage character to the satisfaction of the Senior Manager, Heritage Preservation Services and thereafter shall implement such Plan to the satisfaction of the Senior Manager Heritage Preservation Services;

4. Provide a Heritage Interpretation Plan for the subject property, to the satisfaction of the Senior Manager, Heritage Preservation Services and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Preservation Services;

5. Provide a Letter of Credit, including provision for upwards indexing, in a form and amount and from a bank satisfactory to the Senior Manager, Heritage Preservation Services to secure all work included in the approved Conservation Plan, Lighting Plan, and Heritage Interpretation Plan;

6. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 1.a.2 in the report September 6, 2017 from the Chief Planner and Executive Director, City Planning Division, including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Preservation Services.

2. That prior to the release of the Letter of Credit required in Recommendation 1.a.5 in the report September 6, 2017 from the Chief Planner and Executive Director, City Planning Division, the owner shall:

a. 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 Heritage Interpretation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Preservation Services;

b. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Senior Manager, Heritage Preservation Services.

## **FINANCIAL IMPACT**

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

## **DECISION HISTORY**

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The property at 2 Strachan Avenue (Officers' Quarters, Stanley Barracks) was listed on the inaugural City of Toronto Inventory of Heritage Properties in 1973 and designated under Part IV, Section 29 of the Ontario Heritage Act by former City of Toronto By-law No. 188-99.

On November 30, December 1, 2, 4, and 7, 2009 Toronto City Council entered into a 49-year lease agreement with HKH and authorized the 26-storey hotel development at Exhibition Place.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.EX36.3>

On May 6, 7 and 8, 2014, Toronto City Council stated its intention to amend former City of Toronto By-law No. 188-99 designating 2 Strachan Avenue ("Officers' Quarters, Stanley Barracks) under Part IV Section 30 of the Ontario Heritage Act and gave authority for the City to enter into a Heritage Easement Agreement to ensure the property's long-term protection.

<http://www.toronto.ca/legdocs/mmis/2014/te/bgrd/backgroundfile-67516.pdf>

## **ISSUE BACKGROUND**

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### **Development Proposal**

The Officers' Quarters, Stanley Barracks is under a long-term lease to Princes Gates Hotel Limited Partnership (the tenant). The tenant is currently building a 26-storey hotel building. The Officers' Quarters are included as part of the leased lands and are to be restored and rehabilitated as part of the development. The hotel development is nearing completion and the Officers' Quarters will be adaptively reused as a multi-purpose support building, restaurant and bar to complement the adjacent hotel facility. The proposed adaptive reuse will provide public washrooms, a commercial kitchen/catering facility, restaurant space and related office functions. The proposed elevator will enable universal access to all floors of the building, meeting the requirements of the AODA, while also servicing the restaurant. The current proposal is restricted to the proposed elevator and related modifications. The plans for the full adaptive reuse program are still under development and it is anticipated that the full

rehabilitation plans for the building will also require Council approval under the Ontario Heritage Act.

## **Heritage Property**

The portion of the property at 2 Strachan Avenue containing Stanley Barracks holds cultural heritage value for architectural and historical reasons. Constructed between 1840 and 1841 by the Royal Engineers of the British Army, the Officers' Quarters is the sole surviving component of the 'New Fort', now known as Stanley Barracks. For over a century, it served as the home of and a training ground for both the British and Canadian armies and as the central military facility for the Toronto garrison. It is also associated with the origins of the North West Mounted Police (forerunner to the Royal Canadian Mounted Police) who first trained here. Most of the complex was demolished in the mid-1950s. In 1998, Heritage Toronto ended its 40-year occupancy of the Officers' Quarters where it operated the City's Marine Museum.

The Officers' Quarters is a significant example of military architecture inspired by early 19th century Georgian design. Constructed of Kingston and Queenston limestone, the building is covered by a steeply-pitched gable roof with nine stone chimneys. The two-storey symmetrical rectangular plan extends 16 bays on the north and south facades above a raised basement. All three levels have deepset casement windows, and there are raised entrances on all of the walls. On the interior, the two stone staircases (extending from the basement to the second storey) inside the north and south entrances and the fireplaces are important features.

The Officers' Quarters is located on the south side of Princes Boulevard near the east end of Exhibition Place. (The designated area is marked by the existing berms and planters, but excludes the locomotive, boat and statue.) Historically, the site is linked to important events in the country's military history. An early example of stone building in the City, it is a rare and well-designed example of military architecture. The Officers' Quarters is also significant in its historical and contextual relationship to Fort York.

## **Policy Framework**

### **Provincial Planning Act and Policy Statement**

The Planning Act and the associated Provincial Policy Statement guide development in the Province. The Act states that municipalities must have regard for matters of provincial interest. Section 2(d) specifically refers to “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.” Provincial Policy Statement (PPS) issued under the authority of Section 3 of the Planning Act provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. Key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. The Planning Act requires that City Council's decisions affecting land use planning matters “be consistent with” the Provincial Policy Statement.

Policy 2.6.1 of the PPS 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. “Conserved” is defined in the PPS 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**

The heritage policies in the City of Toronto's Official Plan provide the policy framework for heritage conservation in the City. The following Official Plan policies apply to the proposed alterations:

3.1.5.4: "Properties on the Heritage Register will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and adopted by Council."

3.1.5.5: "Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City."

3.1.5.6: "The adaptive re-use of properties on the Heritage Register is encouraged for new uses permitted in the applicable Official Plan land use designation, consistent with the "Standards and Guidelines for the Conservation of Historic Places in Canada."

3.1.5.8: "When a City-owned property on the Heritage Register is no longer required for its current use, the City will demonstrate excellence in the conservation, maintenance and compatible adaptive reuse of the property."

3.1.5.16. "Properties on the Heritage Register and publicly known archaeological sites and artifacts will be promoted through educational programs, museums, local celebrations and other programming opportunities."

3.1.5.17. "Commemoration of lost historical sites will be encouraged [...] Interpretation of existing properties on the Heritage Register will also be encouraged."

3.1.5.26: "New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it."

## **Standards and Guidelines for the Conservation of Historic Places in Canada**

The Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines) is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The General Standards (1-9) and the Standards for Rehabilitation (10-12) apply to this project.

Section 4.3 of the Standards and Guidelines: Guidelines for Buildings includes specific guidance on achieving accessibility standards for historic places.

<http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

## **COMMENTS**

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Staff have reviewed the Heritage Impact Assessment (HIA) for the alterations to the Officers' Quarters, Stanley Barracks prepared by ERA Architects Inc. The HIA finds that the proposed elevator intervention conserves the cultural heritage value of the property while allowing for universal accessibility. Staff agree with this assessment and feel that while the proposed intervention is significant, it has been designed to minimize the impact on both the building's interior and exterior heritage attributes.

The proposed elevator intervention will be located inside the building adjacent to the west entrance on the south elevation. The elevator shaft will run from the basement level through to the attic. The installation of the elevator shaft will necessitate modifications to the wood floors (a heritage attribute), and the installation of a new landing, interior doors, and partitions. The elevator shaft has been carefully sited to minimize the extent of interior interventions to the building envelope and structure. The shaft will fit between the existing roof trusses and the specific elevator proposed has been selected because it has a minimal elevator overrun that can be contained within the attic. On the exterior of the building, the south bridge over the dry-moat will require modification to allow for a new ramp and guards. The existing historic railings will be retained and a new push button will be installed. Should Council approve the alterations, the details of the bridge modification will be secured through the recommended Conservation Plan.

Alternative approaches to accessibility were explored by the applicant. One proposal was to install the elevator within the existing stairwell. While this proposal would have taken advantage of the existing vertical circulation route, it would have meant the removal of the stone stairs and their long-term storage on site. Given that these stairs are also identified as heritage attributes, and given that each stair is individually cantilevered out of the stairwell structure staff, are supportive of the current proposal.

### **Additional Recommended Mitigation**

#### **Conservation Plan**

As a condition of Council's existing approval for the adjacent hotel development the tenant is required to provide and implement a detailed conservation plan for exterior conservation work to the Officer's Quarters. This plan has been submitted and is currently under review by staff. Should Council approve the proposed elevator alterations staff recommend that the tenant be required to provide an additional conservation plan that specifically addresses the details of this intervention, to the satisfaction of the Senior Manager, Heritage Preservation Services.

#### **Heritage Lighting Plan**

The Officer's Quarters is a landmark building within Exhibition Place visible from both Lakeshore Boulevard and from within the Exhibition grounds. Prior to the issuance of permits for the proposed development the applicant should be required to submit a lighting plan to the satisfaction of the Senior Manager of Heritage Preservation Services. This plan should provide details of how the exterior of this landmark building will be sensitively lit to enhance its heritage character at night.

## **Interpretation Plan**

Heritage interpretation enhances personal experiences, increases prominence and understanding of heritage properties, and communicates the importance of our city's cultural heritage. As part of the hotel development the tenant undertook an archaeological assessment. Through this assessment, the remains of the former East Enlisted Men's Barracks were documented and excavated. These remains are the focal point of the main entrance and are being incorporated within a public art installation to be showcased within a grand plaza in front of the hotel. This installation interprets the East Enlisted Men's Barracks and the Stanley Barrack's site. Should Council approve the proposed alterations to the Officer's Quarter's, staff recommend that the tenant provide a heritage interpretation plan to the satisfaction of the Senior Manager that specifically interprets the cultural heritage value of the Officer's Quarters. It is anticipated that this plan will be implemented as part of the next phase of work that will see the building adaptively reused to provide public washrooms, a commercial kitchen / catering facility, restaurant space, and related office functions.

## **CONCLUSION**

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Staff recommend that City Council approve the proposed alterations to the heritage property located at 2 Strachan Avenue, ("Officer's Quarters Stanley Barracks) to permit the installation of an elevator and related interventions. These alterations will allow the building to become fully accessible, are consistent with the Standards and Guidelines, and will conserve this heritage property.

## **CONTACT**

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## **SIGNATURE**

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Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

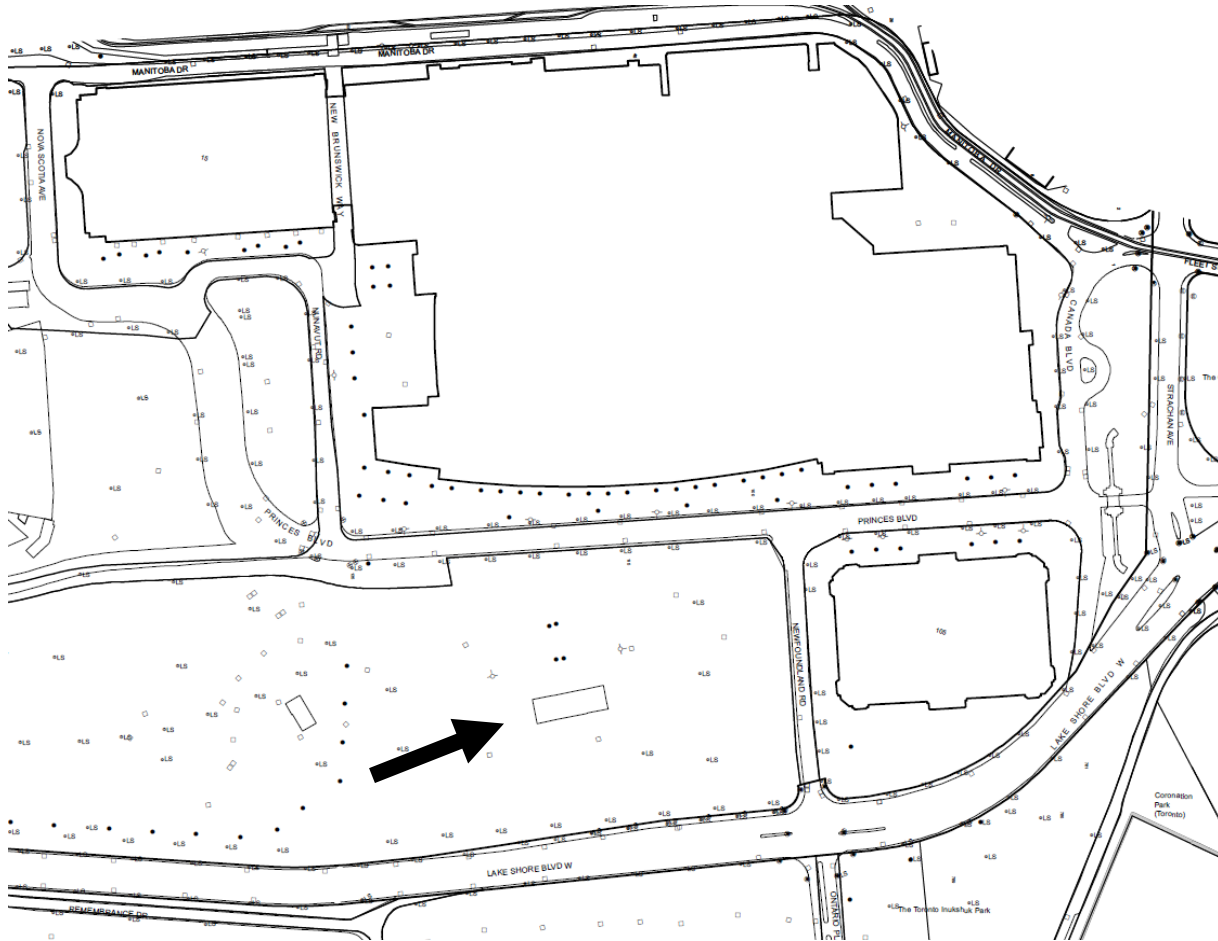
## **ATTACHMENTS**

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Attachment. 1 – Location Map 2 Strachan Avenue  
Attachment. 2 – Photographs 2 Strachan Avenue  
Attachment. 3 – Proposal 2 Strachan Avenue  
Attachment. 4 – Statement of Significance 2 Strachan Avenue

LOCATION MAP: 2 Strachan Avenue  
(Officers' Quarters, Stanley Barracks)

ATTACHMENT 1



The arrow marks the site of the Officers' Quarters, Stanley Barracks  
This location map is for information purposes only. The exact boundaries of the property are not shown





"New York Barracks, Toronto 1884" (ERA Architects Inc., City of Toronto Archives, series 327, Subseries 1, File 19)



South elevation of building (City of Toronto)

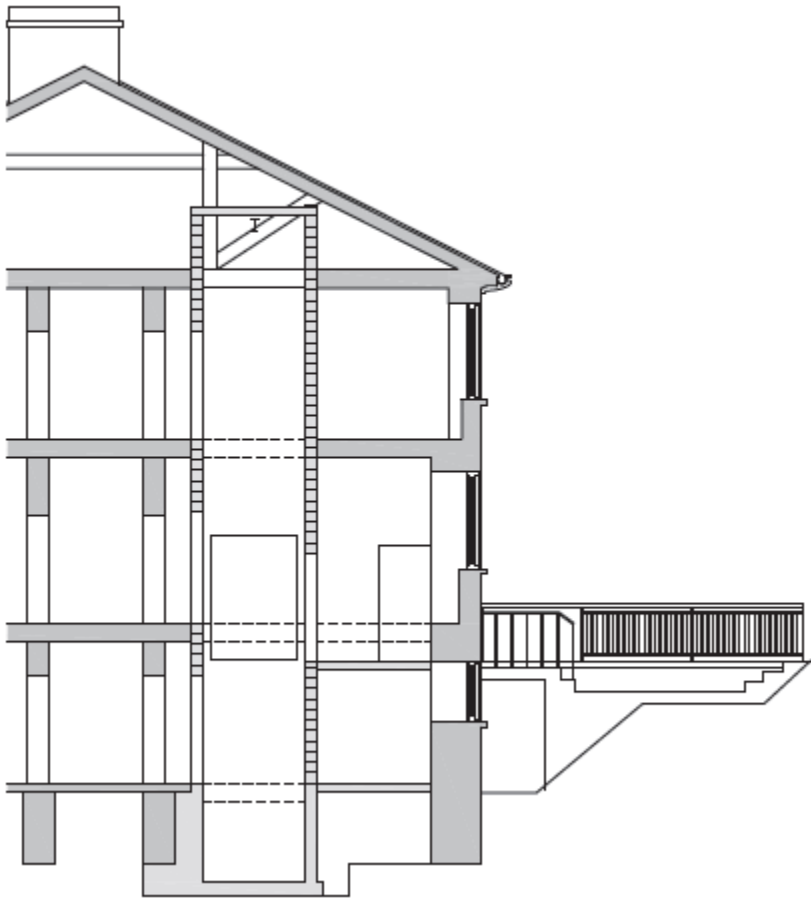


Bridge on south elevation of building (City of Toronto)

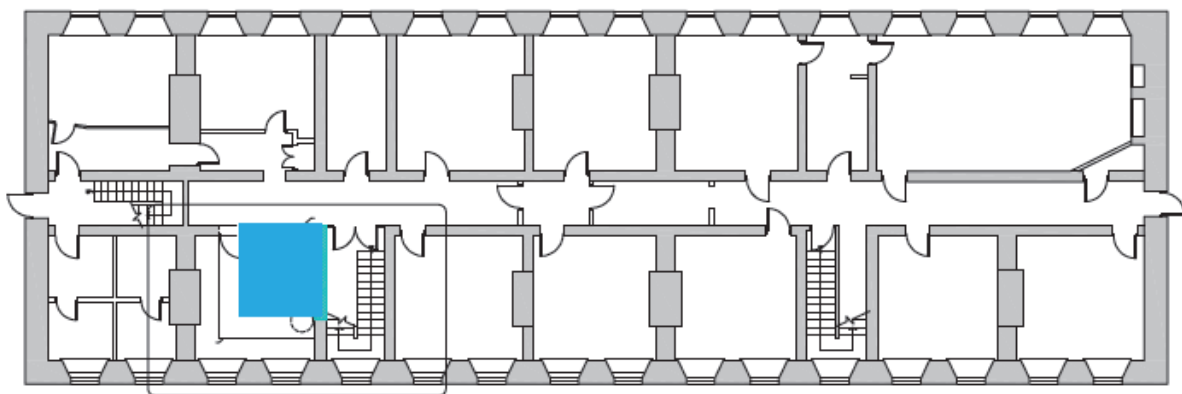




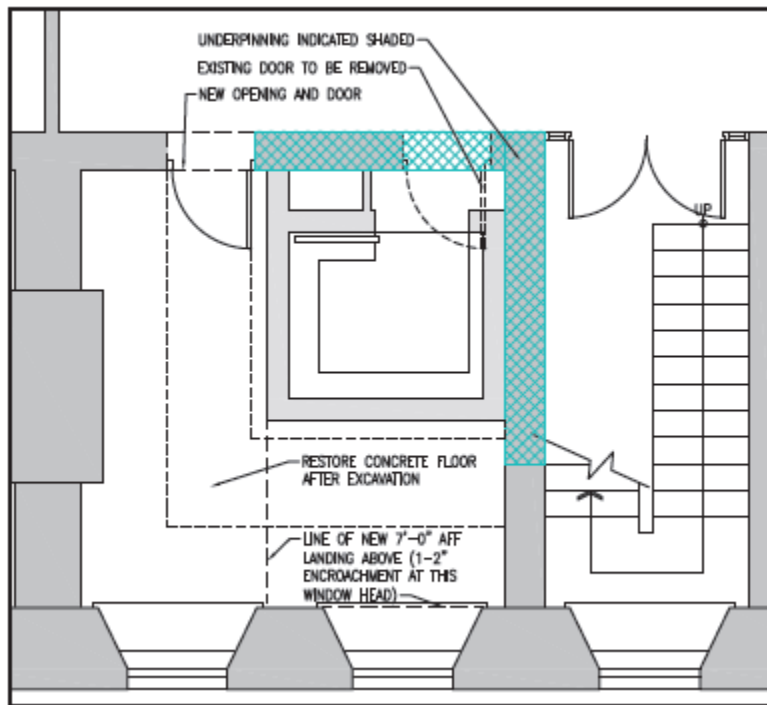
Interior view of wood entrance door on south elevation (City of Toronto)



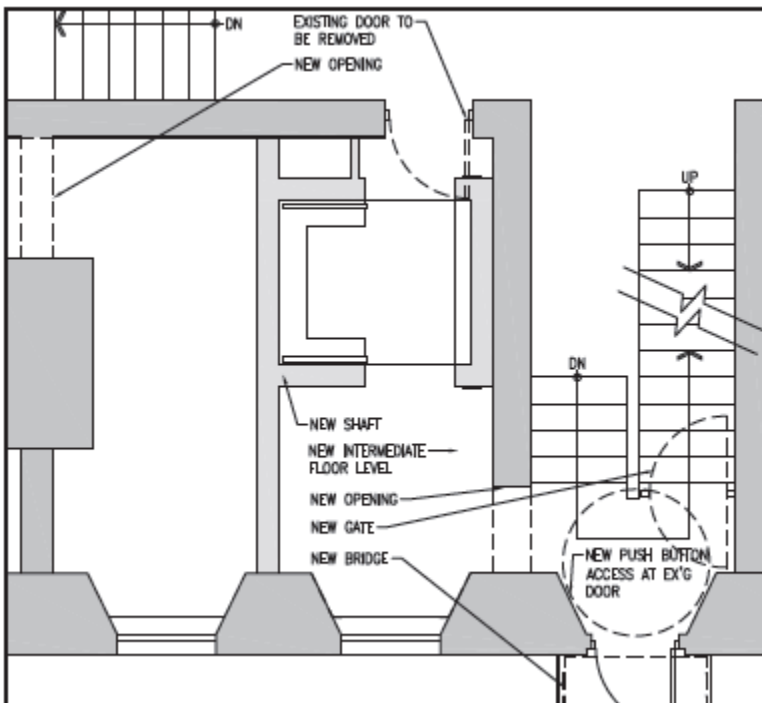
Partial building section showing proposed elevator (ERA Architects Inc.)



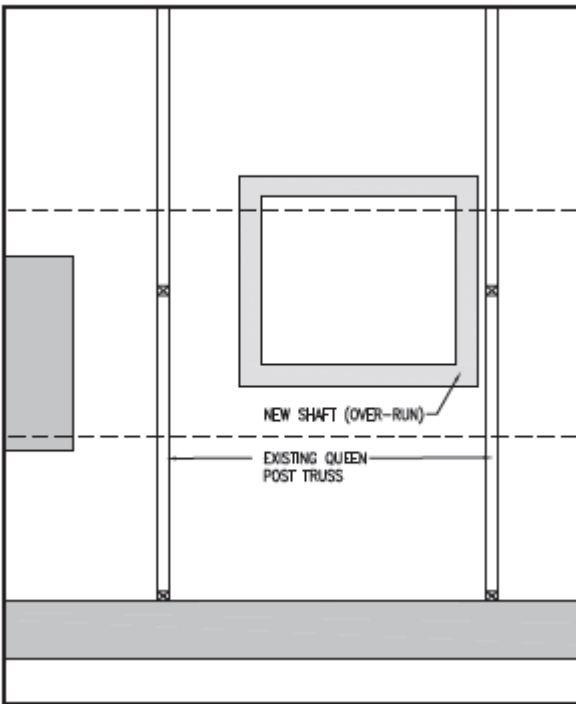
Floor plan showing proposed elevator location (ERA Architects Inc.)



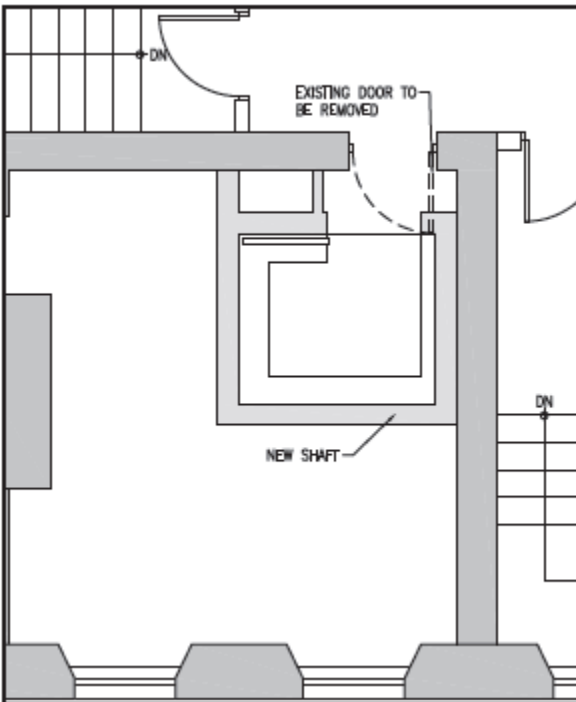
Partial basement floor plan (ERA Architects Inc.)



Partial ground floor plan (ERA Architects Inc.)



Partial attic floor plan (ERA Architects Inc.)



Partial second floor plan (ERA Architects Inc.)

Former City of Toronto By-law No. 188-99, designating the property at 2 Strachan Avenue (Officers' Quarters, Stanley Barracks) under Part IV, Section 29 of the Ontario Heritage Act is amended to revise the Reasons for Designation to describe the site's cultural heritage values and attributes as set out in the 2005 amendments to the Ontario Heritage Act.

### Description

The property at 2 Strachan Avenue is designated under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets the provincial criteria prescribed for municipal designation under all three categories of design, associative and contextual values. Located on the south side of Princes' Boulevard, west of Strachan Avenue at Exhibition Place, the building known historically as the Officers' Quarters, Stanley Barracks was completed in 1841 as a 2½-storey military barracks.

### Statement of Cultural Heritage Value

The Officers' Quarters, Stanley Barracks has cultural heritage value as a rare and unique early 19th century military structure in Toronto and one of the oldest extant buildings in the city. The building is particularly distinguished as an early expression of the Georgian style in Toronto that displays solid stone craftsmanship and both original and restored features. With Historic Fort York, the National Historic Site to the east, the Officers' Quarters, Stanley Barracks is an integral part of the small surviving collection of historic buildings in Toronto that demonstrates the city's military history.

The Officers' Quarters, Stanley Barracks has value for the site's historical associations with the Royal Engineers, the corps of the British Army responsible for the design of military installations in Canada prior to 1870. The Officers' Quarters joins Historic Fort York as significant and rare examples of the work of the Royal Engineers in both Toronto and Canada.

Historically, the Officers' Quarters at Stanley Barracks is particularly valued for its associations with the military history of Toronto and Canada, including the events, people, activities and organizations linked to the site for more than a century. The structure was planned as the centrepiece of the New Fort (1841), which was built west of (Old) Fort York after the War of 1812 and the Rebellion of 1837 highlighted the need for a second military installation on Toronto's waterfront. Before Confederation and the subsequent withdrawal of the British military from Canada, the New Fort housed famous British regiments, including the Royal Artillery. Under Canadian jurisdiction, the New Fort was the base for the Canadian Permanent Force that trained the local militia charged with the defence of the community, followed by the 'C' Company of the School of Infantry (1883) and the Royal Canadian Dragoons (1893). The New Fort played a part in the history of the Royal Canadian Mounted Police (RCMP) when the force was formed as the North-West Mounted Police in 1873 and assembled and trained its first

troops in Toronto. Renamed Stanley Barracks in 1893 after Canada's departing Governor General, the facility anchored the "Exhibition Camps" of World Wars I and II when the Canadian military took over Exhibition Place to recruit, house, and train troops. Stanley Barracks had a controversial role during the First World War when it processed German, Austro-Hungarian and Turkish citizens as "enemy aliens" during that conflict. In times of peace, Stanley Barracks continued to Canadian regiments until 1947, ending over a century of direct military associations with the site. With the demolition of the other structures at Stanley Barracks, the Officers' Quarters stands as an important surviving reminder of the military origins of the property.

The cultural heritage value of the Officers' Quarters, Stanley Barracks is also reflected in the site's connection to an institution of significance in the cultural life of Toronto during the second half of the 20th century. The Officers' Quarters was occupied by the Canadian Sports Hall of Fame before being restored in 1957-60 as the headquarters of the Toronto Historical Board (1960-1993) and the location of the Marine Museum of Upper Canada (1960-98). The restoration and adaptive reuse of the Officers' Quarters for cultural purposes is credited to Brigadier-General (Retired) J. A. McGinnis (1920-99), the first managing director of the Toronto Historical Board. For his role in preserving innumerable sites of heritage value in Toronto, McGinnis was named a "historic personage" by City Council during the municipality's sesquicentennial celebration in 1984.

Contextually, the Officers' Quarters at Stanley Barracks has cultural heritage value for its historical and visual links to its surroundings at Exhibition Place, which opened on the former military reserve in 1878 as the first permanent fairgrounds for the forerunner to the Canadian National Exhibition. The Officers' Quarters stands as the oldest original structure at Exhibition Place, predating the relocation of Scadding Cabin (1798) to the grounds in 1879. The Officers' Quarters is part of a rare collection of recognized heritage buildings at Exhibition Place, including those identified as National Historic Sites by the Canadian government.

With the building's unique appearance and setting at the south end of Exhibition Place and near Toronto's waterfront where it is viewed from inside the exhibition grounds and from Lake Shore Boulevard West, the Officers' Quarters, Stanley Barracks is valued as a local landmark on the site and in the city.

### Heritage Attributes

The heritage attributes of the building known historically as the Officers' Quarters, Stanley Barracks at 2 Strachan Avenue are:

- The placement, setback and orientation of the building on the south side of Princes' Boulevard, west of the Princes' Gates and Strachan Avenue at Exhibition Place
- The scale, form and massing on the 2½-storey rectangular plan above a raised base with door and window openings, which is viewed from the dry moat that surrounds the building
- The stone construction and cladding with stone, wood and metal detailing



- The gable roof, with nine stone chimneys (some of which were reconstructed), stone parapets on the east and west gable ends, and metal cladding (which replaced the original tin and 19th century slate roofs)
- The organization of the extended 16-bay north and south facades, with two entrances placed in the fifth bay from either end on each wall, and the symmetrical fenestration with flat-headed window openings with stone lintels and sills
- The narrow side elevations (east and west), each with a flat-headed window opening with stone trim above the entries in the basement and first storey
- On all four walls, the recessed casement windows with 12-over-12 sash and the interior wood shutters (the windows on the south façade and the shutters were restored)
- The detailing of the entries on all walls, with single eight-panel wood doors with iron hardware, rectangular transoms and, on the north façade, classical architraves
- On all elevations, the arched stone stairs that extend across the dry moat to access the entrances in the first storey (the stairs on the south and east walls were reconstructed)
- On the interior, which is organized into east and west sections, the stone staircases accessing the cross-halls (south), the two cantilevered stone staircases with iron railings (west), the wide east-west corridors on the first and second floors, six (of the original 39) fireplaces with mantels, the original restored wood floors, panelled doors, woodwork and hardware, the original iron coal screen in the second-floor room on the north side near the west end of the building, and the original cast iron cook store in the northeast corner of the basement
- The archaeological site at Stanley Barracks under Borden registration number AjGu-32 that encompasses the property containing the Officers' Quarters and the East Enlisted Men's Barracks
- The views of the principal (north) facade of the Officers' Quarters, Stanley Barracks from Princes' Boulevard