

Alterations to a Heritage Property Designated under Part V of the Ontario Heritage Act - 67 Adelaide Street East

Date: March 1, 2022

To: Toronto Preservation Board

Toronto and East York Community Council

From: Senior Manager, Heritage Planning, Urban Design, City Planning

Wards: Toronto Centre - Ward 13

SUMMARY

This report recommends that City Council approve proposed alterations to the Part V designated heritage property at 67 Adelaide Street East in connection with the conversion of the existing building into a Municipal Shelter for Indigenous men to be operated by Na-Me-Res (Native Men's Residence).

The subject property is categorized as a non-contributing building in the St. Lawrence Neighbourhood Heritage Conservation District (SLNHCD) Plan as it does not belong to one of the three building typologies (commercial warehouse, industrial and landmark) identified in the SLNHCD. It does however have potential individual cultural heritage value as a building that is well integrated within the District. The SLNHCD says that such buildings may be re-categorized in the future. Through the proposed exterior alternations at 67 Adelaide Street East, it is hoped to reflect important Indigenous heritage that would also bring value to the neighbourhood.

The exterior alterations proposed to support the conversion include over-cladding to improve the insulation in the building and to meet the City's commitment to retrofitting all of its buildings to improve their energy efficiency and contribute towards the City's goal of Net Zero Emissions by 2050. The SLNHCD Plan recommends the use of masonry on exterior walls that are visible from the public realm and the proposed over-cladding would not be consistent with this guideline. The proposed new aluminum panel cladding however has been specifically chosen to allow for the incorporation of the colours of the Medicine Wheel which hold Indigenous cultural significance. This is in order to help de-colonialize the appearance of the proposed shelter and make it more welcoming to its staff, and residents. Its use also acknowledges the unique status and cultural diversity

of the Indigenous communities and their right to self-determination in line with the City's Statement of Commitment to the Aboriginal Communities of Toronto.

Staff recommend approval of the proposed over-cladding to further Truth and Reconciliation and affirm the right of Indigenous peoples to self-determination and cultural expression. The recommendation aligns with several of the City's commitments to Truth and Reconciliation including Action #43 which protects Indigenous cultural expression through the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).

RECOMMENDATIONS

The Senior Manager, Heritage Planning, Urban Design, City Planning recommends that:

1. City Council approve the exterior alterations to the heritage property at 67 Adelaide Street East, in accordance with Section 42 of the Ontario Heritage Act, to allow for the conversion of the existing building into a Municipal Shelter on the lands known municipally in the year 2022 as 67 Adelaide Street East, with such alterations substantially in accordance with plans and drawings dated May 14, 2022, prepared by Hilditch Architect Inc. and on file with the Senior Manager, Heritage Planning, subject to the following additional conditions:

a. That prior to the issuance of any permit for all or any part of the property at 67 Adelaide Street East, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the property as are acceptable to the Senior Manager, Heritage Planning, the owner shall:

1. Provide building permit drawings, including a description of materials and finishes, to be prepared by the project architect to the satisfaction of the Senior Manager, Heritage Planning.

FINANCIAL IMPACT

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

DECISION HISTORY

On July 6, 2010, Toronto City Council adopted the report *Statement of Commitment to Aboriginal Communities in Toronto – Towards a Framework for Urban Aboriginal Relations in Toronto*. That report recommended that an Action Plan be developed in consultation with the Aboriginal Affairs Committee to implement the commitments contained in the report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX45.5>

On December 9, 2015, City Council adopted the 2015 annual progress update on the Statement of Commitment. This update was created in consultation with the Aboriginal Affairs Committee and identified eight Calls to Action from the Truth and Reconciliation Commission of Canada's Report as priorities for implementation. Some Calls to Action are mirrored in this update on the Statement of Commitment.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX10.1>

On December 10, 2015, City Council adopted By-law 1328-2015 designating the SLNHCD and adopting the SLNHCD Plan. The By-law was subsequently appealed to the Local Planning Appeals Tribunal and a hearing was held in November 2019.

On July 27, 2020, the Local Planning Appeals Tribunal issued a decision approving the SLNHCD and directing changes to be made to the Plan. On November 16, 2021, the Ontario Land Tribunal issued an Order approving the revised SLNHCD Plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE12.11>

<https://www.omb.gov.on.ca/e-decisions/mm160020-Jul-27-2020.pdf>

City Council adopted the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as part of the City's year-long proclamation on Truth and Reconciliation 2013 – 2014. The Statement of Commitment supports the UNDRIP on many important issues facing Aboriginal communities in Toronto and entrusts the Aboriginal Affairs Advisory Committee to oversee the implementation.

<https://undocs.org/A/RES/61/295>

At its meeting on October 27, 2020, City Council adopted EC16.1 "Interim Shelter Recovery and Infrastructure Implementation Plan", City Council approved the 2021 Shelter Infrastructure Plan and authorized the General Manager, Shelter, Support and Housing Administration to enter into new or amend existing agreements, as required, to open and operate shelters outlined in the 2021 Shelter Infrastructure Plan which included 67 Adelaide Street East.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EC16.1>

BACKGROUND

Site and Context

The property at 67 Adelaide Street East is located on the southwest corner of the intersection of Adelaide Street East and Church Street. The property contains the County of York Municipal Building, a three-storey limestone and brick building with a marble plinth at the base that was constructed in 1950. During the first four years following construction, the building housed several administrative offices for the County of York along with the County Council Chamber. After the County was severed in 1954, their administrative offices were relocated to Newmarket and the newly established Municipality of Metropolitan Toronto acquired 67 Adelaide Street East. Upon amalgamation in 1998, the City of Toronto became the owner of the property. At the time the site was selected for use as an Indigenous shelter, staff at Shelter Support and Housing Administration were not aware of any planned heritage considerations for the site.

Recently, the property was designated under Part V of the Ontario Heritage Act as part of the St. Lawrence Neighbourhood Heritage Conservation District and is classified as non-contributing. While not a contributing property, it is described in the Plan as one of three properties from the Post World War II era that "support and enhance the district's design and physical value through their contextually-sensitive use of materials, massing and articulation" (page 20). The SLNHCD says that such well integrated buildings may be re-categorized in the future.

City of Toronto Commitments to Indigenous Peoples

The City of Toronto is committed to supporting the rights of Indigenous People as set out in the United Nations Declaration on the Rights of Indigenous People (UNDRIP) and in its Statement of Commitment to the Aboriginal Communities of Toronto adopted in 2010. This commitment identified eight Calls to Action from the Truth and Reconciliation Commission of Canada's Report as priorities for implementation. This includes Indigenous peoples' right to self-determination by working inclusively with Indigenous communities in Toronto to achieve equitable outcomes for Indigenous people within their communities and their day to day lives. The City also committed to working with Indigenous partners to explore ways to strengthen the capacity of Indigenous organizations and associations to plan, lead and deliver initiatives for local Indigenous communities. Shelter, Support and Housing Administration Division is also committed to supporting self-determination of Indigenous peoples and organizations through Indigenous-led solutions and meaningful engagement and collaboration as articulated in its [Meeting in the Middle Engagement Strategy](#) and Action plan, co-created with Indigenous partners to identify actions to more meaningfully address Indigenous homelessness in Toronto.

As part of the City's commitments to Truth and Reconciliation (Action #43), the City adopted the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) which protects Indigenous cultural expression through the following articles:

Article 11 1. Indigenous peoples have the right to practise and revitalize their cultural traditions and customs. This includes the right to maintain, protect and develop the past, present and future manifestations of their cultures, such as archaeological and historical sites, artefacts, designs, ceremonies, technologies and visual and performing arts and literature.

Article 31 1. Indigenous peoples have the right to maintain, control, protect and develop their cultural heritage, traditional knowledge and traditional cultural expressions, as well as the manifestations of their sciences, technologies and cultures, including human and genetic resources, seeds, medicines, knowledge of the properties of fauna and flora, oral traditions, literatures, designs, sports and traditional games and visual and performing arts. They also have the right to maintain, control, protect and develop their intellectual property over such cultural heritage, traditional knowledge, and traditional cultural expressions.

The Truth and Reconciliation Commission of Canada: Calls to Action also highlight critical issues related to consideration of Indigenous heritage values in heritage planning and reconciliation.

Commemoration, Action #79 calls on federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration, which includes revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada's national heritage and history.

Heritage Planning respects the right of Indigenous peoples to self-determination and to express their culture, heritage and designs. The City of Toronto's updated 2015 *Statement of Commitment to the Aboriginal Communities of Toronto* explains,

Aboriginal Peoples hold a unique legal and constitutional position in Canada. This is reflected in section 35 of the Constitution of 1982. The City of Toronto has affirmed this unique position of Aboriginal Peoples in its vision statement on Access, Equity and Diversity: "The City recognizes the unique status and cultural diversity of the Aboriginal communities and their right to self-determination." The City reaffirmed this position in adopting the Statement of Commitment to Aboriginal Communities of Toronto on July 6, 2010.

Adjacent Heritage Properties

The property at 67 Adelaide Street East is adjacent to a property that is listed on the City's Heritage Register and a property that is designated under Part IV of the Ontario Heritage Act. These properties are recognized for their individual cultural heritage value and are also designated under Part V of the Ontario Heritage Act and contributing to the SLNHCD.

The following properties are adjacent to the subject site:

82 Church Street

The property located at 82 Church Street is immediately to the south of the subject site and contains a four-storey commercial warehouse building that was constructed in 1882. This property is listed on the City's Heritage Register.

125 Adelaide Street East

The property at 125 Adelaide Street East, across the street from the subject site to the east, contains St. James' Parish Hall and Diocesan Centre, constructed in 1909 and designed by Darling & Pearson with an addition designed by Mathers & Haldenby. The property is the site of supporting services for St. James' Cathedral and its predecessors, as well as the location of the original Church Reserve of the Town of York. The structure has buff brick and limestone materials and Institutional Gothic architecture, which complements the Gothic Revival architecture of St. James' Cathedral. The property was designated under Part IV of the Ontario Heritage Act by City Council on June 20, 1973

and City Council amended the designation By-Law at its meeting of July 24, 25, and 26, 2001. The property is subject to a Heritage Easement Agreement.

Proposal

The proposal is to convert the existing building from a 24-hour drop-in for homeless women into a Municipal Shelter for Indigenous men to be operated by Na-Me-Res, an Indigenous organization. The 24-hour women's drop-in will be relocated to a new facility in the same ward. The existing building will be altered to support the new use. The exterior alterations include over-cladding, a partial fourth floor addition and the creation of a new east-facing entrance.

There is a need for additional services for homeless Indigenous men experiencing homelessness in the City of Toronto. The 2021 Street Needs Assessment conducted by Shelter, Support and Housing Administration found that Indigenous people are significantly overrepresented among people experiencing homelessness in Toronto, making up 15% of people experiencing homelessness yet only approximately 2.5% of the general Toronto population. This overrepresentation is even more significant among people experiencing outdoor homelessness, with 23% of people sleeping outdoors identifying as Indigenous. Indigenous people experiencing homelessness are also more likely to experience longer durations of homelessness. Indigenous homelessness is the direct outcome of ongoing colonization, structural institutional racism, cultural genocide, and the effects of intergenerational trauma.

Creating more Indigenous-led culturally based homelessness services is critical to help Indigenous people experiencing homelessness receive the supports they need. In its Meeting in the Middle Engagement Strategy and Action Plan, SSHA has committed to supporting the development of Indigenous-led services in recognition of this need and Indigenous people's right to self-determination. 67 Adelaide Street East will become a 75-bed Indigenous (First Nations, Inuit, and Métis) men's shelter. The shelter will be operated by Native Men's Residence (Na-Me-Res). Na-Me-Res has a long history of providing shelter, housing, health and social supports to Indigenous men. This shelter will serve anyone who identifies as a male Indigenous individual. There is a significant need for a continuum of Indigenous homelessness services that range from abstinence-based (no substance use permitted) to harm reduction-based models. This site will be the first Indigenous harm reduction shelter and managed alcohol program in the City and will support the continuum of needs that Indigenous men experiencing homelessness face. Services offered at this Indigenous men's shelter will include access to food, rest, clothing, toiletries, hygiene products and other items. The shelter will also include on-site health care, housing supports, employment counselling and skill development, and culturally informed social services, including a managed alcohol program.

Heritage Planning Framework

Provincial Policy Statement and Planning Act

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."

The Provincial Policy Statement 2020 (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*."

Policy 2.6.3 of the PPS directs that "planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

Growth Plan

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on May 16, 2019 and was amended through an Order in Council that came into effect on August 28, 2020. This plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

City of Toronto Official Plan

This City-initiated Zoning By-law amendment has been reviewed against the policies of the City of Toronto Official Plan. The Plan provides the policy framework for heritage conservation in the City. Relevant policies include the following:

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 as 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. Where a Heritage Impact Assessment is required in Schedule 3 of the Official Plan, it will describe and assess the potential impacts and mitigation strategies for the proposed alteration, development or public work.

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.

Parks Canada Standards and Guidelines for Conservation of Historic Places in Canada

The Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines) is the official document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City of Toronto.

<http://www.historicplaces.ca/en/pages/standards-normes.aspx>

St. Lawrence Neighbourhood Heritage Conservation District Plan

The St. Lawrence Neighbourhood Heritage Conservation District Plan includes policies and guidelines for alterations to the built environment, the public realm and archaeological resources. The Plan establishes an understanding of the cultural heritage value of the area and provides direction to guide growth and change while conserving the unique historic character of one of Toronto's oldest neighbourhoods.

COMMENTS

The proposed alterations to the heritage property at 67 Adelaide Street East are to support the conversion of the existing building into a Municipal Shelter for Indigenous men to be operated by Na-Me-Res, an Indigenous organization. The exterior alterations include over-cladding, a partial fourth floor addition and the creation of a new east-facing entrance. The alterations have been reviewed for consistency with the St. Lawrence Neighbourhood Heritage Conservation District (SLNHCD) Plan and to assess their impact on the potential cultural heritage value of the subject property.

The proposed work meets the SLNHCD Plan policies for non-contributing properties with the exception of policy 5.21.1. This policy directs that for non-contributing properties, "Cladding materials used on exterior walls that are visible from the public realm shall be physically and visually compatible with the cultural heritage values and attributes of the district." A guideline to the policy elaborates, "masonry should be used for the primary structure of the streetwall. The colour and finishes of masonry should complement the cladding materials of abutting contributing properties, where they exist" (guideline 5.21.1.a). The proposed over-cladding of the existing limestone and brick

facades with contemporary porcelain wall tile and metal cladding does not accord with the exterior cladding policy for non-contributing properties in the SLNHCD Plan.

Heritage Planning notes that, although not consistent with the SLNHCD Plan policies, the proposed metal cladding reflects the Medicine Wheel colours, which hold Indigenous cultural significance. The use of over-cladding would help to decolonize the formal civic architecture of the existing building and would also significantly improve the building's energy efficiency, contributing towards the City's goal of Net Zero Emissions by 2050. Interior insulation was explored as an alternative; however, it would be less energy efficient, jeopardize the existing masonry, and result in a loss of interior space and possibly a reduction in the number of shelter beds.

Within the context of this application, and for all the reasons stated previously, Heritage Planning supports the proposed exterior over-cladding. And, while staff acknowledge that the proposed cladding could theoretically be removed in the future and the masonry restored, there is no expectation or obligation that the over-cladding be reversed. Staff respect the right of Na-Me-Res to determine how the building is clad, now and in the future.

Staff is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement (2020), the Growth Plan (2020) and the City of Toronto's Official Plan policies.

CONCLUSION

Heritage Planning staff has reviewed the proposed conversion of the existing building into a Municipal Shelter for Indigenous men to be operated by Na-Me-Res for the heritage property at 67 Adelaide Street East. Staff understand that Na-Me-Res, an Indigenous organization and the operator of the proposed Municipal Shelter, is committed to a comfortable and energy efficient building that uses symbolic colours to act as a beacon to the Indigenous community. The proposed over-cladding incorporates the colours of the Medicine Wheel and achieves Toronto Green Standard (TGS) Tier-Two and ideally Net Zero. Supporting Na-Me-Res' vision for the property affirms Toronto City Council's commitment to the principle of Aboriginal self-determination.

The proposed over-cladding of the existing limestone and brick cladding of a non-contributing property with contemporary porcelain wall tiles and metal cladding is not consistent with the SLNHCD Plan. However, the proposal is expected to have minimal impact on the cultural heritage values and attributes of the District as a whole and the importance of upholding the right of Indigenous peoples to self-determination and cultural expression is considered imperative in this instance.

Overall, staff support the proposal and conclude that the over-cladding is appropriate in the spirit of Truth and Reconciliation and out of respect for the right of Indigenous peoples to self-determination and cultural expression.

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SIGNATURE

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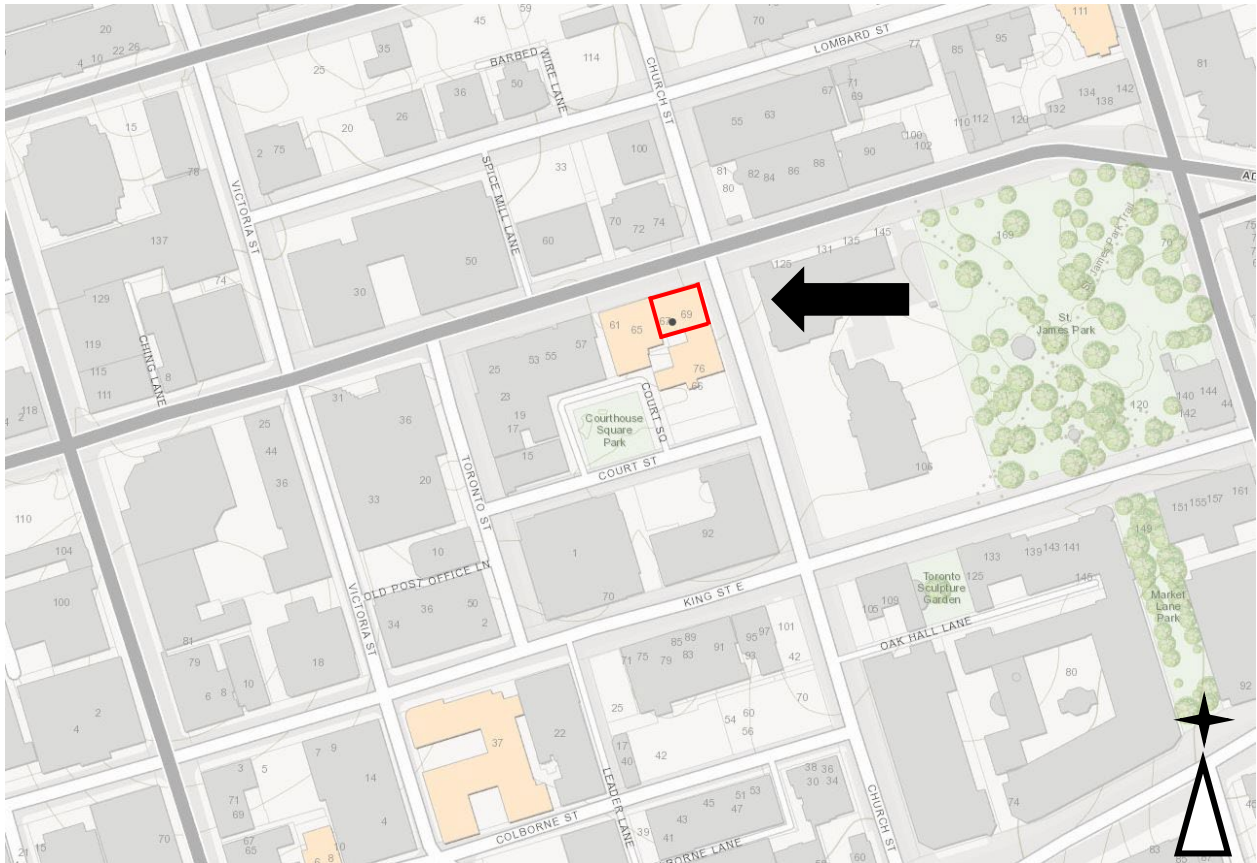
ATTACHMENTS

Attachment 1 - Location Map
Attachment 2 - Photographs
Attachment 3 - Rendering
Attachment 3 - Selected Drawings

LOCATION MAP

ATTACHMENT 1

67 ADELAIDE STREET EAST

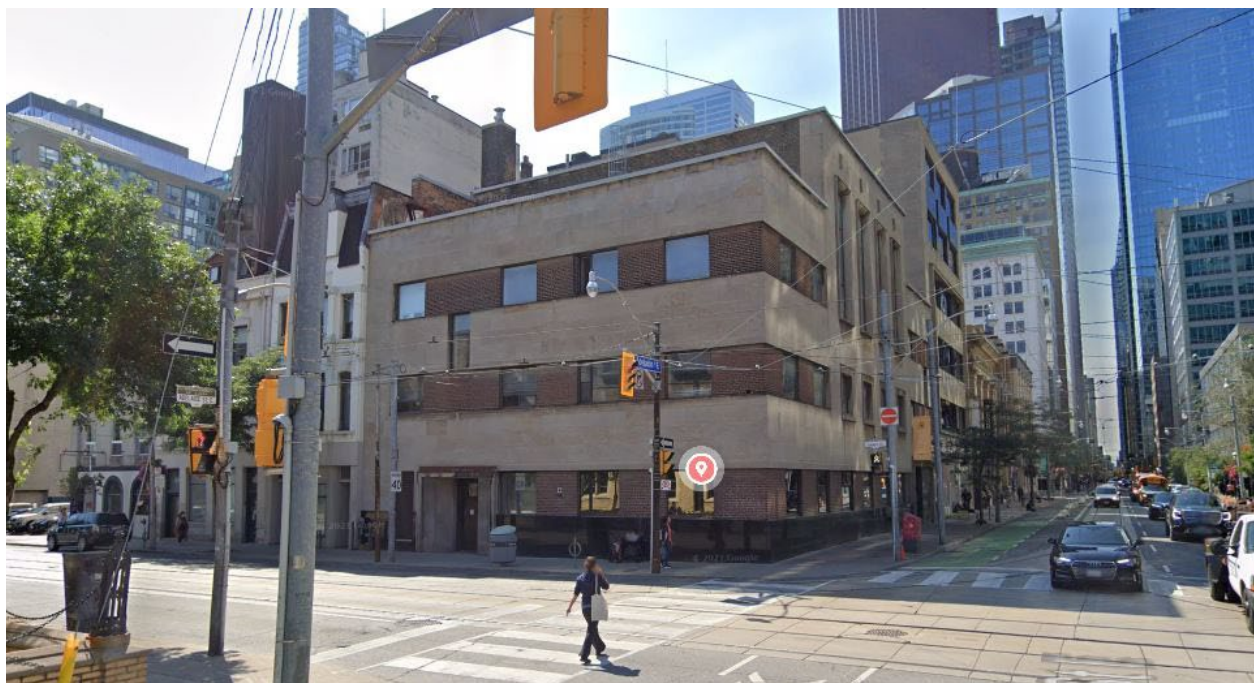


Location Map, showing the property at 67 Adelaide Street East, indicated by the arrow. The property boundaries are approximate. (iView, City of Toronto)

67 ADELAIDE STREET EAST



View of 67 Adelaide Street East looking south (Google Street View, 2021)



View of 67 Adelaide Street East looking west (Google Street View, 2021)

RENDERING

ATTACHMENT 3

67 ADELAIDE STREET EAST

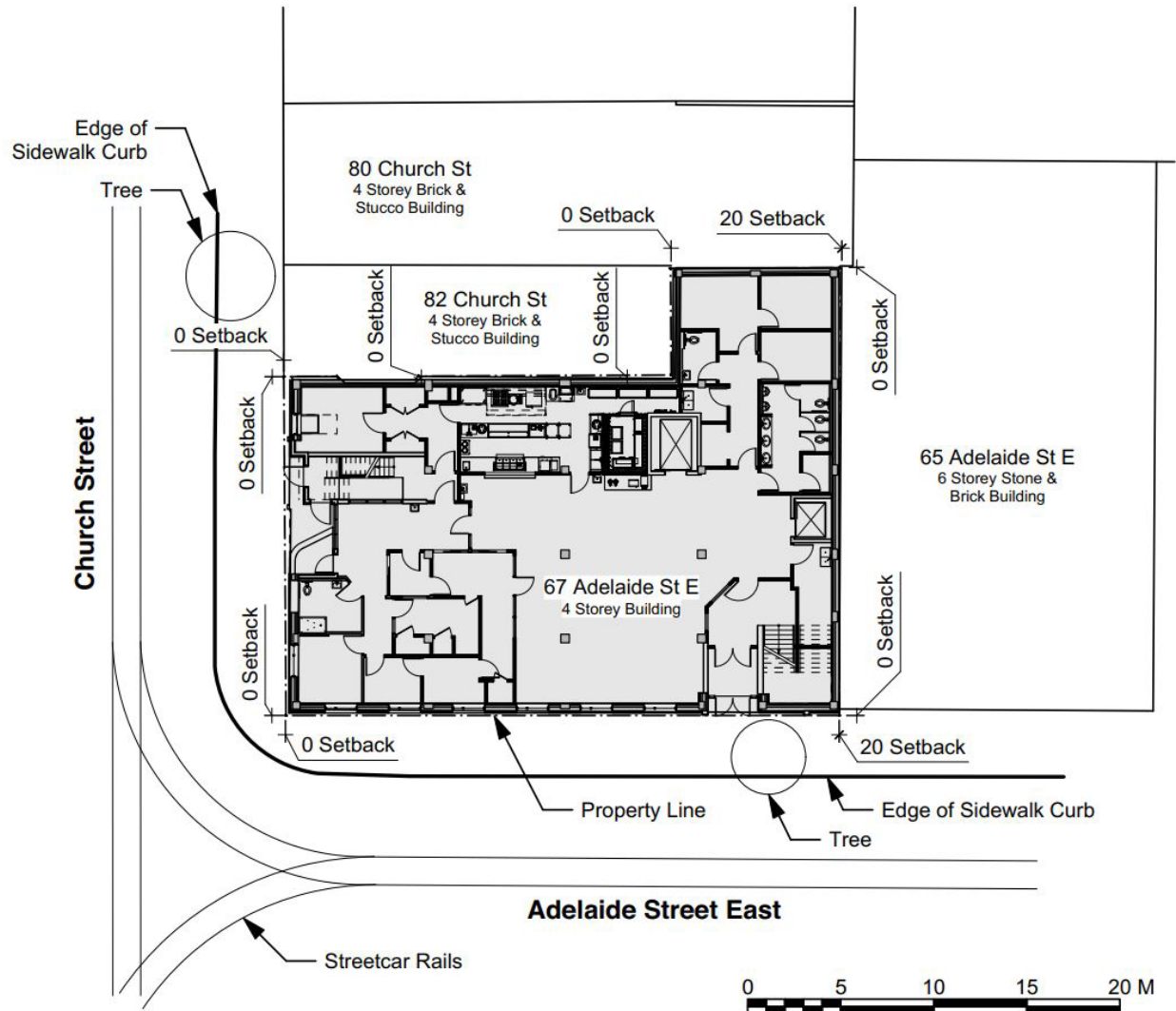


Rendering looking southwest (Hilditch Architect Inc., 2021)

SELECTED DRAWINGS

ATTACHMENT 4

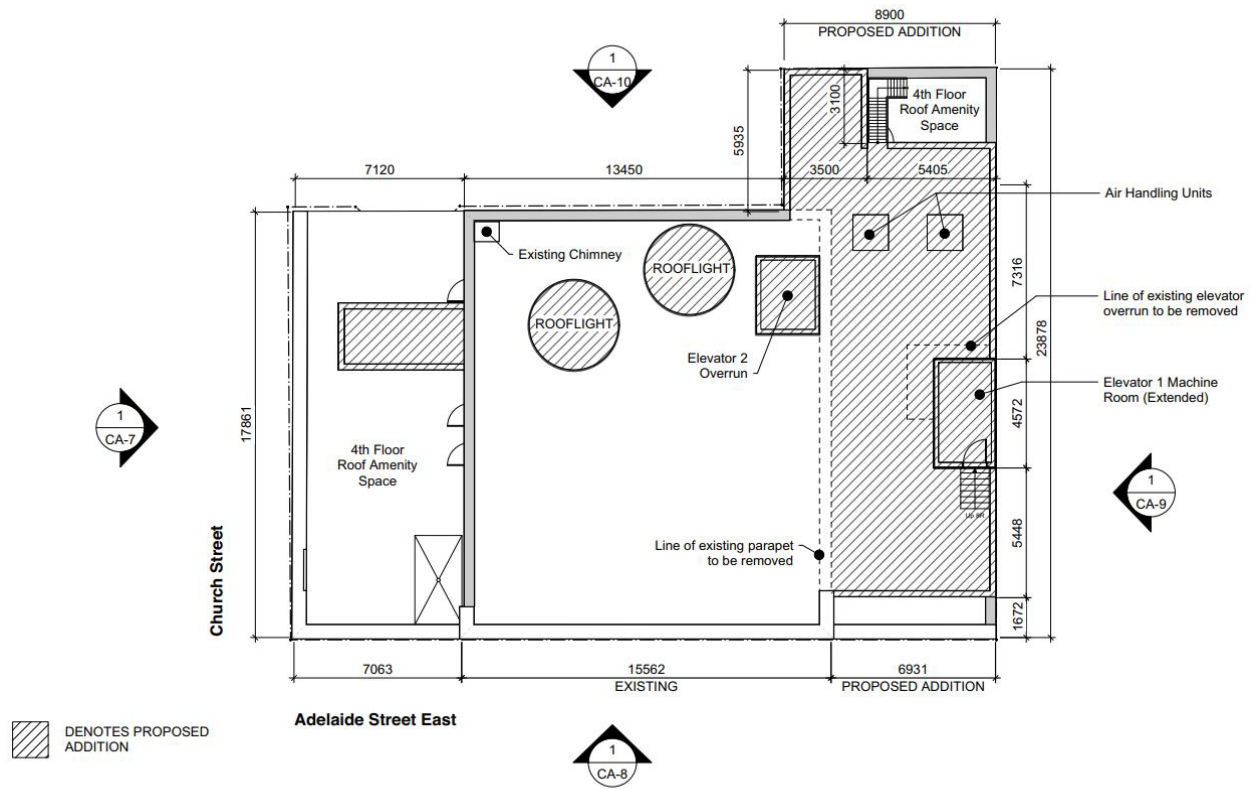
67 ADELAIDE STREET EAST



Site Plan (Hilditch Architect Inc., May 14, 2021)

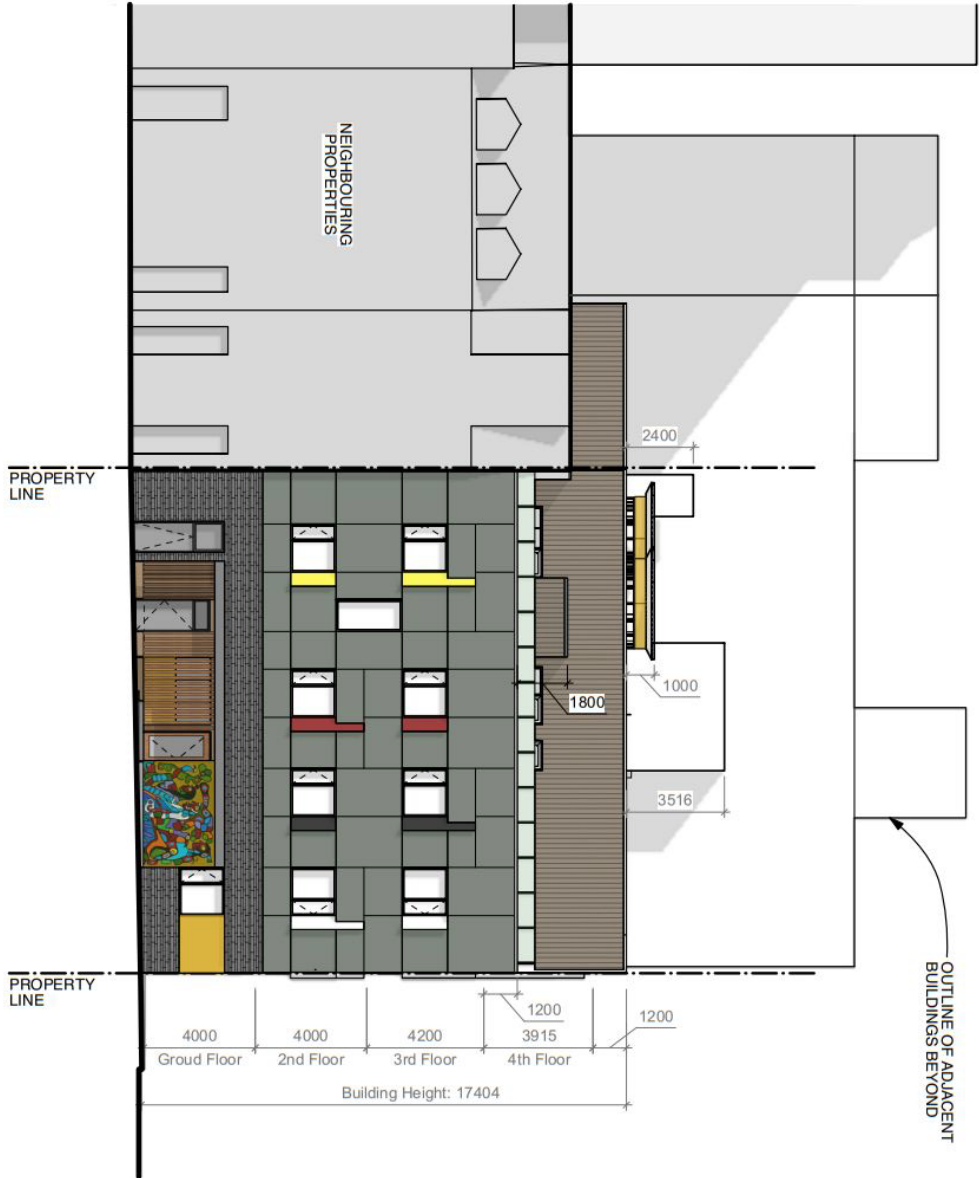
SELECTED DRAWINGS

67 ADELAIDE STREET EAST



Roof Plan (Hilditch Architect Inc., May 14, 2021)

SELECTED DRAWINGS
67 ADELAIDE STREET EAST



East Elevation (Hilditch Architect Inc., May 14, 2021)

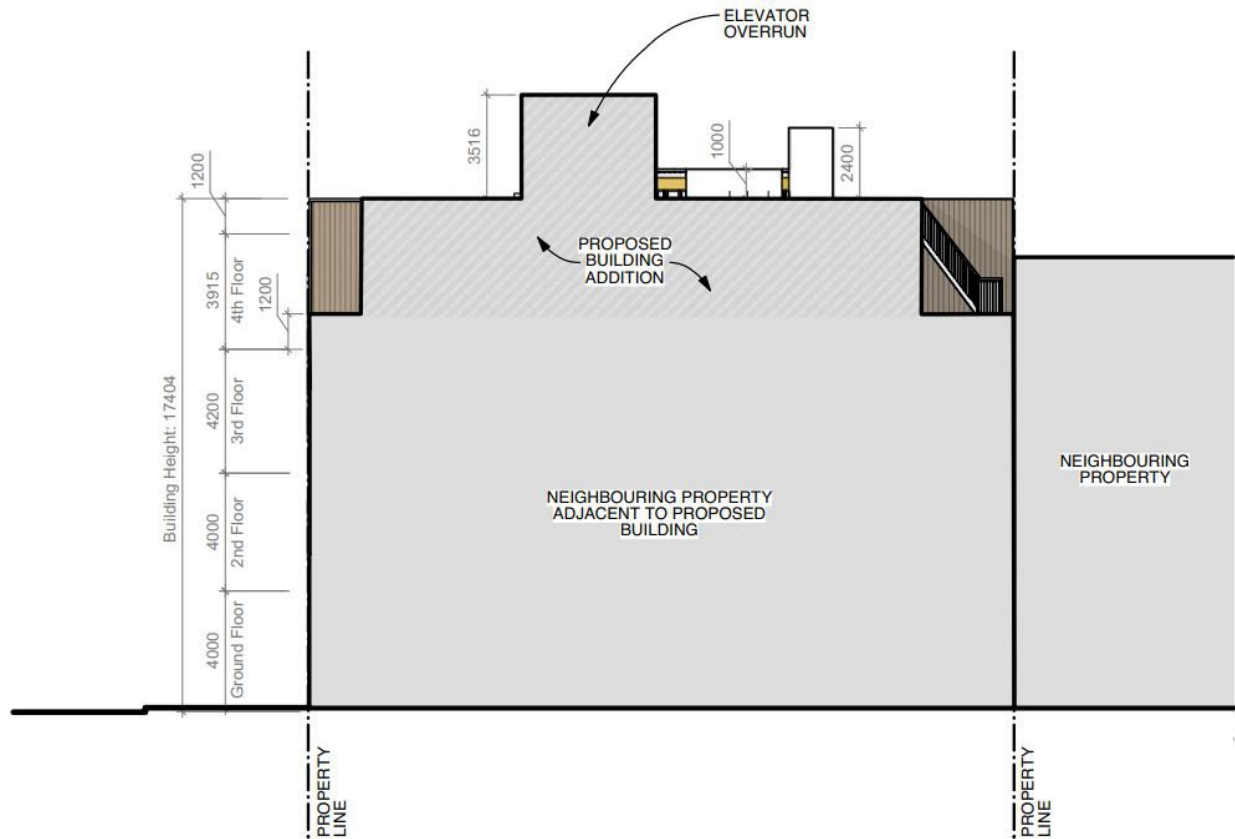
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67 ADELAIDE STREET EAST



North Elevation (Hilditch Architect Inc., May 14, 2021)

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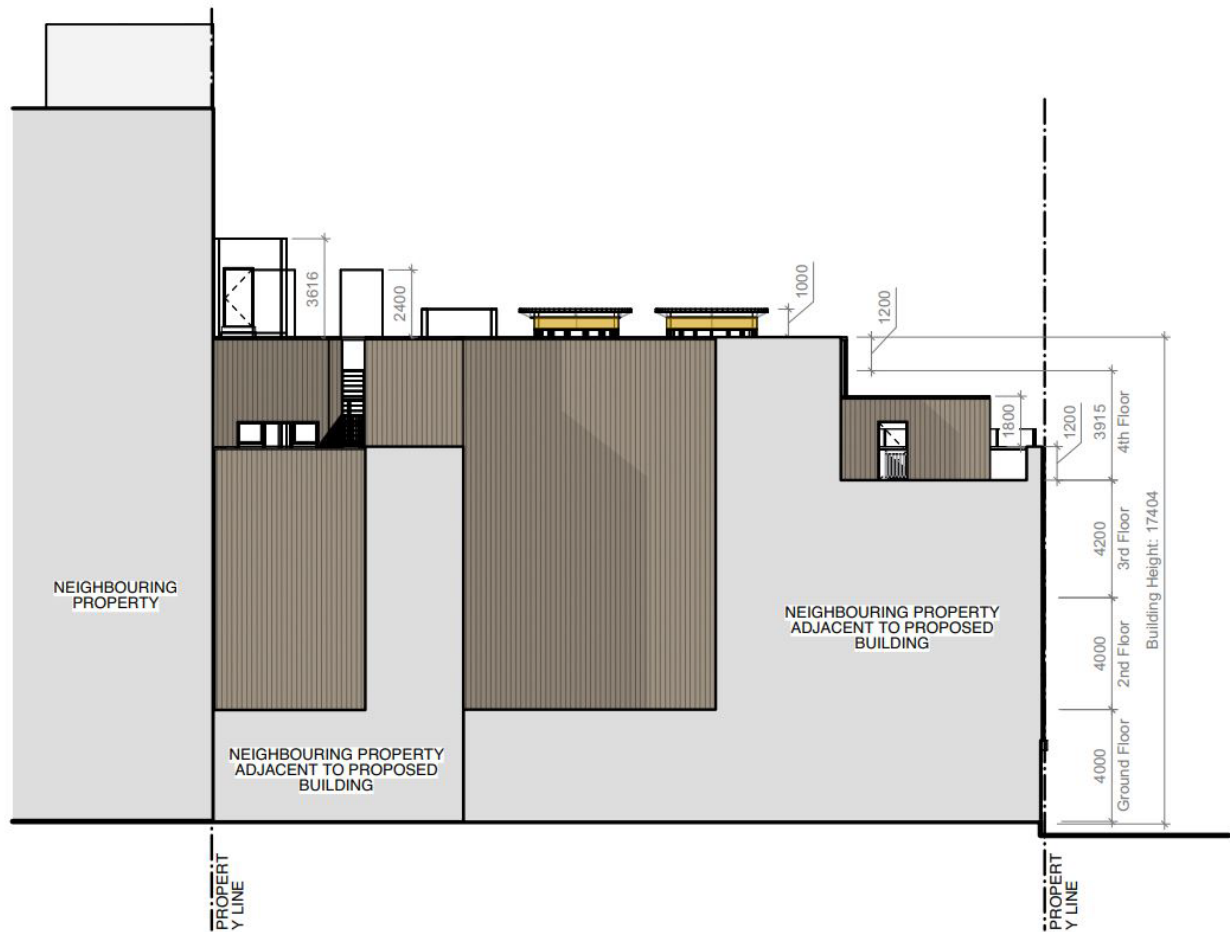
67 ADELAIDE STREET EAST



West Elevation (Hilditch Architect Inc., May 14, 2021)

SELECTED DRAWINGS

67 ADELAIDE STREET EAST



South Elevation (Hilditch Architect Inc., May 14, 2021)