

137 Bond Street - Alterations to a Heritage Property and Authority to Enter into a Heritage Easement Agreement

Date: September 18, 2023

To: Toronto Preservation Board

Toronto East York Community Council

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

Wards: Toronto Centre

SUMMARY

This report recommends that City Council approve the alterations proposed for the heritage property at 137 Bond Street (designated under Part IV of the Ontario Heritage Act) in connection with the development of the subject site.

The property at 137 Bond Street is in Toronto's Downtown Yonge East neighbourhood on the east side of Bond Street, prominently situated on the southeast corner of Bond Street and Gould Street. It contains a three-storey, multi-unit residential detached house form that dates to 1855. Throughout the 1880s, a series of alterations to the building resulted in its current Queen Anne architectural style. The building was originally constructed as a single-unit residence for William Mathers, and it underwent a series of interior alterations to accommodate intermittent periods of commercial use. Since 1963 the property, known as O'Keefe House, has been owned by Toronto Metropolitan University and operated as a student residence (1964-2018) that supported the student community of the surrounding, institutional neighbourhood. The subject property is designated under Part IV, Section 29 of the Ontario Heritage Act and has design and physical, historical and associative, and contextual values.

The proposed development involves the construction of an eight-storey building on the southern portion of the site to serve as the Toronto Metropolitan University's Student Centre for Wellbeing with the integration of the rehabilitated heritage resource. The selective removal of the house's south elevation and alterations to its other elevations is proposed. While some interior floors and walls will be removed, most the heritage building's exterior walls and roof are proposed to be retained in situ.

The proposed alterations conserve the heritage property and are consistent with the existing policy framework. The heritage impacts of the development proposal are appropriately mitigated through the overall conservation strategy.

RECOMMENDATIONS

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

1. City Council consent to the application to alter the designated property 137 Bond Street, with conditions, under Part IV, Section 33 of the Ontario Heritage Act and with such alterations substantially in accordance with the plans and drawings dated July 31, 2023, prepared by Hariri Pontarini Architects and the Heritage Impact Assessment prepared by EVOQ Architecture dated August 22, 2023, both on file with the Senior Manager, Heritage Planning, all subject to and in accordance with the Conservation Plan satisfactory to the Senior Manager, Heritage Planning and subject to the following conditions:

a. That prior to final Site Plan Approval the owner shall:

1. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 137 Bond Street dated August 22, 2023 prepared by EVOQ Architecture, to the satisfaction of the Senior Manager, Heritage Planning.

2. Enter into a Heritage Easement Agreement with the City for the property at 137 Bond Street substantially in accordance with the plans and drawings dated July 31, 2023, prepared by Hariri Pontarini Architects and the Heritage Impact Assessment prepared by EVOQ Architecture dated August 22, 2023, both on file with the Senior Manager, Heritage Planning and subject to and in accordance with the Conservation Plan required in Recommendation 1.a.1, to the satisfaction of the Senior Manager, Heritage Planning including execution of such agreement to the satisfaction of the City Solicitor.

3. Provide final Site Plan drawings substantially in accordance with the approved Conservation Plan required in Recommendation 1.a.1 to the satisfaction of the Senior Manager, Heritage Planning.

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

5. Provide a detailed Landscape Plan for the subject property, satisfactory to the Senior Manager, Heritage Planning.

6. Provide an Interpretation Plan for the subject property, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.

b. That prior to the issuance of any permit for all or any part of the property at 137 Bond Street, 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 Planning the owner shall:

1. Have entered into a Heritage Easement Agreement with the City required in Recommendation 1.a.2.

2. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 137 Bond Street dated August 22, 2023 prepared by EVOQ Architecture, to the satisfaction of the Senior Manager, Heritage Planning.

3. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan 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 Planning.

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

c. That prior to the release of the Letter of Credit required in Recommendation 1.b.4, the owner shall:

1. 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, Heritage Lighting Plan and Interpretation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Planning.

2. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Senior Manager, Heritage Planning.

2. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of the property at 137 Bond Street in a form and content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

3. City Council authorize the City Solicitor to introduce the necessary Bill in Council authorizing the entering into of a Heritage Easement Agreement for the property at 137 Bond Street.

FINANCIAL IMPACT

There are no financial implications resulting from the adoption of this report. The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

At its meeting of July 19 and 20, 2023, City Council adopted recommendations to designate the property at 137 Bond Street under Part IV of the Ontario Heritage Act and enacted By-law No. 798-2023.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.CC8.29>

BACKGROUND

Heritage Value

Constructed in 1855, the property at 137 Bond Street has design and physical value as a unique example of a Queen Anne building adapted from an original Georgian house form. The additions to the property from the 1880s reflect not only the changing tastes of the public (Queen Anne was a popular architectural style for residential buildings in Toronto in the late-19th century), but also the particular influence of the property's prominent, former owner and occupant: Eugene O'Keefe.

The subject property at 137 Bond Street is valued for its association with the Toronto brewer and philanthropist, Eugene O'Keefe, who lived at the residence from 1879 until his death in 1913. O'Keefe was the founding partner and president of the O'Keefe Brewing Company, one of the most successful breweries in Ontario. In addition, the property is also valued for its association with the Toronto Metropolitan University (formerly Ryerson University), for which it operated as a student residence for over fifty years, from 1964 to 2018.

Situated on historic Bond Street, the subject property has contextual value as it is physically, functionally, visually, and historically linked to its surroundings where it anchors the southeast corner of Bond Street and Gould Street.

Heritage Planning Policy Framework

The Planning Act

The Planning Act guides development in the Province of Ontario. It 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” and 2(r) “to a built form that is well designed and provides for a sense of place.”

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient use and management of land and infrastructure
- ensuring the sufficient provision of housing to meet changing needs including affordable housing
- ensuring opportunities for job creation
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards
- conservation of cultural heritage and archaeology

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the Planning Act and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

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, management and use 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 states 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."

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

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.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Policy 4.2.7.1 of the Growth Plan states that "Cultural Heritage Resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas."

Toronto Official Plan

This application 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. The following Official Plan policies apply to the proposed alterations:

3.1.6.4: "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."

3.1.6.5: "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."

3.1.6.6: "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."

3.1.6.16: "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."

3.1.6.26: "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."

3.1.6.27: "Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of façades alone is discouraged."

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

Standards and Guidelines

The Standards and Guidelines for the Conservation of Historic Places in Canada (the "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), the Standards for Rehabilitation (10-12), and the Standards for Restoration (13-14) apply to this project.

The Standards and Guidelines can be accessed here:

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

COMMENTS

Development Proposal & Conservation Strategy

The proposed alterations to the heritage property have been submitted in connection with a Site Plan Approval application which involves the construction of an eight-storey building on the southern portion of the site to serve as the Toronto Metropolitan University's Student Centre for Wellbeing. The rehabilitated heritage building is proposed to be sensitively integrated into the new development.

South (rear) elevation: The rear addition and south exterior walls will be removed to allow for the interface between the heritage resource and the new building. This will also require removal of the south and east sides of the existing roof ridges.

West elevation: The existing entry vestibule at the south end will be replaced by a one-storey glazed enclosure providing barrier-free access. The existing dormer will be replaced by a larger dormer to provide headroom necessary for occupancy of the third floor.

North elevation: A new contemporary entrance will be introduced in the location of a ground floor window to provide barrier-free access. A new dormer will be added to the west end of the third storey in order to achieve headroom for occupancy required by the Ontario Building Code.

East elevation: The southernmost portion of the east exterior wall of the heritage resource will be removed to provide a connection to the new building.

Comments

The applicant has responded to several heritage concerns throughout the application process. While the proposal would result in an obvious change to the site with the addition of a new building and the removal of original fabric and alterations to attributes, staff find these changes generally acceptable in the context of the proposed rehabilitation strategy and the expanded programming for student well-being that will be delivered on the site.

The new L-shaped building would be situated on the property and set back a sufficient distance from the two primary street-facing elevations of the heritage resource to allow its three-dimensional integrity to be maintained when viewed from the street. A three-storey glazed base building will be introduced along the south elevation and provide a transition between the historic house and the taller portions of the new development.

The removal of the west exterior vestibule and related elements at the ground floor level with a new replacement entrance will provide barrier-free access and transparency into the building. A change to the west dormer will allow for occupancy of the third floor.

On the north elevation, a ground floor level window is proposed to be removed and replaced with a new door which will act as a barrier-free access portal. The new

entrance is framed with a semi-circular brick arch as a modern representation of the Queen Anne style and a distinguishable intervention. The addition of a new dormer on the north elevation will allow for occupancy of the third floor.

There will be selective removal of the east elevation facing the alley. This elevation lacks many of the decorative elements found on the rest of the house and its visibility is limited. Removal of portions of this wall will allow for an interface with the new development at the rear.

The removal of the rear (south) wall and portions of the gable roof is also required to interface the existing building with the new development and support barrier-free access and visual transparency.

Staff believe the proposal conserves most of the property's heritage attributes as well as its expression as a three-dimensional building. New elements have been designed to compliment the heritage character of the property and will be distinguishable interventions. Given the property's value in its association with the Toronto Metropolitan University, staff support the alterations in the context of its rehabilitation for its continued educational uses and the conservation strategy described in the Heritage Impact Assessment.

Conservation Plan

Should Council approve the proposed conservation strategy, the owner should be required to submit a Conservation Plan for the work described in the Heritage Impact Assessment prepared by a qualified heritage professional to the satisfaction of the Senior Manager, Heritage Planning. The Conservation Plan should detail the recommended interventions and conservation work, including the recommended restoration work. It should also include a detailed plan describing how the heritage building will be protected during construction, a schedule of short and long-term maintenance requirements and estimated costs for all conservation work.

Interpretation Plan

Should Council approve the proposed conservation strategy, prior to final Site Plan approval, the applicant should be required to submit an Interpretation Plan to the satisfaction of the Senior Manager, Heritage Planning. The Interpretation Plan should be substantial, and it should communicate the cultural heritage value of the property.

Heritage Lighting Plan

The Heritage Lighting Plan should provide details of how the building will be lit so that its unique heritage character is highlighted.

Landscape Plan

Staff is recommending that the applicant be required to provide a final Landscape Plan that enhances the heritage character of the property to the satisfaction of the Senior Manager, Heritage Planning as a condition of Site Plan approval.

Heritage Easement Agreement

Staff is recommending that the owner enter into a Heritage Easement Agreement to secure the long-term protection of the property at 137 Bond Street.

CONCLUSION

Staff are supportive of the proposal to alter the Part IV designated heritage property at 137 Bond Street to allow for the construction of a new Wellness Centre for the Toronto Metropolitan University that conserves the existing building. Staff support the proposed conservation strategy and alterations in the context of the mitigation strategies and are of the opinion that the proposal conserves the cultural heritage values, attributes and character of the heritage property. As such, staff is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement, the Growth Plan (2020), and the City of Toronto's Official Plan heritage policies in conjunction with the "Standards and Guidelines".

CONTACT

Georgia Kuich
Senior Heritage Planner, Heritage Planning
Urban Design, City Planning
Tel: 416-338-1078
E-mail: georgia.kuich@toronto.ca

SIGNATURE

Mary L. MacDonald, MA, CAHP
Senior Manager, Heritage Planning
Urban Design, City Planning

ATTACHMENTS

Attachment 1 - Location Map
Attachment 2 - Aerial Photograph
Attachment 3 - Photographs
Attachment 4 - Proposal Renderings
Attachment 5 - Selected Drawings

LOCATION MAP
137 Bond Street

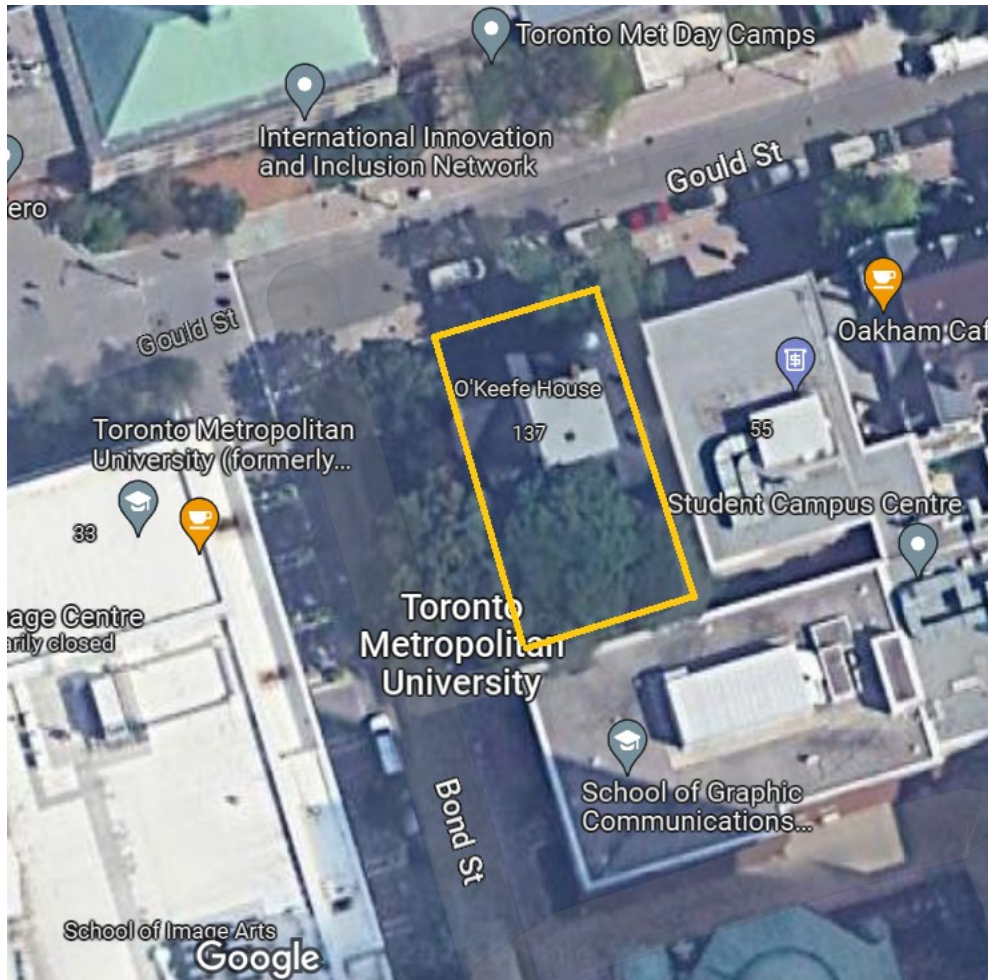
ATTACHMENT 1



AERIAL PHOTOGRAPH

137 Bond Street

ATTACHMENT 2



PHOTOGRAPHS

137 Bond Street

ATTACHMENT 3



North elevation facing Gould Street



West (Bond St) elevation and south elevation

137 Bond St - Alterations and Heritage Easement Agreement

PROPOSAL RENDERINGS
137 Bond Street

ATTACHMENT 4

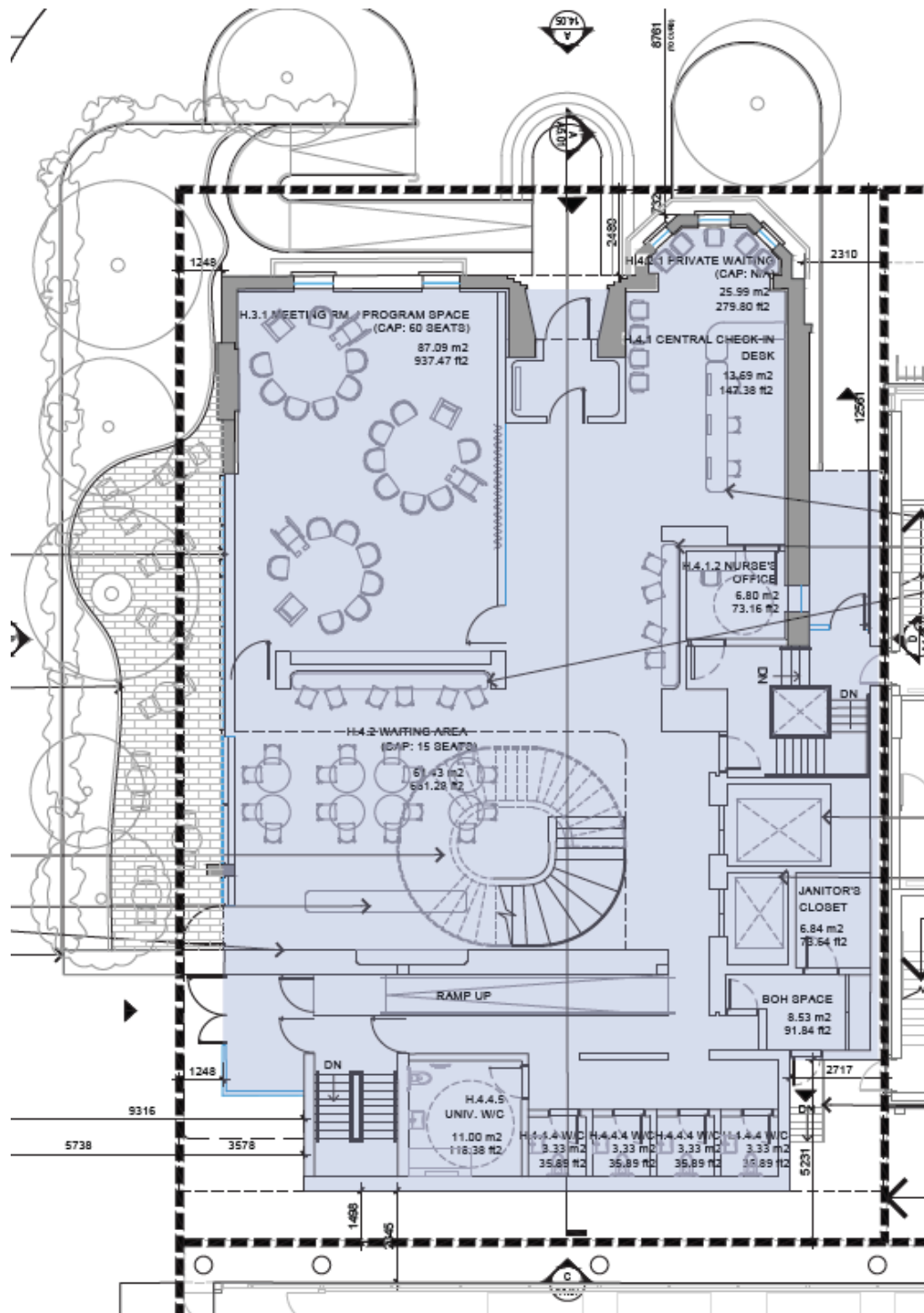


Rendering view of north-west corner

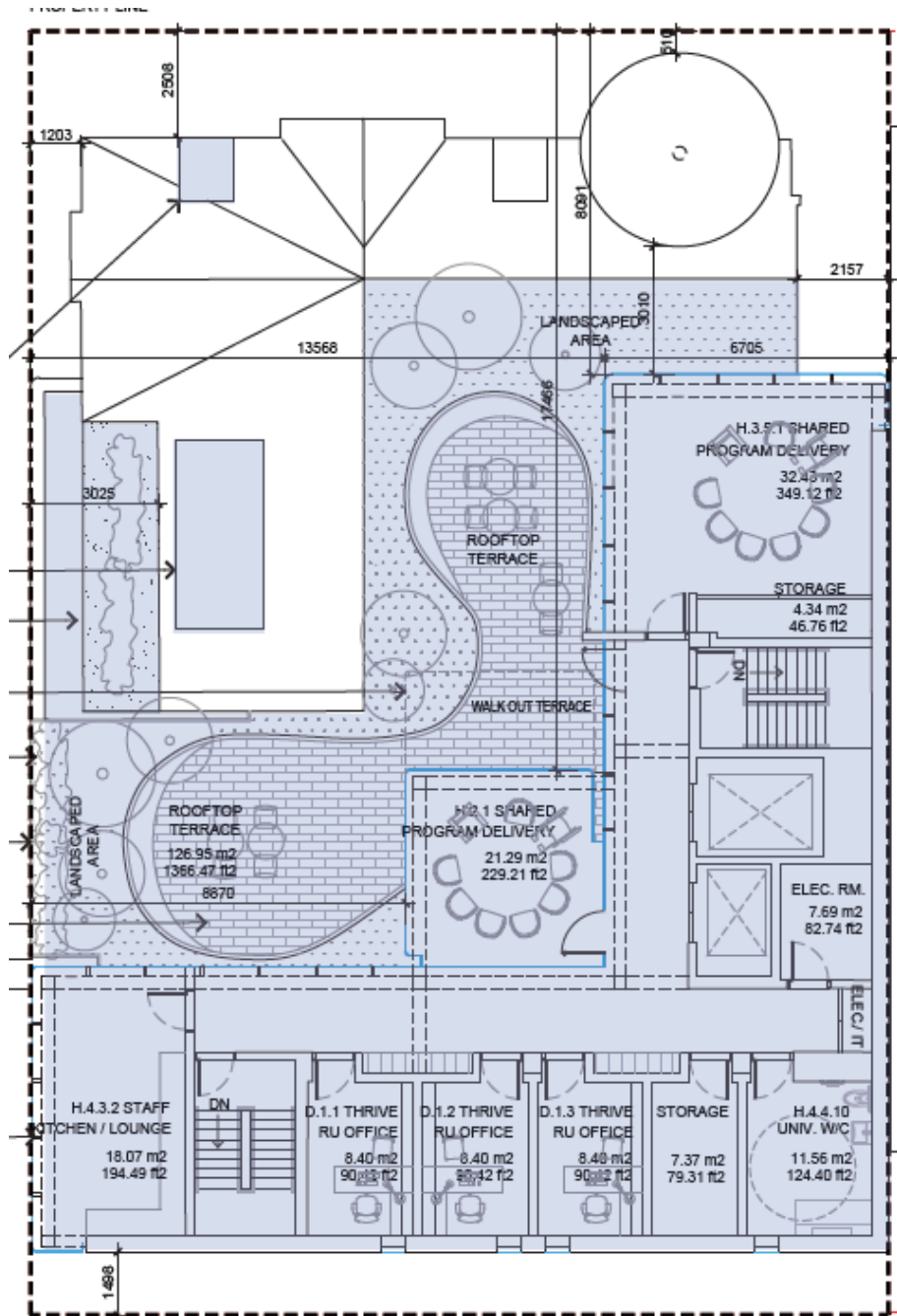


Rendering of west elevation (left) and interior facing Bond Street (right)

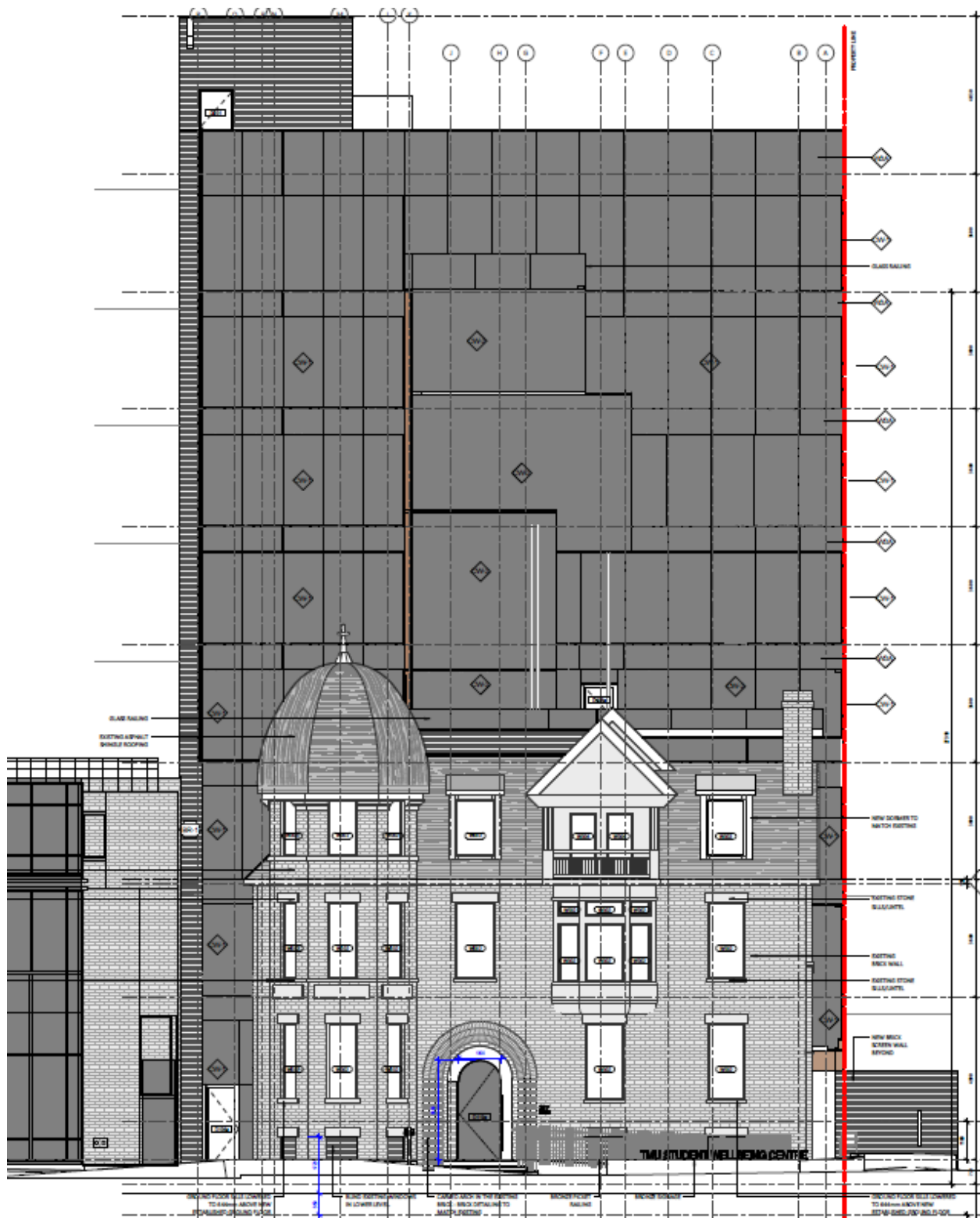
137 Bond Street



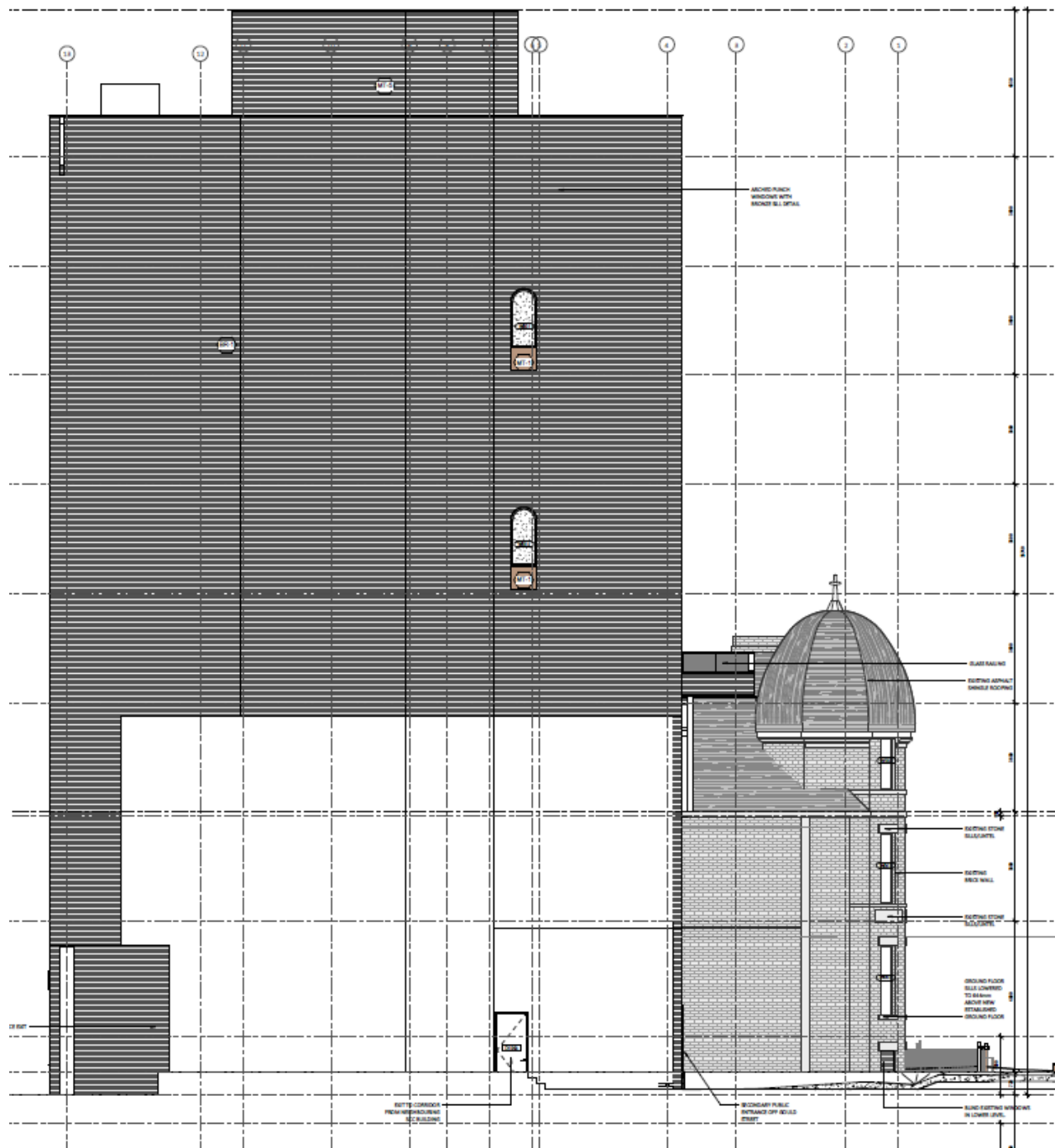
Proposed ground floor plan



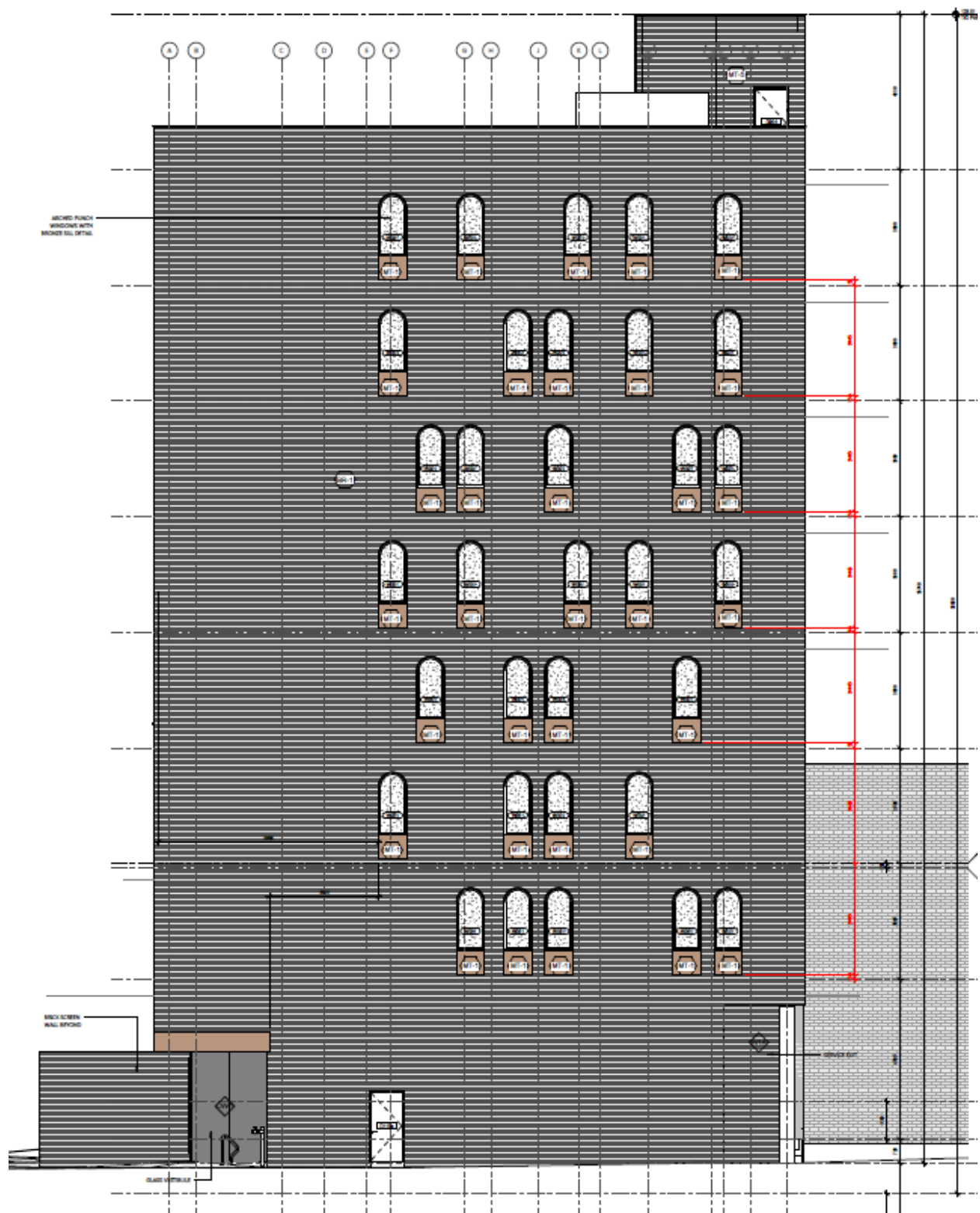
Proposed fourth floor plan



Proposed north (Gould St) elevation



Proposed east elevation



Proposed south elevation