

# Proceeding from Study to Plan Phase for the Proposed Distillery District Heritage Conservation District

**Date:** November 24, 2016

**To:** Toronto Preservation Board

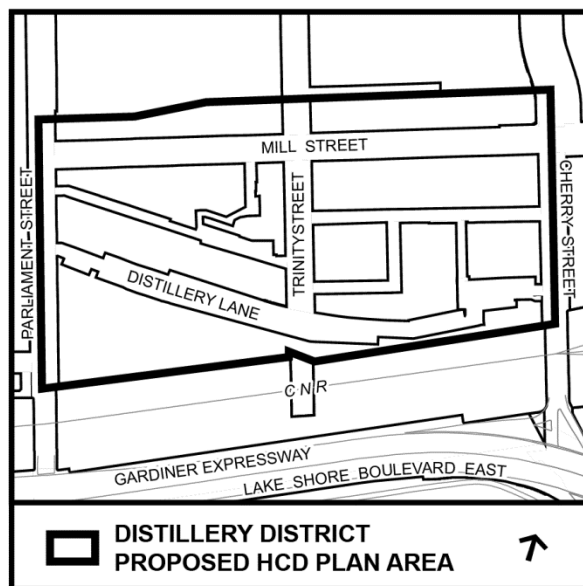
**From:** Chief Planner and Executive Director, City Planning

**Wards:** 28 - Toronto Centre-Rosedale

## SUMMARY

This report recommends that the Toronto Preservation Board support City Planning's decision to proceed from the Study Phase to the Plan Phase of the proposed Distillery District Heritage Conservation District (HCD) as identified in the map below.

Beginning in February 2016, a consultant team led by Taylor Hazell Architects (THA) has undertaken a study of the potential for this area to be designated as an HCD under Part V of the Ontario Heritage Act. This study followed the procedures adopted by City Council for the preparation of HCD studies (the Terms of Reference), and has determined that the area contains cultural heritage value and would be best preserved as an HCD. Designation as an HCD would provide a heritage planning framework that could better ensure the long-term conservation of the area's cultural heritage value and integrity, and to manage change to be complementary with the area's heritage character.



The purpose of this report is to summarize the findings of the HCD Study and make recommendations for the creation of an HCD Plan for the Distillery District, including the proposed HCD Plan boundary, draft Statement of Objectives, and draft Statement of Cultural Heritage Value.

## **RECOMMENDATIONS**

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

1. The Toronto Preservation Board receive for information the report (November 24, 2016) from Chief Planner and Executive Director, City Planning entitled Proceeding from Study to Plan Phase for the Proposed Distillery District Heritage Conservation District.
2. The Toronto Preservation Board support the preparation of a Distillery District Heritage Conservation District Plan.
3. The Toronto Preservation Board support the establishment of a Stakeholder Advisory Committee (SAC) prior to the commencement of the Distillery District Heritage Conservation District Plan, with such committee to be comprised of a diverse and representative sample of property owners, residents and community organizations within and adjacent to the proposed Plan area.

## **FINANCIAL IMPACT**

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The recommendations in this report contain no financial impact.

## **DECISION HISTORY**

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On March 5, 6, and 7, 2012, City Council adopted the following:

City Council adopted the document titled "Heritage Conservations Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012) Attachment 1 of the report (January 25, 2012) from the Chief Planner and Executive Director, City Planning for the nomination, studying and planning of Heritage Conservation Districts in Toronto.

City Council directed staff to develop a prioritization system to determine which potential heritage conservation districts should be undertaken first.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG11.5>

On June 10, 11, 12, and 13, 2014 City Council adopted the following:

City Council authorized that a study be undertaken of the Distillery District as a potential heritage conservation district under Section 40.(1) of the Ontario Heritage Act, as indicated by the boundary with additions on the map in Attachment 1 of the report (March 24, 2014) from the Director of Urban Design.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE32.15>

On March 31, April 1 and 2, 2015, City Council adopted the following:

City Council adopted the amended Council-approved prioritization system and criteria, as shown in Attachments 1A-6A to the report (February 3, 2015) from the Chief Planner and Executive Director, City Planning.

City Council authorized the following areas for study as potential Heritage Conservation Districts: Baby Point, Bloor West Village, Cabbagetown Southwest, the Distillery District, and Kensington Market, and identify the areas shown in Attachments 2B-8B to the report (February 3, 2015) from the Chief Planner and Executive Director, City Planning, as the Heritage Conservation District Study Areas for each authorized district.

City Council directed the Chief Planner and Executive Director, City Planning, to initiate the study of West Queen West, Distillery District and Kensington Market districts in 2015, as a result of the application of the prioritization criteria.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG2.8>

## COMMENTS

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### **Ontario Heritage Act**

The Ontario Heritage Act (OHA) is the key piece of legislation for the conservation of heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeological resources, within municipal boundaries. This is largely achieved through designation of individual properties under Part IV, or designation of HCDs under Part V. It can also be achieved through the registration of a Heritage Easement Agreement on title.

Part IV of the OHA enables municipalities to designate individual properties of cultural heritage value or interest. Designation under Part IV can ensure the conservation of heritage properties and their identified heritage attributes, and requires the receipt of permission from the municipal council to alter, demolish or remove a building or structure on the property.

Part V of the OHA empowers municipalities to designate any defined area as an HCD. Central to Part V designation is the adoption of an HCD plan, which enables municipal councils to conserve the district's heritage character through the application of policies and guidelines specific to the district.

Prior to designating an HCD, City Council must undertake an HCD study to determine if the area merits designation. Section 40 (2) of the OHA identifies the scope and required components of an HCD study. These include: an analysis of the character and appearance of the district; recommendations for the district's boundaries; recommendations for the objectives of the HCD plan; and recommended changes to the Official Plan and municipal by-laws, including zoning by-laws. This report summarizes the preliminary recommendations of the HCD study undertaken in accordance with the Ontario Heritage Act.

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

The Planning Act and associated Provincial Policy Statement guides development in the Province. The Provincial Policy Statement states that the wise use and management of cultural heritage and archeological resources is a key provincial interest. Provincial Policy Statement 2.6.1 reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved".

The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. Under Part 1 section 2 (d) of the Planning Act, those responsible for carrying out activities under the Act shall have regard to "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest".

## **Official Plan**

The City of Toronto's Official Plan contains policies that seek to protect and manage cultural heritage resources, including significant buildings, properties, districts, landscapes and archaeological sites. The Official Plan recognizes the contribution of these resources to sustainable development and place making, and provides policies to guide their conservation and wise use.

Revisions to the Official Plan in 2015 (OPA 199) have provided clarification and direction on the identification, study and evaluation of cultural heritage resources, including HCDs in Toronto. Section 5.1.3 Heritage Conservation states that HCDs will be protected by being designated under the OHA. The Official Plan also provides direction on how HCD studies and plans will be conducted, and notes the protocols and provisions that will be included.

The following is a summary of the consultant team's key findings for each component of the study:

## **History and Evolution**

The study area is located southeast of Parliament and Mill streets. It has historically been associated with the firm of Gooderham & Worts, one of Canada's largest distilling operations through the 19th and into the 20th century, and includes approximately 40 buildings relating its use as a distilling complex, as well as a number of post-war and contemporary buildings and structures on lands that have been related to its operation as a distillery.

Prior to European settlement, the area was part of a larger region occupied by the Mississaugas in the late 17th and early 18th centuries, who used the north shore of Lake Ontario to support their subsistence economy.

In 1831 James Worts established a wind-powered flour mill on what is now Gristmill Lane, west of Trinity Street. Joined soon after by William Gooderham, the firm of Gooderham & Worts expanded rapidly through the mid-19th century, and by the 1860s had become Canada's largest distilling company. The distillery was strategically located on the burgeoning waterfront of Lake Ontario, the 19th century shoreline of which is roughly reflected in the contemporary alignment of Distillery Lane. The location would

later prove fortuitous when the rail lines reached Toronto, passing directly to the north and south of the distilling complex and ensuring ease of access to transportation routes as the city's shoreline was gradually pushed south through land reclamation.

By the early 20th century the firm had expanded to produce industrial spirits, contributing to the war effort under the name British Acetones Toronto Limited. By the end of World War I, the complex had reached its peak size and was substantially built-out. In 1923 the firm of Gooderham & Worts was purchased by industrialist Harry Hatch, owner of Corby Distillery and Hiram Walker & Sons.

By the 1950s the surrounding area had been extensively redeveloped, with the adjacent workers' neighbourhood having been substantially demolished and replaced with rail yards and freight sheds serving the competing railway companies. This preceded the construction of the Union Station Rail Corridor, which had consolidated a number of rail lines onto the aqueduct immediately south of the study area.

Production of distilled products continued through the latter half of the 20th century, however the complex was ultimately closed in 1990, following the sale of Hiram-Gooderham & Worts to Allied Vintners, and the buildings were left largely vacant. In 2001 the site was purchased by Cityscape Holdings Inc.

Under the ownership of Cityscape Holdings Inc., the study area was extensively redeveloped as a mixed-use area introducing residential, commercial, and institutional uses. The redevelopment included the adaptive reuse of a number of buildings associated with Gooderham & Worts, as well as the construction of residential mid-rise and tower form buildings.

## **Archaeological Potential**

Four archaeological initiatives were undertaken following the closure of the distillery. This included an assessment of the site of Lindenwold, the former Worts estate at the northeast corner of Trinity and Mill streets; the documentation of the 1832 windmill adjacent to the Malt House (Building 35); an examination of the distillery's former harbour frontage immediately south of the Stone Distillery and an investigation of potentially undisturbed land south of Rack House G for potential pre- or early contact First Nations archaeological resources.

The majority of the study area has been identified as a zone of archaeological potential, however repeated construction, demolition, and alterations are believed to have had substantial impacts on archaeological resources from the site's earliest history.

## **Built Form and Landscape Survey**

A built form and landscape survey was undertaken to inventory each property within the study area, using the City of Toronto's standardized survey form and completed according to the Terms of Reference. The survey was substantially completed in April 2016. Due to the significant number of buildings and structures associated with a single legal property within the study area, the consultant team identified individual buildings based upon architectural distinctness and historic relationships, and completed a form

for each identified building. This approach has resulted in multiple survey forms being completed for a single property. A list of the parcels and buildings for which survey forms have been completed can be found in the Built Form and Landscape Survey section of the HCD Study.

## **Policy Context**

The study area has a complex planning framework arising from the adoption of the King-Parliament Secondary Plan in 1994, as well as zoning by-laws that pre-date the Secondary Plan. The general intent of the 1994 Secondary Plan was to stimulate and facilitate new mixed-use development. The area is also subject to a Site and Area Specific Policy, which places restrictive densities on new development, and protects specific heritage resources.

In their review of the existing planning policy framework, the consultant team noted that the 1994 Secondary Plan and Site and Area Specific Policy are perceived to have been a success, attracting new mixed-use development to the area while conserving its heritage resources. It was also observed that recent development applications are proposing heights and densities that greatly exceed what was envisioned for the area. This has raised the question as to whether the in-force planning framework reflects the development intentions for the area.

The study area is subject to Official Plan heritage policies and Heritage Easement Agreements that seek to conserve specific heritage resources. Portions of the study area were designated under Part IV of the OHA in 1976 and 1997, with Municipal Heritage Easement Agreements being registered for certain properties in 1990. In addition, the core of the study area was designated a National Historic Site (NHS) in 1988, and a Heritage Master Plan was prepared in 1994. However, the Heritage Master Plan is a non-binding document, and the NHS designation does not provide any additional regulatory protection.

While the existing heritage policy framework has been able to conserve specific architectural heritage attributes, it is limited in its ability to address area-wide heritage resources and considerations, including but not limited to the public realm, views, and managing change within and adjacent to the study area to ensure the long-term conservation of the Distillery District's heritage character. An HCD Plan for the area would provide a consistent and predictable policy framework to manage change, including but not limited to signage, landscaping, lighting, additions and paving. It would also ensure that significant heritage resources, such as Trinity Street and Mill Street are recognized as part of the Distillery District and included within the area's heritage planning framework.

## **Community and Stakeholder Consultation**

Two community consultations were held over the course of the study to present the consultant team's findings and solicit input and feedback from the community on the study area's cultural heritage value and heritage attributes. In addition a series of individual and group interviews with stakeholders (including property owners, institutions, and residents' associations) were conducted. While community feedback

was generally in support of the development of a HCD Plan, stakeholders expressed concerns as to how an HCD would work with the current heritage permit process.

Feedback from both community consultations are summarized in the HCD Study. Contributing properties have been enlarged beyond individual buildings to include open spaces, and the recommended boundary includes the entire approved study area. Significant views have been identified, and industrial fixtures have been included as heritage attributes. Proposed objectives look to encourage improvements to the pedestrian experience, ensure compatible new development on non-contributing properties and appropriate additions to contributing properties and enhance the relationship between the study area and nearby heritage resources. Concerns raised during the course of the stakeholder interviews have been noted for further discussion.

## **Analysis**

Following historical research and the built form and landscape survey, the consultant team undertook a character analysis of the study area. This analysis sought to identify themes and typologies within the area that could inform the identification of cultural heritage value, the determination of significance and the selection of related heritage attributes.

### **Building Typologies**

Three building typologies were identified within the study area based upon historic use, which is understood to have influenced the size, materiality, layout and configuration of buildings and structures. These typologies are related to alcohol production; therefore, buildings unrelated to the study area's operation as a distillery have not been categorized as belonging to one of the building typologies.

Buildings identified as belonging to the Complex Production Processes typology were dedicated to the manufacturing of alcohol and are generally situated within or near the centre of the study area. These buildings are characterized by complex forms, are oriented towards transportation corridors and are in proximity to related production facilities. With their primary elevations facing Trinity or Mill Streets, Complex Production Process buildings tend to have more elaborate elevations than other building typologies, and are significant resources that assist in defining the open spaces within the study area. Examples include the Stone Distillery, Fermenting Cellar and Pure Spirits.

Singular Function buildings reflect the growth in business of Gooderham & Worts and regulations pertaining to aging and storage. These buildings generally have simple forms and repetitive arrangements that facilitated the efficient movement of products within the study area. Singular Function buildings are located in the eastern portion of the study area and are defined by their large rectangular footprints and general single storey height, as well as their largely unadorned red brick elevations. They have a significant role in defining the public realm, forming a prominent streetwall on Mill and Cherry Streets, and their regular spacing has resulted in the network of Secondary Circulation Routes ("lanes" and "mews").

Operations Support buildings contained diverse functions unrelated to the manufacturing and storage of alcohol. These buildings are more modest in scale than

other building typologies and have greater variety in their form and details. They are strategically located throughout the study area based on their historic use, and respond to adjacent buildings in their orientation, massing and form. Examples include the Pump House, Paint Shop and Machine Shop.

### **Open Spaces**

The public realm of the study area is unique within Toronto as it breaks from the street grid. Instead, circulation routes and open spaces have been composed in relation to the historic use of the area as a distillery complex. Open spaces and circulation routes are therefore largely a result of the historic industrial processes that took place within the study area, and have evolved to become valued components of the public realm.

The study area is bounded by four vehicular right of ways (Parliament, Mill and Cherry Streets and Distillery Lane), and is intersected by a former right-of-way that has since been privatized and pedestrianized (Trinity Street). All of these rights-of-way have been identified as Primary Circulation Routes. These spaces connect the area to the surrounding urban fabric and generally retain their primary function as transportation routes. They also serve to define the border of the study area, with buildings and structures fronting the routes with streetwalls that meet the property line.

Spaces between buildings in the study area have historically served a variety of purposes, including service, transportation, and fire suppression. These Secondary Circulation Routes are narrow in width, often irregular in alignment and open up at various points to squares and open spaces. Adjacent building streetwalls are more utilitarian in their design than those facing Primary Circulation Routes.

A significant heritage attribute of the study area is its Squares and Activity Nodes, which are typically spaces where circulation routes transition to larger open areas to facilitate patios, sitting and events. While some of these spaces have historic uses (fire suppression or informal work yards, e.g.) others have been created as a result of contemporary development.

### **Views**

Views associated with the study area are highly valued due to the area's significant historic fabric and materiality to be appreciated, as well as the way in which the historic built form has created narrow spaces and definitive datum lines that frame views. The consultant team has identified two view categories: context views and content views.

Context views are those within, out of and into the study area that situate the Distillery District within the broader urban and geographic landscape. Context views generally encompass multiple buildings and structures, as well as streetscapes, skylines and open spaces. These views are important in placing the study area within its surroundings, contrasting the heritage character of the area with contemporary developments and additions.

Content views are generally located within the study area and are related to specific architectural landmarks, industrial connections and streetscapes. These views are often experienced from multiple vantage points, and are important in highlighting specific heritage attributes and features within the area.



While the study report lists a number of context and content views, it is understood that other views may exist, and that the list is not exhaustive. In addition to those views listed, it is also understood that general views of Part IV designated buildings and structures within the study area are of value and should be conserved.

## **Cultural Heritage Value**

The HCD Study determined that the study area has historic and associative value relating to people and businesses that have had a significant impact in the development of the area as well as the City of Toronto, including various members of the Gooderham and Worts families, the architects David Roberts Sr. and Jr., and Harry C. Hatch, as well as the significant workforce that the distillery employed. The known presence of archaeological resources also contributes to the area's historic value.

The HCD study area also has design and physical value due to its being one of the most complete 19th century distilling complexes in Canada, the degree of architectural craftsmanship and artistic merit evident in its built form and the sensitive adaptive reuse of its buildings. The area was determined to have physical value due to the arrangement of its buildings and structures that reflect their historic functional uses and evolution over time.

Buildings, open spaces and views within and into the study area define, maintain and support the area's history, sense of place and time and contribute to the area's contextual value. The arrangement, placement, and orientation of buildings convey the hierarchies typical of a 19th and early 20th century distilling complex.

The HCD study area as a whole is understood to be a landmark within the city due to its history, architecture, associated cultural activities and social spaces and physical appearance. Its landmark status is conveyed in the consistent materiality, form and arrangement of its buildings and structures, the unique quality of its open spaces and circulation routes and the historically revealing views. Following its adaptive reuse, the area has become a popular special event and tourist destination.

The adaptive reuse of the study area as a mixed-use neighbourhood beginning in the 1990s has facilitated the development of a community of artists, businesses, residents and institutions who appreciate and are evidence of the living connection between past and present in Toronto. The community has strongly expressed that it values the study area's historic fabric as a significant part of their understanding and appreciation of their neighbourhood and as a unique place in the city.

## **Integrity**

The study area's architectural design, materiality, arrangement and industrial fixtures are sufficiently able to convey its visual, functional, and historical cohesion as a distilling complex and its history as the Gooderham & Worts distillery. The orientation of buildings, properties and open spaces adjacent to Distillery Lane reflects the historic shoreline and rail lines and connects the study area to the broader history of Toronto's evolved shoreline and rail development.

The study area possesses sufficient authenticity to accurately and directly convey its cultural heritage value through its heritage attributes and it has retained most of the buildings and structures associated with its history as a distilling complex. Subsequent adaptive reuse has generally respected these attributes through development that has been sensitive to, and compatible with, the area's heritage resources.

### **Boundary**

The proposed boundary encompasses the entire study area. This includes the historic boundaries of the Gooderham & Worts distilling complex, as well as parcels that are historically associated with transportation into, and out of, the area that retain contextual associations as well as archaeological potential related to the district. (Attachment No. 1)

### **Statement of Cultural Heritage Value**

The draft Statement of Cultural Heritage Value identifies and describes the study area's cultural heritage value and provides a preliminary list of heritage attributes (Attachment No. 2). The Statement expresses that the study area is of exceptional cultural heritage value due to its historical associations, its architecture and craftsmanship, its location, landscape and environment and its social presence. It also identifies the district as a landmark within Toronto and as a symbol of the city's vitality. The Statement of Cultural Heritage Value and heritage attributes may be revised and refined through the course of the HCD Plan.

Heritage attributes that reflect the cultural heritage value of the study area include, but are not limited to, the spatial organization of buildings, structures and open spaces, built form and massing, materiality and fixtures, views and public open spaces.

### **Statement of Objectives**

Draft objectives have been prepared and organized based upon identified cultural heritage values to ensure the long-term conservation and enhancement of the area (Attachment No.3). This includes general objectives that address conservation of the study area's cultural heritage value and heritage attributes, and that ensure that new development conserves and contributes to the study area's character. These objectives may be revised and refined through the course of the HCD Plan.

Other important objectives seek to re-establish the relationship between the study area and adjacent heritage resources, to fully integrate all properties within the area through complementary development and to support continued heritage interpretation.

### **Contributing and Non-Contributing Areas**

The usual approach of a property-by-property evaluation for contributing properties posed a challenge in being applied to the study area, due to the land ownership pattern wherein a significant number of visually distinct buildings and structures are located on a single property parcel. As a solution, the consultant team elected to identify contributing areas, irrespective of individual properties. In many ways this approach reflects and reinforces the strength of the core property as a collection.

The recommended contributing area constitutes the core of the study area; non-contributing areas include the Triangle Lands and parcels at the northeast and

northwest corners of the study area. Although the latter three areas have been identified as non-contributing, they retain contextual and historical associations with the study area and are valuable assets that contribute to the area's integrity. It is for this reason that these non-contributing areas are recommended to remain within the HCD Plan boundary.

## **Conclusion**

The Distillery District HCD Study meets the requirements of the Ontario Heritage Act and other provincial legislation and municipal policies, including requirements for consultation, evaluation and content.

The HCD Study was undertaken collaboratively within the City Planning Division. Proceeding with the development of an HCD Plan will enable City Council to conserve the cultural heritage value and heritage attributes of the Distillery District and to manage and guide future change in accordance with the Official Plan and the Ontario Heritage Act.

City Planning staff have reviewed and support the findings and recommendations of the HCD Study, including the determination that the area qualifies for designation under Part V of the Ontario Heritage Act. It is therefore recommended that City Planning proceed with the preparation of a Distillery District Heritage Conservation District Plan. Additional stakeholder consultation, including community consultations and the arrangement of a Stakeholder Advisory Committee, will be undertaken throughout the Plan phase. This report seeks endorsement from the Toronto Preservation Board for these recommendations.

## **CONTACT**

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Tamara Anson-Cartwright, Program Manager  
Heritage Preservation Services  
Tel. No. 416-338-1083  
Fax. No.416-392-1973  
Email: tansonc@toronto.ca

## **SIGNATURE**

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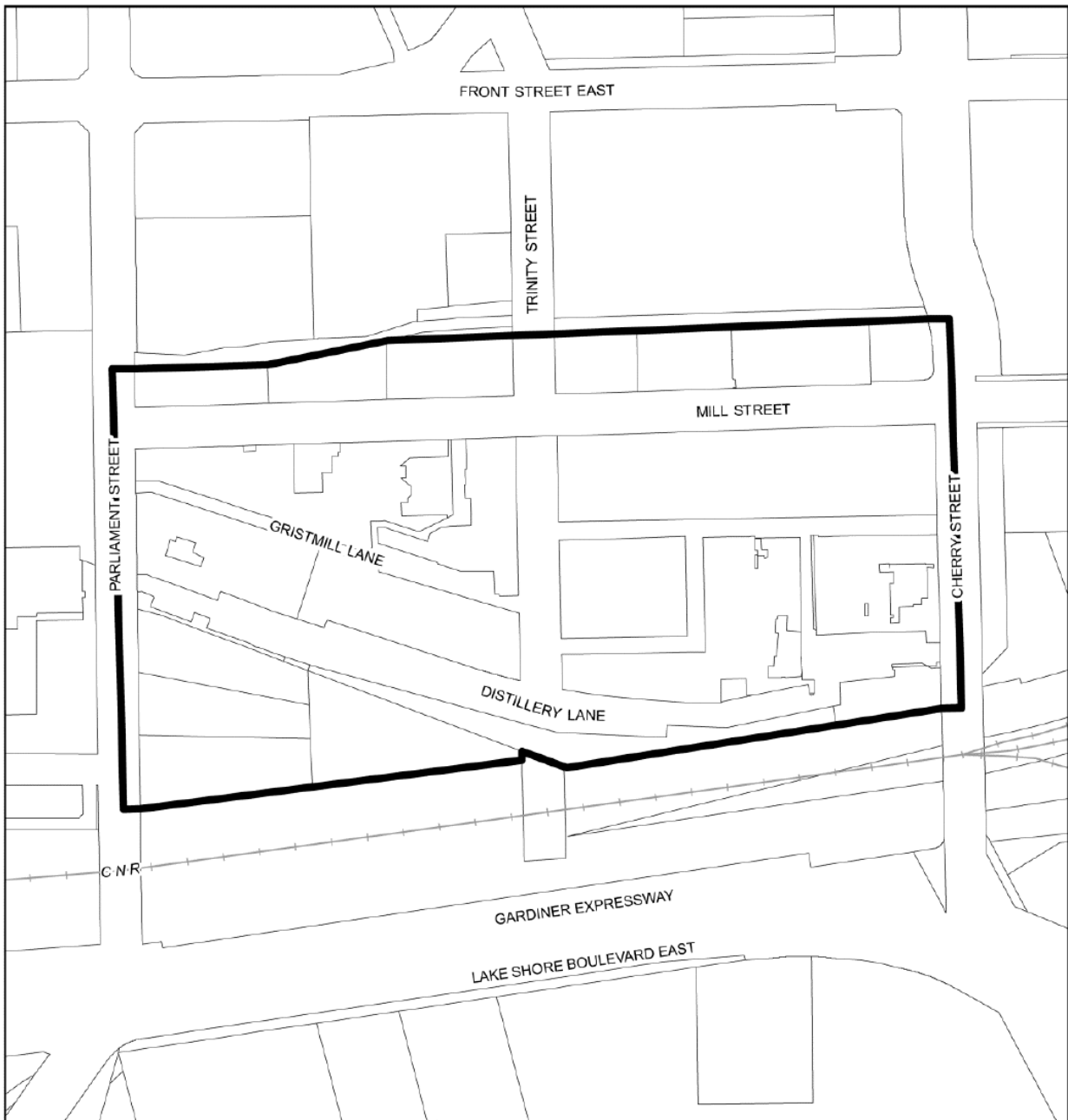
Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

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- Attachment No. 1 – Distillery District Heritage Conservation District – Boundary
- Attachment No. 2 – Draft Statement of Cultural Heritage Value
- Attachment No. 3 – Draft Statement of Objectives
- Attachment No. 4 – Distillery District Heritage Conservation District Study

# Attachment 1: Distillery District Heritage Conservation District - Boundary



 **TORONTO**  
Proposed Boundary

Proposed Distillery District  
Heritage Conservation District

 Proposed Boundary

  
Not to Scale  
11/24/2016

## **Attachment 2: Draft Statement of Cultural Heritage Value**

The Gooderham & Worts Heritage Conservation District is of exceptional heritage value due to its historical associations, its architecture and craftsmanship, its location, landscape and environment and its social presence. The district contains dozens of structures erected by Gooderham & Worts from 1859 (the Stone Distillery) to 1927 (Case Goods Warehouse). In the late 19th century, Gooderham & Worts was one of the largest distilling operations in the world and the largest in Canada. Since closing in 1990, its buildings have been the subject of numerous adaptive reuse projects for various commercial, business, artistic and residential functions. The district is a landmark in the city and a symbol of its vitality.

The primary period of significance for the district is identified as 1859 – 1927 which encompasses the apex of production on the site and corresponds with the largest facility size and diversity of distillates being produced.

### **Historic and Associative Values**

The Gooderham & Worts property, just east of the former Parliament Buildings, was acquired by James Worts in 1831 from the Crown's expansion and subdivision of the York townsite for a hospital endowment. The firm's first industrial building – a brick windmill – served as an important landmark along the lakeshore for 30 years; the foundation and other evidence of the windmill are preserved as an archaeological site in the district near the former shoreline of Lake Ontario. The firm's holdings expanded to include multiple consumer and industrial distilling buildings, residences, a feed lot, warehousing, a lakeside elevator and warehouses, a bottling plant, rail sidings, etc. Profits from the Gooderham & Worts distilling business were invested by the owners' families in many ventures of exception importance to Toronto, including banks, railways (including the Toronto & Nipissing Railway), insurance companies, and philanthropic organizations.

Specific individuals that are directly associated with the district and important local, provincial and national business and philanthropic endeavours include: James Worts (1792-1834), William Gooderham (1790-1881), James Worts (1818-1882), William Gooderham (1824-1889), William George Gooderham (1853-1935), and Albert Edward Gooderham (1861-1935). Industrialist and financier Harold (Harry) C. Hatch purchased controlling interest of Gooderham & Worts in 1923.

Two important designers associated with the district are David Roberts Sr. and David Roberts Jr. David Roberts Sr. (1810-1881) was an Irish engineer and millwright who appears to have spent almost all of his career in Canada (from 1845 to the 1870s) working for Gooderham & Worts. He may have also worked on the design of the Carling brewery (1873-5) in London, Ontario, with his son, David Roberts Jr. Roberts Sr. designed the mechanical system for the Toronto General Hospital (1864). His most prominent and widely recognized work was the Stone Distillery (1859) at Gooderham & Worts, but he also designed brick buildings for the firm, including the Maltings & Cooperage and residences on Mill Street (demolished). He worked with his son on the designs for the rebuilding of the Stone Distillery in 1869 following a fire.

David Roberts Jr. (1845-1907) designed several works in the district under his own signature, beginning with the handsome Pure Spirits complex (5 Trinity Street, 1873). In addition to designing multiple buildings, including many of the rack houses, he was also the architect of the new offices for Gooderham & Worts, the Gooderham Block (Flatiron Building, 49 Wellington Street E., Toronto, 1892), when the firm's office moved away from the distilling works. He designed multiple Gooderham residences and industrial buildings for various firms, including two Carling breweries (London, 1873-5 and Toronto, 1898-9). While many of his buildings have been demolished, extant examples include buildings with municipal heritage designations in Toronto - Newman Centre (89 St. George Street, 1891), C.H. Gooderham House (592 Sherbourne Street, 1884), and the Gooderham Block mentioned above. His most luxurious design was a home for George Gooderham, now the York Club (135 St. George Street, 1889).

The district is also associated with the hundreds of employees that worked for Gooderham & Worts over its 150 year history – some of whom spent their entire working careers at the Distillery. Historically, workers lived in close proximity to the Distillery in workers cottages or row houses, some of which are still evident on side streets in the Corktown neighbourhood.

### **Design and Physical Values**

The buildings in the district represent a large portion of the structures constructed during by Gooderham & Worts in the period when the distilling business flourished, from the 1860s to the 1910s. The district is anchored by the Stone Distillery, a massive limestone structure that is a rare surviving example of a mid-19th century building that was designed to house a full suite of industrial processes from the handling of raw materials to packaging. A large set of brick buildings represent a cohesive architectural ensemble using a limited, expertly crafted palette of brick, stone and wood. Most of the brick buildings feature corbelled brickwork, brick voussoirs, brick buttresses, limestone lintels and limestone foundations. Many of the Gooderham & Worts buildings are unexpectedly ornate in decoration while being highly functional in their plans and organization. The adaptive reuse of the buildings has conserved architectural forms and details, as well as many industrial fittings and fixtures, such as piping, conveyors, walkways, fire escapes and hoists.

The district has a unique spatial configuration due to the organization of its open spaces and lanes which create a positive environment for pedestrians both as circulation routes and areas of congregation. This spatial configuration produces numerous views of architectural landmarks, historic facades and silhouettes as well as views out to the City of Toronto that situate the district within the broader urban context.

### **Contextual Values**

The district's historic land uses, spatial organization and land forms provide a clear view into a 19th century industrial landscape and demonstrates the strong bond between Toronto's industrial growth and the city's harbourfront history. The arrangement of buildings and circulation systems for Gooderham & Worts initially followed the natural geography of the property in the orientation of the windmill and milling operations, in parallel to the shoreline, and responded to the York town plan in the placement of buildings along Trinity and Mill Streets. From the anchor of the Stone Distillery, the enterprise grew in scale and complexity, expanding south through infill and, within its original boundaries, by converting open spaces and residential lots into industrial uses.

The Gooderham & Worts property integrated a portion of the Toronto & Nipissing Railway right-of-way in its holdings. By the early 1900s the operation included nearly 40 buildings on the axis of Trinity and Mill Streets, including the grid of rack and tank houses on the east part of the district. Over time, some buildings were demolished along Mill Street, but the core of the distillery remained intact until the operation closed in 1990.

Adaptive reuse and infill in the district, as well as the severance of lakeside lots from the Gooderham & Worts holdings after the construction of the Union Station Railway Corridor (USRC), has not diminished the legibility of the original plan or its evolution. The district maintains a strong relationship to the USRC which includes the railway tracks, the Cherry and Parliament street subways and the Cherry Street Interlocking Tower. The district is located adjacent to the First Parliament Site and The Esplanade, a former railway alignment that continued into the Gooderham & Worts complex. More broadly, the district is related to heritage resources associated with the Corktown area including the Enoch Turner Schoolhouse and former Canary Restaurant/Palace Street School.

### **Social Values**

The closure of Gooderham & Worts in 1990 was followed by an extensive and on-going program of adaptive reuse of buildings and spaces. A new neighbourhood has emerged in place of a single property with an industrial vocation. The adaptive reuse of the distillery buildings for mixed-use purposes not only retained the cultural heritage value of the buildings, but has created a precedent for similar projects and become an important part of the local and national conservation history. The adaptive reuse projects also created new open spaces and a strong public realm that is valued by residents and visitors and which permits an appreciation of the area's heritage character. Due to the quality of its design and activity connected to commercial, artistic and residential uses, the district has become a landmark in Toronto and a symbol of the living connections between the city's past and present. It is also recognized as being of national historic significance.

### **Description of Historic Place**

The Gooderham & Worts Heritage Conservation district is bounded by properties on the north side of Mill Street between Cherry Street and Parliament Street, on the south by the Union Station Railway Corridor, on the east by Cherry Street and on the west by Parliament Street.

### **Heritage Attributes**

Key attributes that embody the *historical value* of the district include:

- the spatial organization of the district with the central axis of Trinity and Mill streets creating the main street of the former distillery complex, the Stone Distillery set at an oblique angle almost parallel to the former shoreline of Lake Ontario, the former railway right-of-way running parallel to the Stone Distillery and turning in front of the Case Goods Warehouse, and the grid of alleys east of Trinity Street;
- the scale of the Stone Distillery;
- the solid stone and brick masonry construction throughout the district;



- archaeological evidence of the former windmill near the former offices west of Trinity Street;
- the presence of a full set of structures required for a 19th-century distillery, including a mill, offices, pure spirits buildings, malt kilns, rectifying tower and warehouses, as well as a full complement of supporting buildings (machine shop, stable/garages, pumphouse, etc.);
- surviving fittings, pipes and conveyances on and between buildings;
- works attributed to architects David Roberts Sr. and David Roberts Jr. and
- views to the district from the Gardiner Expressway and the Union Station Railway Corridor that place the Stone Distillery in the foreground.

Key attributes that embody the *design and physical values* of the district include:

- functionality and industrial opportunity serving as priorities in the design of buildings, such as the irregular footprint of the Case Goods Warehouse, multiple additions to the Stone Distillery, the expansive glazing of the Pure Spirits grouping, and the solid, fortress-like appearance of Rack House D;
- the Stone Distillery as a particularly fine example of limestone masonry and a rare Canadian example of a large industrial mill constructed in stone that survives from the mid 19th century with its projecting quoins at the corners, iron tie rods, belt courses articulating each storey; openings with massive stone sills and lintels, and doors with iron hinges, straps, bolts, handles and metal hardware;
- the predominance of smooth red brick load-bearing walls on most of the buildings erected for Gooderham & Worts, with the exception of the Stone Distillery and the Case Goods Warehouse;
- the ornate decoration, silhouette and shape of the Pump House;
- the streamlined design of the Case Goods Warehouse that is faithful to older Gooderham & Worts warehouses in its brick construction, sawtooth brickwork along the eaves, and its wall pattern of piers and recessed panels;
- Neoclassical and Italianate ornamentation, such as semi-arched windows, heavy stone lintels, corbelled brickwork, and symmetry, used throughout the district on stone and brick buildings erected for Gooderham & Worts;
- the continuous façades and distinctive silhouettes of the Cooperage and Maltings groups of buildings on the west side of Trinity Street;
- the continuous façades, massive multi-pane windows and fine ironwork of the Pure Spirits grouping on the east side of Trinity Street;
- devices aimed at preventing the spread of fire and limiting the damage from explosions, such as the Pump House, the cast-iron façade of the Pure Spirits complex, the use of brick, stone and slate and the limited use of wood for windows and doors, and fittings for sprinkler systems and fire hydrants and
- surviving equipment as reference in the heritage easement agreements.

Key attributes that embody the *contextual values* of the district include:

- the scale and prominence of the Stone Distillery in anchoring the site and views into the district;
- the presence of the archaeological site of the windmill;
- the change in elevation along Distillery Lane north of the Stone Distillery that helps mark the location of the natural embankment;

- the spatial organization of the district with Trinity and Mill streets as the primary axis and the Stone Distillery serving as the historic anchor;
- the compact arrangement of buildings along Trinity Street and the grid of tank and rack houses;
- the imposing presence of the Rack House D at the corner of Mill and Trinity streets;
- the continuous façades that create the streetscapes on both sides of Trinity Street south of Mill Street;
- views within the district that highlight the silhouettes of the hipped roofs and lanterns of the Maltings;
- views from outside the district towards the Stone Distillery and other Gooderham & Worts buildings, especially from the Gardiner Expressway and the Union Station Railway Corridor;
- the relationship between the district and The Esplanade, which allows an appreciation of the alignments of historic transportation systems that had a symbiotic connect with the Gooderham & Worts enterprise;
- the relationship between the district and the Union Station Railway Corridor, with the Cherry Street Interlocking Tower and the viaduct providing tangible evidence of changes that affected the shape and boundaries of the Gooderham & Worts property and
- surviving equipment as referenced in the heritage easement agreements.

Key attributes that embody the *social and community values* of the district include:

- the neighbourhood character that has emerged in the district from the adaptive reuse of buildings for commercial, residential, creative and entertainment functions;
- gathering spaces that allow the community to access, enjoy and appreciate the unique character of the district and
- national and civic recognitions of its historic importance.

## **Attachment 3: Draft Statement of Objectives**

### **General**

- Conserve and enhance the cultural heritage value of the district as expressed through its heritage attributes, contributing areas, building typologies, public realm and archaeological resources

### **Historic Values**

- Conserve and enhance the relationship between the district and the evolved shoreline of Lake Ontario
- Conserve and enhance the relationship between the district and the former railway lines including the Toronto & Nipissing Railway (to the south) and the Canadian Pacific Railway (to the north)
- Conserve and enhance the distinct character of the area, with particular importance given to the 1860-1927 period of significance
- Continue to interpret and promote the industrial heritage of the district
- Interpret the history of the site with reference to former employees, architects David Roberts Jr. and David Robert Sr. as well as the Gooderham and Worts families

### **Design and Physical Values**

- Conserve buildings and open spaces that contribute to the area's cultural heritage value, and prevent the removal of buildings, features, spaces or other heritage attributes
- Ensure development adjacent to the district conserves the district's cultural heritage value
- Encourage complementary alterations and the adaptive reuse of buildings and structures that contribute to the area's cultural heritage value
- Encourage design excellence in contemporary retail signage that is complementary to the district's heritage character
- Conserve open spaces through complementary interventions, including lighting, landscaping, and patios
- Encourage compatible development on sites within the district that do not contribute to the area's heritage value
- Encourage improvements that support the existing pedestrian experience of the district and its open spaces (streets and lanes)
- Conserve identified views within the district that illustrate its industrial heritage including the overhead inter-connections between buildings as well as the identified streetscapes

### **Contextual Values**

- Conserve the distinct character and importance of the area within the context of the city
- Conserve and enhance the relationship between the district and the USRC and associated structures including the Cherry Street Interlocking Station, and Cherry and Parliament street subways
- Conserve identified views of the Stone Distillery from the USRC
- Conserve identified views to the City's skyline to the west
- Conserve identified views into the district from Cherry, Parliament and Trinity streets

- Enhance the relationship, through interpretation, between the Gooderham & Worts site and existing heritage properties in the surrounding area including First Parliament site, Enoch Turner Schoolhouse and the former Canary Restaurant/Palace Street School

### **Social and Community Values**

- Conserve and enhance the social value of the district as a mixed-use area through the continued adaptive reuse of buildings to facilitate commercial, residential, cultural and community-based uses

## **Attachment 4: Distillery District Heritage Conservation District Study**

The Distillery District Heritage Conservation District Study will be available prior to the Toronto Preservation Board Meeting on December 7th, 2016