



STAFF REPORT ACTION REQUIRED

Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act – 720 Millwood Road

Date:	October 4, 2011
To:	Toronto Preservation Board North York Community Council
From:	Acting Director, Policy & Research, City Planning Division
Wards:	Don Valley West – Ward 26
Reference Number:	P:\2012\Cluster B\PLN\HPS\NYCC\January 10 2012\nyHPS12

SUMMARY

This report recommends that City Council state its intention to designate the property at 720 Millwood Road (also known as 2 Donegall Drive) under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value. The site contains the Agnes Macphail House, which is significant for its association with Canada's first female Member of Parliament who also represented York East in the Provincial Legislature during the 1940s.

Following research and evaluation, staff have determined that the property at 720 Millwood Road meets Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation under the Ontario Heritage Act. The designation of the property would enable City Council to control alterations to the site, enforce heritage property standards and maintenance, and refuse demolition.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council include the property at 720 Millwood Road (Agnes Macphail House) on the City of Toronto Inventory of Heritage Properties.
2. City Council state its intention to designate the property at 720 Millwood Road (Agnes Macphail House) under Part IV, Section 29 of the Ontario Heritage Act.

3. If there are no objections to the designation in accordance with Section 29(6) of the Ontario Heritage Act, City Council authorize the City Solicitor to introduce the bills in Council designating the property under Part IV, Section 29 of the Ontario Heritage Act.
4. If there are objections in accordance with Section 29(7) of the Ontario Heritage Act, City Council direct the City Clerk to refer the designation to the Conservation Review Board.
5. If the designation is referred to the Conservation Review Board, City Council authorize the City Solicitor and appropriate staff to attend any hearing held by the Conservation Review Board in support of Council's decision on the designation of the property.

Financial Impact

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

DECISION HISTORY

At its meeting of August 17, 2000, the Toronto Preservation Board adopted a staff report recommending that the property at 720 Millwood Road (then identified as 2 Donegall Drive) be designated under Part IV, Section 29 of the Ontario Heritage Act. The East York Community Council at its meeting of September 19, 2000, deferred item 9.6 concerning the proposed designation to the "first meeting of the appropriate community council" to allow discussions between staff and the property owners concerning the proposed designation. The report was deferred again at the January 17, 2001 meeting of the Midtown Community Council because the meeting with the owners and staff had not yet been scheduled.

In early 2001, the then Councillor for Ward 26, organized a meeting attended by the property owners, staff and representatives of the East York Historical Society. City Council, at its meeting of April 30, May 2 and 2, 2001, adopted Midtown Community Council Report No. 3, Clause 1, that "the owner of 2 Donegall Drive be requested to provide and install a suitably worded plaque in an appropriate location on the property (for example the house or gate) as soon as possible, and Councillor Pitfield and staff from Heritage Services be requested to work with the owner in this regard." The intention to designate was not adopted.

ISSUE BACKGROUND

Members of the East York Historical Society and the community support the designation of the property at 720 Millwood Road. The property has cultural heritage value and the proposed designation would enable City Council to protect its values and attributes.

COMMENTS

At location map (Attachment No. 1) and photograph (Attachment No. 2) are attached.

Since the property was first recommended for designation in 2000, the Ontario Heritage Act was amended in 2005 and Ontario Regulation 9/06, the criteria prescribed for municipal designation, adopted in 2006. Staff have completed the attached Heritage Property Research and Evaluation Report (Attachment No. 4) and determined that the property at 720 Millwood Road is worthy of designation under Part IV and meets the provincial criteria under the three categories of design, associative and contextual values.

The Reasons for Designation are found in Attachment No. 3. Located on the northwest corner of Millwood Road and Donegal Drive, the Agnes Macphail House (1937) is a rare example of a duplex designed in the Modern style with entrances on two residential streets in Leaside. The property is associated with the notable Canadian politician Agnes Macphail, who owned the site between 1948 and 1954. Contextually, the property at 720 Millwood Road assists in maintaining and supporting the character of the residential sector in Leaside, and is also physically, functionally, historically and visually related to its surroundings in the residential neighbourhood east of Bayview Avenue. The Reasons for Designation (Statement of Significance), which are the Public Notice of Intention to Designate, will be advertised on the City of Toronto's web site in accordance with the City of Toronto Act provisions and served on the property owners and on the Ontario Heritage Trust according to the provisions of the Ontario Heritage Act.

CONTACT

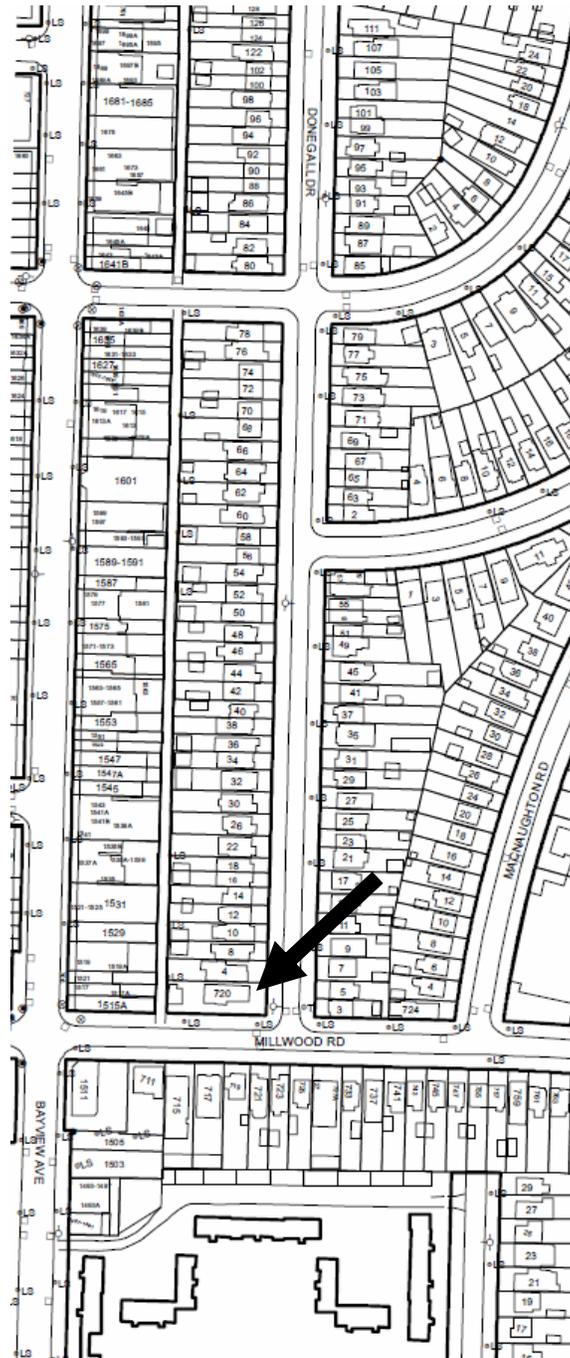
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SIGNATURE

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ATTACHMENTS

Attachment No. 1 – Location Map
Attachment No. 2 – Photographs
Attachment No. 3 – Reasons for Designation (Statement of Significance)
Attachment No. 4 – Heritage Property Research and Evaluation Report



This location map is for information purposes only; the exact boundaries of the property are not shown.

The **arrow** marks the location of the site.



Above: south facade, 720 Millwood Road
Below: south facade on Millwood Road (left) and east facade at 2 Donegall Drive (right)

(Heritage Preservation Services, September 2011)

REASONS FOR DESIGNATION: STATEMENT OF SIGNIFICANCE

720 Millwood Road: Agnes Macphail House

Description

The property at 720 Millwood Road (also known as 2 Donegall Drive) is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets the criteria prescribed by the provincial government for municipal designation under the three categories of design, associative and contextual values. Located on the northwest corner of Millwood Road and Donegall Drive in Leaside, the Agnes Macphail House (1937) is a two-storey duplex.

Statement of Cultural Heritage Value

The property at 720 Millwood Road has design value as a rare example of Modern styling applied to a duplex in Leaside that was designed to take advantage of the corner setting with entrances on two streets. The Agnes Macphail Houses displays the flat roof, angular shape and geometrical openings associated with 20th century Modernism, while retaining the modest classical detailing derived from the Georgian Revival style that is displayed on much of the residential housing in Leaside.

The duplex is historically associated with the notable Canadian politician, Agnes Macphail, who owned and occupied the premises from 1948 until her death in 1954, a period when she remained actively involved in politics. The first woman elected to Canada's House of Commons in 1921 where she served for two decades, Macphail championed labour and farm issues, including equality for women and prison reform. Entering provincial politics, Agnes Macphail was one of the first two women elected to the Ontario Legislature where she represented York East from 1943-45 and 1948-51. She was responsible for Ontario's first equal pay legislation in 1951.

Contextually, the Agnes Macphail House is important in supporting and maintaining the character of Leaside in the residential area of the community east of Bayview Avenue where it also is physically, functionally, historically and visually related to its surroundings. Located on a corner lot in the first block south of Bayview Avenue, the duplex addresses two streets that feature the mixture of low-rise detached, semi-detached and apartment housing identified with the residential sector of Leaside.

Heritage Attributes

The heritage attributes of the property at 720 Millwood Road are:

- The two-storey duplex
- The scale, form and massing of the L-shaped plan beneath a flat roof
- The materials, with buff brick cladding and brick, stone and wood trim
- On the two-bay east façade and the three-bay south façade, the entrances with single doors, transoms and bracketed entablatures
- On the south and east façades, the fenestration with flat-headed tripartite window openings with multi-paned sash windows and stone sills, as well as octagonal windows
- The L-shaped wing at the west end, with flat-headed window openings with multi-paned sash windows
- The detailing, with brick corner quoins and band courses
- The setback of the Agnes Macphail House on the northwest corner of Millwood Road and Donegall Drive

The single-storey west wing and the detached garage are not identified as heritage attributes.

HERITAGE PROPERTY RESEARCH AND EVALUATION REPORT



**AGNES MACPHAIL HOUSE
720 MILLWOOD ROAD, TORONTO**

Prepared by:

Heritage Preservation Services
City Planning Division
City of Toronto

September 2011

1. DESCRIPTION



Above: south façade on Millwood Road
Cover: south facade on Millwood Road (left) and east façade on Donegall Drive (right)

720 Millwood Road: Agnes Macphail House	
ADDRESS	720 Millwood Road (2 Donegall Drive)
WARD	26 (Don Valley West)
LEGAL DESCRIPTION	Plan 2121, Lot 43
NEIGHBOURHOOD/COMMUNITY	Leaside
HISTORICAL NAME	Agnes Macphail House
CONSTRUCTION DATE	1937
ORIGINAL OWNER	James G. Muir
ORIGINAL USE	Residential (duplex)
CURRENT USE*	Residential (duplex) * This does not refer to permitted use(s) as defined by the Zoning By-law
ARCHITECT/BUILDER/DESIGNER	None found ¹
DESIGN/CONSTRUCTION	Brick cladding with brick, stone and wood trim
ARCHITECTURAL STYLE	Modern
ADDITIONS/ALTERATIONS	Single-storey west wing & garage added
CRITERIA	Design/Physical, Historical/Associative & Contextual
HERITAGE STATUS	Cultural Heritage Evaluation
RECORDER	Heritage Preservation Services: Kathryn Anderson
REPORT DATE	September 2011

¹ Building permits do not survive for Leaside for this period

2. BACKGROUND

This research and evaluation report describes the history, architecture and context of the property at 720 Millwood (with a secondary address at 2 Donegall Drive), and applies evaluation criteria to determine whether it merits inclusion on the City of Toronto Inventory of Heritage Properties and designation under Part IV, Section 29 of the Ontario Heritage Act. The conclusions of the research and evaluation are found in Section 4 (Summary). While additional research has been undertaken, parts of the text below are derived from the Heritage Property Report for 2 Donegall Drive prepared by Heritage Preservation Services in July 2000.

i. HISTORICAL TIMELINE

Key Date	Historical Event
1913	Plan 2121 is registered by the York Land Company
1928	James G. Muir, an employee of the <u>Toronto Telegram</u> newspaper and a Swansea resident, purchases lot 43
1937 Oct	Muir sells the northern 10 feet of the lot
1937	When the City Directory for 1938 is compiled in 1937, the duplex is in place with a tenant occupying the unit at 720 Millwood Road
1938	The duplex has tenants in both units, according to the annual director
1942 Nov	The notices for the Leaside assessment rolls indicate that Muir owns the duplex and rents the units to tenants ²
1944 Nov	Muir sells the property to Helen Levitt, who transfers it to Frederick Rook two years later
1948 July	Politician Agnes Macphail purchases the property
1950	Macphail is first recorded in the city directory of 1951 (with information dating to 1950) as the occupant of 2 Donegall Drive
1954 July	Macphail's executors sell the property to Phyllis Murch

ii. HISTORICAL BACKGROUND

Leaside

The property at 720 Millwood Road (also known as 2 Donegall Drive) is located in the former Town of Leaside. The origins of the community date to the early 19th century when members of the Lea family emigrated from Pennsylvania and acquired acreage in York Township southeast of the intersection of present-day Eglinton Avenue East and Bayview Avenue. When acquiring a portion of William Lea's property for a repair facility and station, the Canadian Pacific Railway Company received permission to name the junction "Leaside."

² The first surviving assessment information for the Town of Leaside dates to 1939 (with data compiled for 1940 taxes), but Plan 2121 is not included in the notice books. A gap in the records exists until 1942

In 1912, a competing railway company, the Canadian Northern, assembled a 1000-acre tract of land in Leaside (Image 2) where the noted landscape designer Frederick Todd was commissioned to lay out a model community with separate sectors devoted to industry and housing (Goad's Atlas updated to 1923 reflects aspects of Todd's plan and is attached as Image 4). Leaside was incorporated as a town in 1913, with the interim council endorsing Todd's street plan. The bankruptcy of the Canadian Northern Railway, the isolation of the community and the outbreak of World War I delayed most construction activity. After the conflict, the build up of the industrial sector of Leaside by major manufacturing companies and the completion of the Leaside Bridge across the Don River in 1927 brought easier access to the City of Toronto and renewed interest in the development of Leaside. Despite the Great Depression, a residential building boom occurred in the decade between 1929 and 1939 when Leaside's population rose from just over 600 to 5000. Leaside remained an independent municipality until 1967 when it amalgamated with East York as the Borough of East York.

Agnes Macphail House

The Agnes Macphail House was constructed during the increase in building activity in Leaside during the 1930s. The subject property occupies part of Lot 43 on Plan 2121, which was registered in 1918 by the York Land Company, the development arm of the Canadian Northern Railway (as illustrated in Image 3).³ The allotment stood vacant in 1928 when it was acquired by James G. Muir, who was employed by the Toronto Telegram and resided west of the City of Toronto in Swansea.⁴ Muir retained the site for nearly a decade before selling the northern 10 feet of the lot where the detached house form building at 4 Donegall Drive was constructed. The duplex identified as 720 Millwood Road and 2 Donegall Drive was in place by 1937 when the City of Toronto Directory records a tenant at #720 Millwood. A year later, both units were occupied. Agnes Macphail purchased the property in July 1948, occupying the upper floor at #2 Donegall.

Agnes Macphail (1890-1954) was one of the most prominent and recognized politicians in Canada during the 20th century. Born in Grey County, she spent a decade teaching school in rural Ontario and Alberta where she became involved in the cooperative farm movement. Macphail was invited to join the United Farmers of Ontario (UFO), an educational, social and political organization formed in 1914. During the World War I era, she was active in organizing farm groups in York County while writing a popular newspaper column for the Farmers' Sun.

In 1921, Agnes Macphail ran as a federal candidate in Grey South East (later Grey Bruce) on the combined United Farmers-Independent Labour ticket. At age 31, she became the first woman elected to Canada's House of Commons where she sat as a member of the National Progressive Party (formed in 1920 and affiliated with the UFO). Initially

³ Plan 2121 was surveyed in 1913 on lands previously registered under Plan 697 on the west parts of Lots 13 to 15 in the Third Concession from the Bay

⁴ Located on the east side of the Humber River between Lake Ontario and Bloor Street, Swansea was one of the last independent municipalities annexed by the former City of Toronto in 1967

focusing on labour and farm issues, by the late 1920s Macphail “emerged as the country’s foremost advocate of women’s equality based on fundamental human rights.”⁵ After winning the election of 1925, she was the only Member of Parliament named to a national committee charged with arranging the celebrations for the 60th anniversary of Confederation in 1927. Two years later, Agnes Macphail was appointed as this country’s first woman delegate to the League of Nations where she secured a seat on the disarmament committee.

Agnes Macphail was the only successful woman candidate in her fourth election in 1930. Three years later, she was active in the founding of the Co-operative Commonwealth Federation (CCF), led by J. S. Woodsworth. After a schism in the Ontario Branch of the CCF, Macphail left the party and sat as an independent. She devoted herself to prison reform, and was later instrumental in the founding of the Toronto branch of the Elizabeth Fry Society. Agnes Macphail was defeated in the election of 1940.

During World War II, Agnes Macphail moved to Toronto where she wrote a column for The Globe and Mail and embarked on international speaking engagements. She ran unsuccessfully in a federal by-election for the United Reform Movement in Saskatchewan. Rejoining the CCF, Macphail was elected as the member for York East in the Ontario election of 1943. The riding was described as “a large, mixed constituency that comprised Leaside on its western fringe and an extensive rural area.”⁶ With this victory, Agnes Macphail was one of the first two women elected to the Ontario Legislature and received the honour of being sworn in first. Defeated in 1945, she was elected for the second time as York East’s representative three years later. At that time, “her riding was so big that the number of votes she won was the largest in the history of the province.”⁷ Macphail supported the introduction of social security programs and, in 1951, championed Ontario’s first equal pay legislation. A photograph of Agnes Macphail during this era is appended as Image 6.

During her second term in the Ontario Legislature and after living in rental accommodation in Toronto, Agnes Macphail purchased the duplex at 720 Millwood Road using a legacy she inherited from a colleague and cash from a matured life insurance policy.⁸ Defeated in the provincial election of 1951, Agnes Macphail died in 1954 before her appointment to Canada’s Senate was announced. In 1955, a bust of Macphail by the Austrian-born sculptor Felix Weihs de Welton was unveiled in the Parliament Buildings in Ottawa. In March 24, 1993, the Borough of East York established the first annual Agnes Macphail Day to commemorate the 50th anniversary of her election to the Ontario Legislature. The following year, East York Council established the Agnes Macphail Award, given annually to an East York resident who exemplifies Macphail’s tradition of leadership by “thinking globally and acting locally.”

⁵ Crowley, 90

⁶ Crowley, 185

⁷ Crowley, 191

⁸ Pennington, 231

iii. ARCHITECTURAL DESCRIPTION

The Agnes Macphail House is illustrated in the photographs on the cover and descriptive page of this report, as well as in Image 7. A two-storey duplex designed in the Modern style, the structure displays a flat roof and simplified classical detailing. This type of typically urban housing “usually contained one unit per floor, one over the other,” and the dwellings “were sometimes built with one entrance on the front elevation and the other along one side (unseen from the street) so that the building might pose as a large single-family house.”⁹ Duplexes were not constructed in Toronto to the extent that they were in cities like Montreal because this municipality “had developed a tradition of single-family dwellings (and) up-and-down duplexes were seen as being too confining and lacking in privacy to be widely accepted by the housing market”,¹⁰ which preferred double dwellings with side-by-side units or semi-detached houses. The Agnes Macphail House is an unusual example of the style in Leaside that takes advantage of its corner lot to place entrances on both street-facing facades. Its design is typical of the residential buildings in Leaside that were unveiled during the building boom between the wars. While the colour of its buff brickwork (contrasted with the traditional red hues), its flat roof and geometrical window openings bring the design into the Modern era, the restrained classicism strikes a traditional tone that is typical of much of the housing stock in Leaside that borrows from the Period Revival (including Tudor Revival) and Colonial Revival (including Georgian Revival) styles. At the same time, with these features the Agnes Macphail House looks forward to the Modern era in architecture as exemplified by the neighbouring Garden Court Apartments at 1477 Bayview Avenue (Image 12).

With its position on a corner lot, the Agnes Macphail House presents two façades to the neighbouring streets. On Donegall Drive, the narrow two-bay elevation is organized with the entrance to the upper unit in the first floor of the right bay. The entry, which consists of a single door with a transom, is protected by a classical bracketed entablature. Brick quoins flank the entry and the octagonal window opening above it. In the south bay, each storey contains a flat-headed tripartite opening with multi-paned windows and stone sills. The extended south elevation has similar detailing and fenestration, with the entry to #720 centered in the wall and surmounted by an octagonal window. The L-wing at the west end of the building features two single flat-headed window openings on the south wall with stone sills and sash windows. The brick band courses extend across the adjoining elevations. The single-storey west tail and the detached garage are not identified as heritage attributes.

iv. CONTEXT

The Agnes Macphail House is shown on the attached location map (Image 1) located on the northwest corner of Millwood Road and Donegall Drive, in the first block west of Bayview Avenue in the residential sector of Leaside. Both Millwood Road and Donegal

⁹ Kalman, 635-636

¹⁰ Kalman, 636

Drive feature a mixture of detached, semi-detached and multiple-unit residential housings samples of which are illustrated in Images 8 to 12. Nearby at 1477 Bayview Avenue, south of Millwood Road, the Garden Court Apartments (1939-42) date to the same era as the Agnes Macphail House (Image 13) and are designated under Part IV, Section 29 of the Ontario Heritage Act.

3. EVALUATION CHECKLIST

The following evaluation applies Ontario Regulation 9/06 made under the Ontario Heritage Act: Criteria for Determining Cultural Heritage Value or Interest. While the criteria are prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act, the City of Toronto uses it when assessing properties for inclusion on the City of Toronto Inventory of Heritage Properties. The evaluation table is marked “N/A” if the criterion is “not applicable” to the property or X if it is applicable, with explanatory text below.

Design or Physical Value	
i. rare, unique, representative or early example of a style, type, expression, material or construction method	X
ii. displays high degree of craftsmanship or artistic merit	N/A
iii. demonstrates high degree of scientific or technical achievement	N/A

Representative and Early Example – The Agnes Macphail House is a rare example of Modern styling applied to a duplex in Leaside that was designed to take advantage of the corner setting with entrances on two streets. While displaying the flat roof, angular shape and geometrical openings associated with 20th century Modernism, the dwelling retains modest classical detailing derived from the Georgian Revival style that is displayed on much of the residential housing in Leaside.

Historical or Associative Value	
i. direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community	X
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture	N/A
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	N/A

Person - The property at 720 Millwood is directly associated with Canadian politician Agnes Macphail, who owned the site from 1948 until her death in 1954. According to her biographer, “the importance of Agnes Macphail to history lies less in the rails she blazed than in the courage, commitment and industry that marked her three decades in political life. Elected eight times and defeated in four elections, she never wavered in her determination to transform Canadian political institutions through the power of the ballot box” and “Agnes Macphail helped to forge a new alliance aimed at transcending the

limitations of the two-party system and making parliamentary democracy more responsive to the electorate.”¹¹

In addition to her significance as the first female politician elected to the House of Commons, she is also recognized for her role as one of the first two women elected to the Ontario Legislature. Her significance is also related to East York and Leaside, as she served as the area’s Member of the Provincial Parliament for two terms. Macphail was among a number of notable women associated with politics in the community, including True Davidson and Beth Neelson, who were the first female mayors in East York and Leaside (prior to its amalgamation with East York), respectively.

Contextual Value	
i. important in defining, maintaining or supporting the character of an area	X
ii. physically, functionally, visually or historically linked to its surroundings	X
iii. landmark	N/A

Character – The Agnes Macphail House supports and maintains the character of the residential sector of Leaside, with its variety of detached and semi-detached single- to 2½-storey houses and low-rise multi-unit buildings that share their scale and period detailing. Placed on a main route from Bayview Avenue into the residential neighbourhood to the east, the Agnes Macphail House is part of an important intact collection of residential buildings dating to the interwar era that contribute to the quality of residential Leaside.

Surroundings – The Agnes Macphail House is visually and historically linked to its surroundings near the intersection of Millwood Drive and Bayview Avenue, where it is placed on one of the key corridors linking Bayview Avenue with the adjoining residential sector of Leaside. With its corner setting, setback, scale and appearance, the Agnes Macphail House represents the post-World War I development of the residential district of Leaside.

4. SUMMARY

Following research and evaluation according to Regulation 9/06, it has been determined that the property at 720 Millwood Road has design, associative and contextual values. Situated on the northwest corner of Millwood Road and Donegall Drive, the Agnes Macphail House is a rare example of a duplex from the interwar period that has addresses on two streets whose design reflects the traditional styles of Leaside while looking forward to the Modern era of architecture. The property is identified by one of the most significant Canadian politicians of the 20th century who served on both the federal and provincial levels. Visibly placed on a main route through the residential neighbourhood of Leaside, the Agnes Macphail House contributes to the character of the community. The building retains its integrity and continues to portray its cultural heritage values and attributes.

¹¹ Crowley, v

5. SOURCES

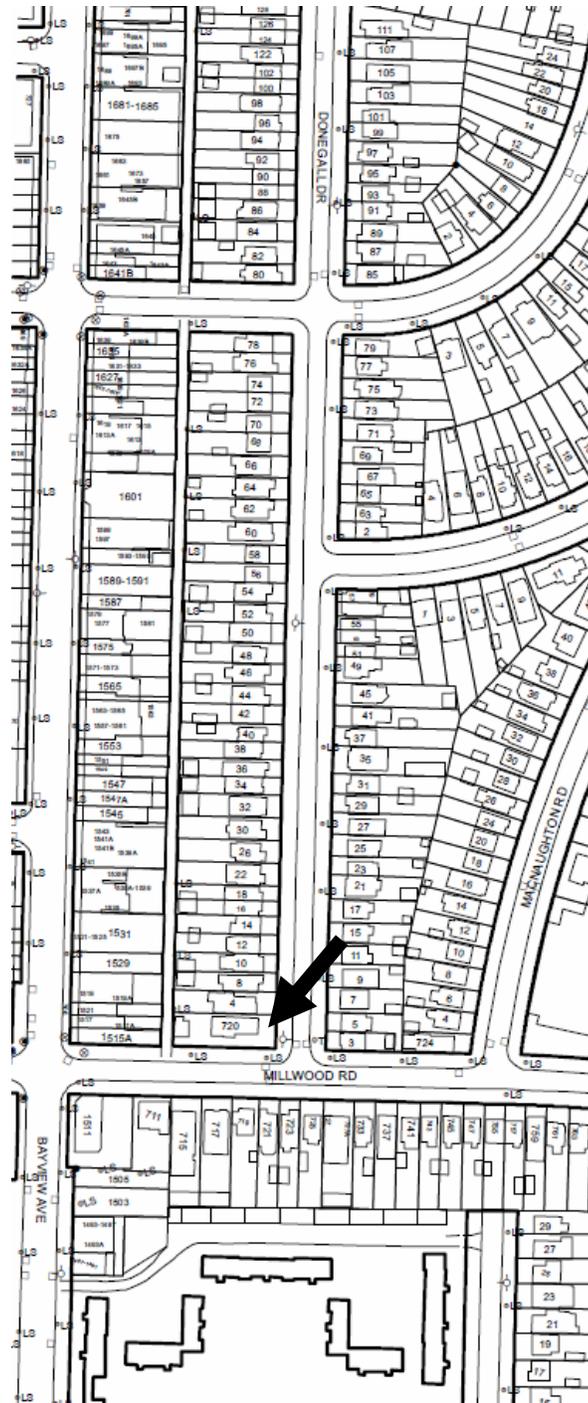
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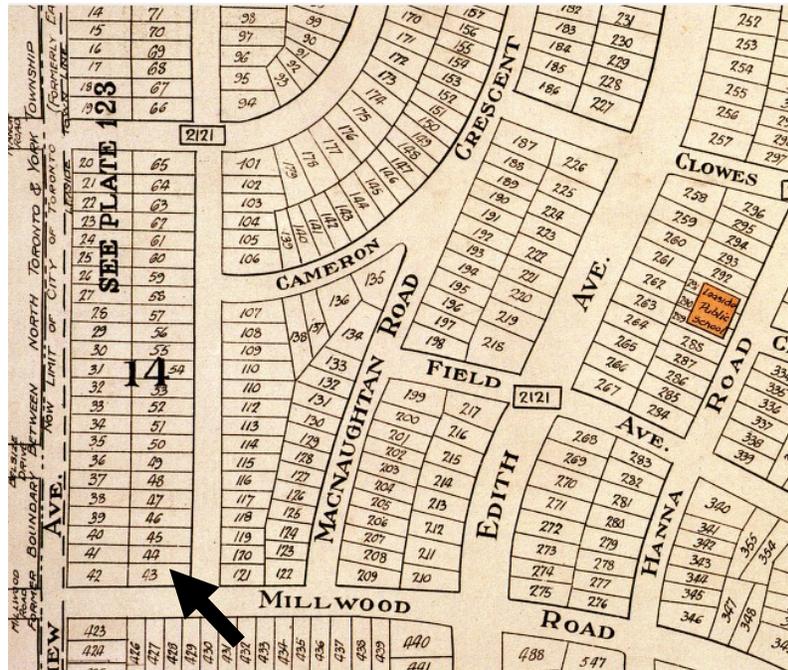
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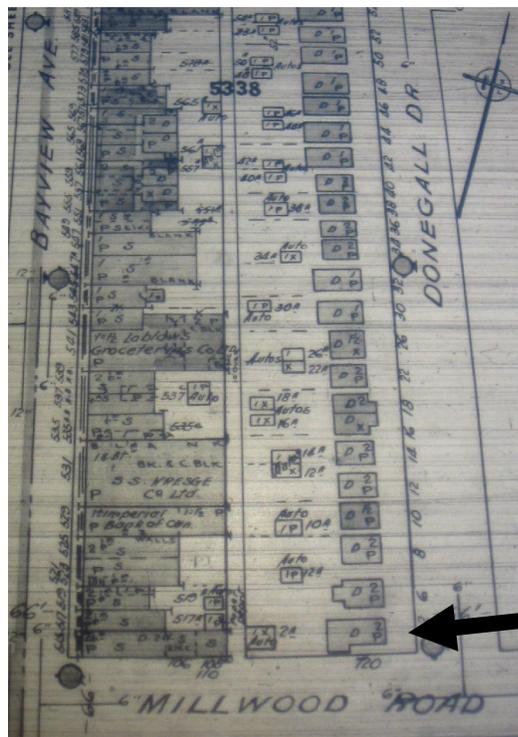
6. IMAGES: the **arrows** mark the location of the Agnes Macphail House at 720 Millwood Avenue (2 Donegall Drive)



1. City of Toronto Property Data Map: with the **arrow** marking the property at 720 Millwood Road



4. Goad's Atlas, 1910 revised to 1923: showing the future location of the Agnes Macphail house on Plan 2121, lot 43



5. Underwriters' Insurance Bureau Atlas, 1958: showing the Agnes Macphail House on the northwest corner of Millwood Road and Doneycall Drive



6. Photograph, Agnes Macphail, 1940s; taken during the period when she served in the Ontario Legislature as the MPP for York East (Crowley)



7. Photograph, 720 Millwood Road; showing the south (left) and east (right) façades of the Agnes Macphail House (Heritage Preservation Services, September 2011)



8. Semi-detached Houses, Donegall Drive: with Tudor Revival detailing



9. Detached houses, Donegall Drive: with Classical detailing



10. Bungalow, Donegall Drive



11. Fourplex, Millwood Road



12. Low-rise apartment building, Millwood Road



13. Garden Court Apartments, Bayview Avenue