



STAFF REPORT ACTION REQUIRED

Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act – 440 Shuter Street

Date:	March 9, 2012
To:	Toronto Preservation Board Toronto and East York Community Council
From:	Director, Urban Design, City Planning Division
Wards:	Toronto Centre-Rosedale – Ward 28
Reference Number:	P:\2012\Cluster B\PLN\HPS\TEYCC\April 17 2012\teHPS17

SUMMARY

This report recommends that City Council state its intention to designate the property at 440 Shuter Street (Park Public School) under Part IV, Section 29 of the Ontario Heritage Act. Located on the north side of Shuter Street, west of River Street, the site containing Park Public School (now known as Nelson Mandela Park Public School) was listed on the inaugural City of Toronto Inventory of Heritage Properties in June 1973.

The school is currently vacant as it is being retrofitted prior to its scheduled reopening in September 2012. The proposed designation of the site would protect the site's cultural heritage values and attributes while allowing the property to qualify for restoration grants under the City's Heritage Grants Program.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council state its intention to designate the property at 440 Shuter Street (Park Public School) under Part IV, Section 29 of the Ontario Heritage Act.
2. 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 bill in Council designating the property under Part IV, Section 29 of the Ontario Heritage Act.

3. 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.
4. 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

City Council listed the property at 440 Shuter Street on the first City of Toronto Inventory of Heritage Properties in 1973.

ISSUE BACKGROUND

The school now known as Nelson Mandela Park Public School is currently closed as it undergoes renovations prior to its scheduled reopening in September 2012. For over three years, staff of Heritage Preservation Services have been working with the Toronto District School Board staff and consultants on a development application for a new community centre for Regent Park that will be constructed west of and adjoining the school. To ensure that the school property's heritage values and attributes are retained, it is recommended that the site be designated under Part IV, Section 29 of the Ontario Heritage Act. The Toronto District School Board has agreed to the proposed designation in anticipation of applying to the City of Toronto's Heritage Grant Program to seek assistance with restoration costs.

COMMENTS

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

Staff have completed a Heritage Property Research and Evaluation Report, which is appended as Attachment No. 4 and determined that the property at 440 Shuter Street meets Ontario Regulation 9/06, the criteria prescribed for municipal designation.

The property at 440 Shuter Street is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage values, and meets the criteria for municipal designation prescribed by the Province of Ontario under the three categories of design, associative and contextual values. Located on the north side of Shuter Street, west of River Street, Park Public School (completed in 1917 and now known as Nelson Mandela Park Public School) has design, associative and contextual values. As a

representative yet highly-crafted example of Beaux Arts Classicism by architect C. H. Bishop that is noted for its impressive scale and stone detailing, Park Public School is also an institution of importance to its community and a local landmark in the Regent Park neighbourhood.

CONTACT

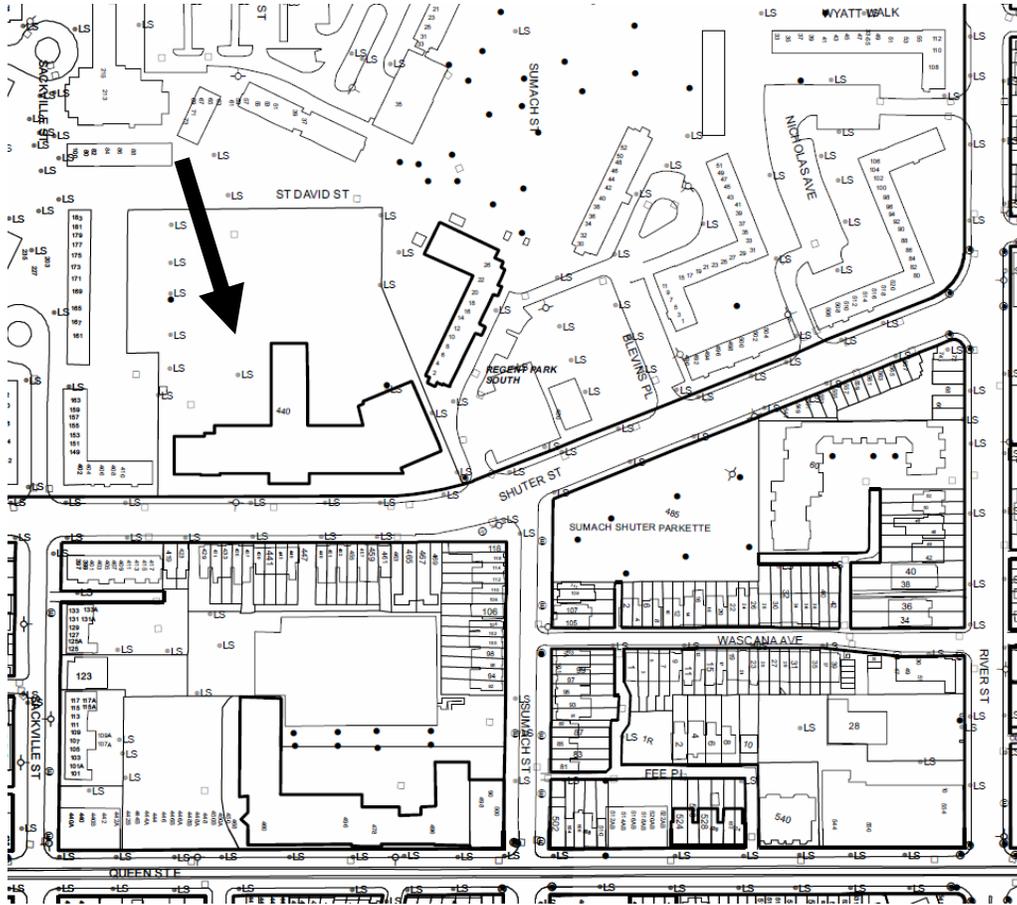
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SIGNATURE

Robert Freedman, Director
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City Planning Division

ATTACHMENTS

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

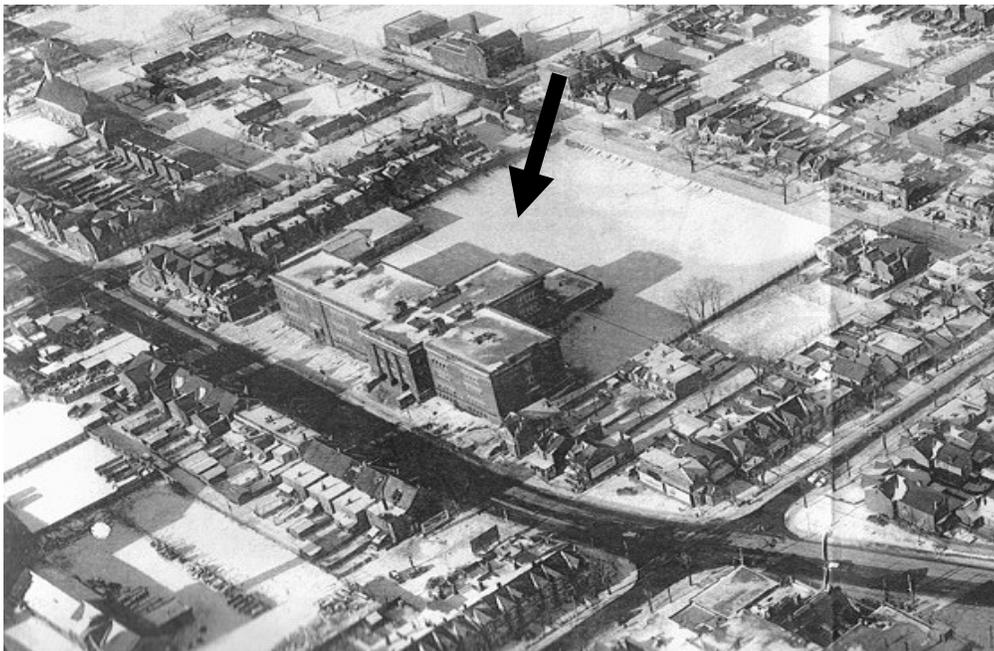


The **arrow** marks the location of Park Public School (now known as Nelson Mandela Park Public School)

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



Principal (south) facade of Park Public School, now known as Nelson Mandela Park Public School (Heritage Preservation Services, February 2012)



Archival Photograph, showing the size and setting of Park Public School in 1955
(<http://www.tdsb.on.ca/SchoolWeb/site/>)

Park Public School

Description

The property at 440 Shuter Street is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets the criteria for municipal designation prescribed by the Province of Ontario under the three categories of design, associative and contextual values. Located on the north side of Shuter Street, west of River Street, Park Public School (completed in 1917 and now known as Nelson Mandela Park Public School) is a three-storey school complex. The site was listed on the inaugural City of Toronto Inventory of Heritage Properties in June 1973.

Statement of Cultural Heritage Value

Park Public School is a representative example of a school building from the World War I era that is distinguished by its design that was executed according to the principles of Beaux-Arts Classicism with a high degree of craftsmanship. The sheer scale, the symmetry of the T-shaped plan with balanced entrances and fenestration, and the application of classical features are hallmarks of Beaux-Arts Classicism. Special attention is given to the central entrance block on Shuter Street where a frontispiece is highlighted by three-storey stone columns.

Park Public School is an institution of significance in Regent Park, the neighbourhood that originated as part of the Park Reserve adjoining the Don River north of present-day Queen Street East. The original Park School (1853, and located directly north of the present edifice) opened as the first publically-funded school in Toronto where it served St. David's Ward. The present building was completed during World War I when it opened as the largest public school in Canada. It survived following the mid-20th century redevelopment of the neighbourhood for Regent Park. Now considered the oldest school (but not the oldest educational building) on its original site in Toronto, it was renamed for Nelson Mandela in a 2001 ceremony attended by the internationally renowned political activist and freedom fighter. Scheduled to reopen in 2012 following rehabilitation, Park Public School is part of the Toronto District School Board's Model Schools for the Inner City Program that envisions the complex as the 'heart of the community'.

Contextually, with its impressive scale and prominent site on Shuter Street between Sumach and Sackville Streets, Park Public School is a local landmark in the Regent Park neighbourhood.

Heritage Attributes

The heritage attributes of the property at 440 Shuter Street are:

- The school building (1917)
- The scale, form and massing of the structure
- Above a raised base with window openings, the three-storey T-shaped plan
- The materials, with red brick cladding and brick and stone detailing
- The flat roof that is marked by brick parapets with decorative brickwork, and stone band courses, coping and rondelles
- On the south elevation, the organization of the principal façade into four sections with a central entrance block adjoined by east and west wings and, at the west end, a secondary entry and wing
- The main (south) entrance, which is raised at the base of a projecting frontispiece where the flat-headed doorways are separated and flanked by four three-storey stone columns
- The flat-headed window openings, including the smaller transom windows above the south entrance

HERITAGE PROPERTY RESEARCH AND EVALUATION REPORT



PARK PUBLIC SCHOOL
440 SHUTER STREET, TORONTO

Prepared by:

Heritage Preservation Services
City Planning Division
City of Toronto

March 2012

1. DESCRIPTION



Above & cover: south facade, Park Public School
(Heritage Preservation Services, February 2012)

440 Shuter Street: Park Public School	
ADDRESS	440 Shuter Street (north side, west of River Street)
WARD	Ward 28 (Toronto Centre-Rosedale)
LEGAL DESCRIPTION	Plan 108, Lots 10-12 & Block S
NEIGHBOURHOOD/COMMUNITY	Regent Park
HISTORICAL NAME	Park Public School
CONSTRUCTION DATE	1917 (completed)
ORIGINAL OWNER	Toronto District School Board
ORIGINAL USE	Institutional (school)
CURRENT USE*	Institutional (school) * This does not refer to permitted use(s) as defined by the Zoning By-law
ARCHITECT/BUILDER/DESIGNER	C. H. Bishop, architect
DESIGN/CONSTRUCTION/MATERIALS	Brick cladding with brick and stone detailing
ARCHITECTURAL STYLE	Beaux-Arts Classicism
ADDITIONS/ALTERATIONS	1947, north wing; 1957, east wing
CRITERIA	Design/Physical, Historical/Associative & Contextual
HERITAGE STATUS	Listed on City of Toronto Inventory of Heritage Properties
RECORDER	Heritage Preservation Services: Kathryn Anderson
REPORT DATE	March 2012

2. BACKGROUND

This research and evaluation report describes the history, architecture and context of the property at 440 Shuter Street, and applies evaluation criteria to determine whether it merits designation under Part IV, Section 29 of the Ontario Heritage Act. The conclusions of the research and evaluation are found in Section 4 (Summary).

i. HISTORICAL TIMELINE

Key Date	Historical Event
1853 Jan	Board of School Trustees for the City of Toronto acquires land on the south side of St. David Street between Sackville and Sumach Streets
1853 Mar-Apr	Park Public School opens as the “Ward School” for St. David’s Ward
1855 Jan	Plan 108 is filed by the trustees of Toronto General Hospital for the lands bounded by Lake Ontario, Don River, “Elm Street” & Parliament Street, including the subject property
1858	The property with the first school is illustrated on Boulton’s Atlas
1915 Aug-Oct	Toronto’s Board of Education ¹ acquires through purchase & lease additional land on the north side of “North Park Street” (later Sydenham Street & now Shuter Street)
1915 Dec	Architectural plans for the new Park Public School are published in <u>The Contract Record</u>
1917 Mar	The City directory records “school building” at 124-142 Sydenham Street
1918 Feb	An article in <u>Contract Record</u> describes the new school as “nearing completion”
1918 May	The tax assessment rolls record the new school valued at \$200,000 & list the 29 teachers associated with the site
1919 July	At the end of World War I, Park Public School serves as a “Discharge Depot, Military District #7” according to the tax assessment rolls
1920 July	Park Public School returns to the jurisdiction of the Board of Education, as recorded in the tax assessment rolls
1929 Sept	The City of Toronto conveys additional lands to the Board of Education
1931 June	The trustees of Toronto General Hospital sell the previously leased portions of the school property to the Board of Education
1947	The north wing is extended
1957	The east wing with the gymnasium is built
1973	Interior alterations, including new doors, wiring and flooring are made according to Building Permit #41239
1973 June	Park Public School is among the inaugural listings on the City of Toronto Inventory of Heritage Properties

¹ Forerunner to today’s Toronto District School Board

ii. HISTORICAL BACKGROUND

Regent Park

The property at 440 Shuter Street is located in the Regent Park neighbourhood. It was constructed on one of the series of “park lots” that were surveyed between present-day Queen and Bloor Streets extending east of the Don River after the Town of York was founded in 1793. While the majority of the allotments were awarded to political and military officials as the intended location of country estates, the parcels near the river were retained by the provincial government as the "Park Reserve".² In 1819, the nearly 400-acre reserve was granted to the trustees of Toronto General Hospital with the intention that the lands be either sold or leased to raise monies for that institution. The tract north of Queen Street East was gradually filled with industries along River and Parliament Streets and working class housing in between. The area became known as “Cabbagetown” for the preponderance of poor Irish immigrants who located there.³

The district continued to decline in the early 20th century and, in 1932, was described in a report prepared by H. A Bruce, Lieutenant-Governor of Ontario, which "documented in painful detail the poverty and poor housing conditions that existed in downtown Toronto, and is now generally seen as the progenitor of the movement that pushed successfully two decades later for a major urban renewal and public housing program."⁴ Following the creation of the City of Toronto Planning Board in 1942, the municipality began envisioning the demolition and rebuilding of entire neighbourhoods. This movement was aided by the formation two years later of the "Citizens' Housing and Planning Association", an activist group devoted to the construction of affordable housing in the area north of Queen Street East between the city centre and the Don River. During the municipal election of 1947, a resolution passed for the "clearing, replanning, rehabilitation and modernization of the area bounded by Parliament, River, Gerrard and Dundas Streets known as Regent Park North".⁵ The project proceeded in 1947 and, following the completion of the first phase, Regent Park South was underway by 1955 in the area south of Dundas. Regent Park was in place by 1959 as the largest public housing project in Canada where, at the south edge of the neighbourhood, Park Public School was retained as a long-standing institution in the evolving community.

Park Public School

Park Public School originated as part of a mid-19th century project to improve education in the underserved neighbourhood north of Queen Street East between Parliament Street and the Don River. Following the formation of Toronto’s inaugural elected school board

² The area was also known as the “Government Reserve”, “Government Park” or simply “The Park”

³ Today, the Cabbagetown neighbourhood is defined as the area northeast of Parliament and Gerrard Street East, which was formerly known as "Donvale". The boundaries of "Cabbagetown" are described in various texts that are referenced in Section 5 below

⁴ Sewell, 55

⁵ Sewell, 71

in 1850 and its decision to construct schools using public funds, Park Public School was the first of the original six built in 1852-1853, which introduced a new educational facility in each of the City's existing wards.⁶ The edifice was illustrated on Boulton's Atlas in 1858 (Image 2). One of only two school buildings in Toronto designed by the notable early Toronto architect William Thomas, by 1875 Park Public School could no longer accommodate the demand for space and underwent the first of a series of additions (the first school is illustrated in the drawing and undated photograph included as Images 7 and 8).

Toronto's Board of Education decided to replace the original school with a new complex to be located directly south where additional lands were either purchased or leased. Atlases for the World War I era show the property prior to and following the construction of the new Park Public School (Images 3-5). The building's progress was followed in architectural periodicals, including The Contract Record, which published the plans in 1915 and reported that "Park School when completed will be the largest public school in Ontario..."⁷ The enlarged premises incorporated 37 classrooms, including two oversized spaces for household science and manual training and a "large kindergarten room on the ground floor (that) will be available for assembly hall purposes in combination with the ground-floor hall and corridor space – a plan which has been adopted generally in the Toronto schools" (the ground-floor plan is shown in Image 11).⁸ Archival photographs capturing Park Public School in 1918 and 1952 are attached as Images 10 and 12.

Following World War II, Park Public School was expanded with the extension of the north wing in 1947 and addition of the east wing with a gymnasium a decade later (these changes are illustrated on a 1960 plan labelled as Image 6). The property was recognized on the City of Toronto's first heritage inventory (1973). In 2001, the facility was renamed Nelson Mandela Park Public School in a ceremony attended by the notable politician and peace activist. The Toronto District School Board identified the school as one of its "Model Schools for the Inner City Program," with the goal of enhancing the structure and its programming. The complex was temporarily closed in 2011 for retrofitting, a project that mirrored the ongoing rehabilitation of the Regent Park neighbourhood.

C. H. Bishop, Architect

The designs for Park Public School, dating to 1915 and reproduced in architectural periodicals, were prepared when architect C. H. Bishop served as Superintendent of Buildings for Toronto's Board of Education. Born in England where he received architectural training, Charles Hartnoll Bishop (1851-1924) oversaw the construction of over 60 schools in Toronto during his 30-year career with the school board. According to the Biographical Dictionary of Architects in Canada 1800-1950, after 1900 Bishop's role was more administrative than design-oriented and, during the World War I era when the

⁶ Centennial Story, 36

⁷ Contract Record (29 December 1915), 1321

⁸ Contract Record (29 December 1915), 1322

new Park Public School was being planned, he was assisted by architect Franklin Belfry.⁹ Coinciding with the completion of Park Public School, Bishop was removed from his position when questions arose about his actions in acquiring land for schools and granting contracts for their construction.

iii. ARCHITECTURAL DESCRIPTION

Current photographs of Park Public School are found on the cover and first page of this report and attached as Images 14 and 15.

Park Public School was designed according to the principles of Beaux-Arts Classicism that were applied for numerous public, commercial and educational buildings in Canada after 1900. The style recognizes the École des Beaux-Arts in Paris, which was the premiere school for classical architectural training at the end of the 19th century and influenced both European and North American architects. Buildings inspired by the Beaux-Arts were “executed on a vast scale, with monumental porticoes” and “were meant to give drama to the urban scene.”¹⁰ Beaux-Arts buildings such as Park Public School are recognized by their monumental size, the integrated design of the exterior and the interior to maximize circulation, and the application of classical motifs.

Park Public School exhibits Beaux-Arts styling in the oversized T-shaped plan that rises three stories above a base with window openings. The edifice is covered by a flat roof embellished with parapets, rondelles, coping and band courses. Clad with red brick with decorative brick panels on the side elevations (east and west), New Brunswick brownstone (sandstone) is applied for the roof detailing, the door and window trim, and the classical detailing. Extending along Shuter Street, the principal (south) façade is symmetrically organized with a central entrance block flanked by wings and, further west, a secondary entry and west extension that were part of the original design and construction. Attention is focused on the frontispiece where the main entrance is elevated and the door openings are organized by four monumental three-storey columns with carved capitals. The fenestration is symmetrically placed with large flat-headed openings designed to direct maximum light to the interior.

The rear (north) wing was extended in 1947, and the east wing with a gymnasium was added in 1957. Neither of the latter additions is identified as a heritage attribute.

iv. CONTEXT

The property at 440 Shuter Street is shown on the City of Toronto property data map that is appended as Image 1. Park Public School dominates the north side of the street directly west of Blevin Place where it stands as a reminder of the appearance of the neighbourhood prior to its redevelopment for Regent Park after World War II. Directly

⁹ However, Belfry’s profile in the Biographical Dictionary of Architects in Canada does not reference Park Public School

¹⁰ Maitland, 111

south (between Shuter and Queen Streets), the earlier scale of the area remains within the Trefann Park neighborhood with its surviving late-19th and early-20th century building.

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	X
iii. demonstrates high degree of scientific or technical achievement	N/A

Representative Example of a Type and Style displaying a High Degree of Craftsmanship – Park Public School is a representative example of a school from the World War I era that was designed according to Beaux-Arts Classicism and, with its materials and classical detailing, displays a high degree of craftsmanship.

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

Institution – Park Public School is an institution of significance in the Regent Park neighbourhood where it is considered the oldest school (but not the first building) on its original site in Toronto. The present edifice is the successor to Toronto’s first publically-funded school and remains an important community facility. Since 2001 it has been associated with the internationally renowned political activist and freedom fighter, Nelson Mandela, who attended the ceremony renaming the school in his honour. The facility is part of the Toronto District School Board’s Model Schools for the Inner City program that envisions the complex as ‘the heart of the community.’

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

Landmark – With the scale of the building and its prominent position and visibility on the north side of Shuter Street between Sumach and Sackville Streets, Park Public School is a local landmark in Regent Park.

4. SUMMARY

Following research and evaluation according to Regulation 9/06, it has been determined that the property at 440 Shuter Street has design, associative and contextual values. Park Public School's design value is drawn from its status as a representative example of an early 20th century educational complex that is elevated by its Beaux-Arts Classicism that was executed with a high degree of craftsmanship. It remains an institution of importance and a local landmark in the Regent Park neighbourhood where it retains its architectural integrity.

5. SOURCES

Archival Sources

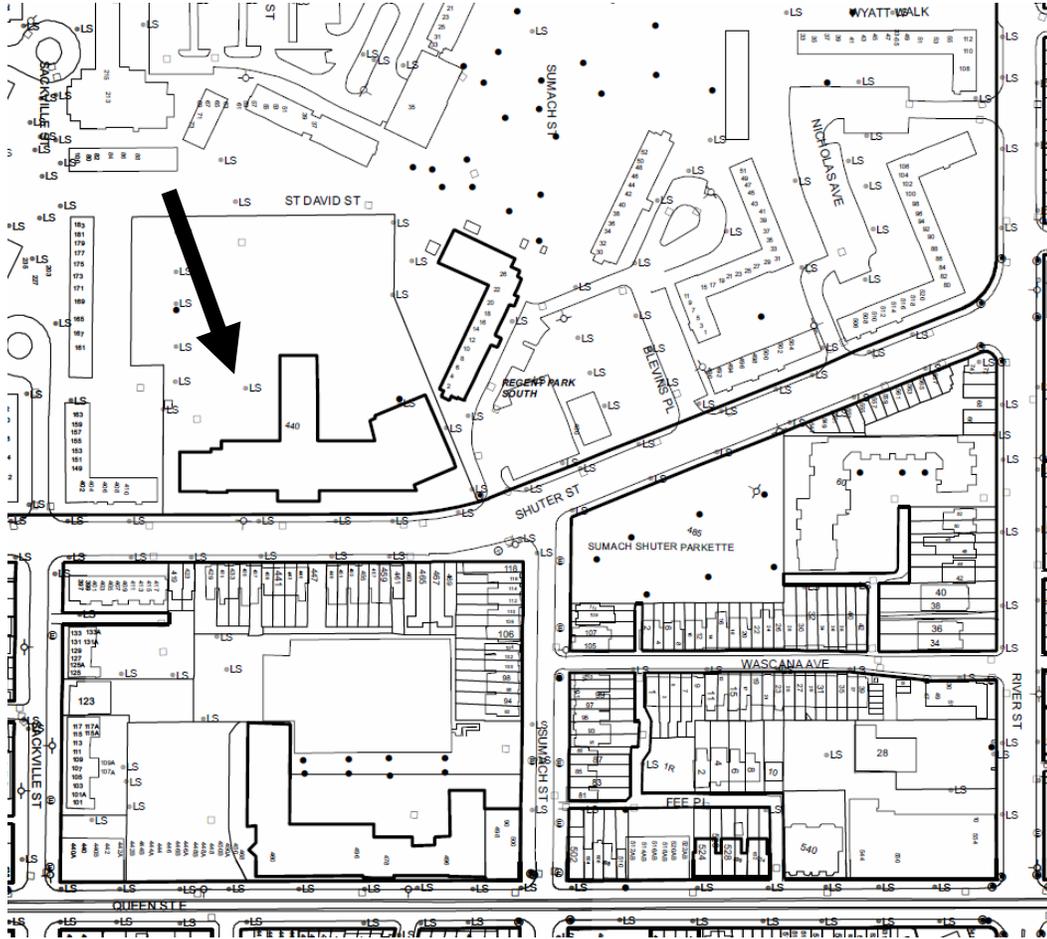
Abstract Indices of Deeds, Plan 108, Lots 10-12 and Block S
Assessment Rolls, City of Toronto, Ward 2, Division 2, 1916-1920
Boulton's Atlas, 1858
Building Records, City of Toronto, Toronto and East York, 1956-1989
City of Toronto Directories, 1916-1920
Goad's Atlases, 1884-1923
Photograph, Park Public School (original), no date, <http://www.tdsb.on.ca/SchoolWeb>
Photograph, Regent Park, 1955, <http://www.tdsb.on.ca/SchoolWeb>
Photograph, Sydenham Street, east from opposite #120 Sydenham, May 1953
(City of Toronto Archives, Fonds 200, Item 2362)
Underwriters' Insurance Bureau Atlases, 1931-1951

Secondary Sources

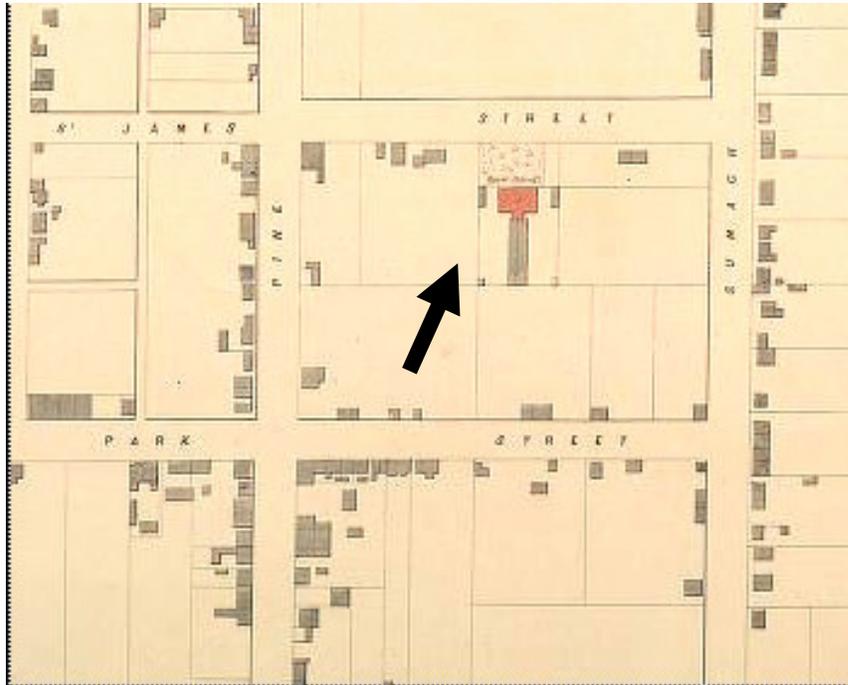
Blumenson, John, Ontario Architecture, 1990
Centennial Story, Board of Education for the City of Toronto, 1950
"Charles Hartnoll Bishop," entry in Biographical Dictionary of Architects in Canada, 1800-1950, <http://www.dictionarofarchitectsincanada.org/architects/view/1127>
Coppersmith, Penina, Cabbagetown, 1998
"Franklin Belfry," entry in Biographical Dictionary of Architects in Canada, 1800-1950, <http://dictionaryofarchitectsincanada.org/architects/view/1089>
Johnson, Dana, "Going to School in Ontario: the urban primary school, 1850-1930," Parks Canada Research Bulletin, No. 213, February 1984
"The Largest public school in Canada", Contract Record (20 February 1920), 137-139
Maitland, Leslie, Jacqueline Hucker and Shannon Ricketts, A Guide to Canadian Architectural Styles, 1992
McHugh, Patricia, Toronto Architecture: a city guide, 2nd ed., 1989

“The New Park Public School,” Contract Record (29 December 1915), 1321-1323
“New Park School,” Construction (July 1918), 210-214
“Park School,” The Bureau of Municipal Research, 1921
Rust-d’Eye, George, Cabbagetown Remembered, 1993

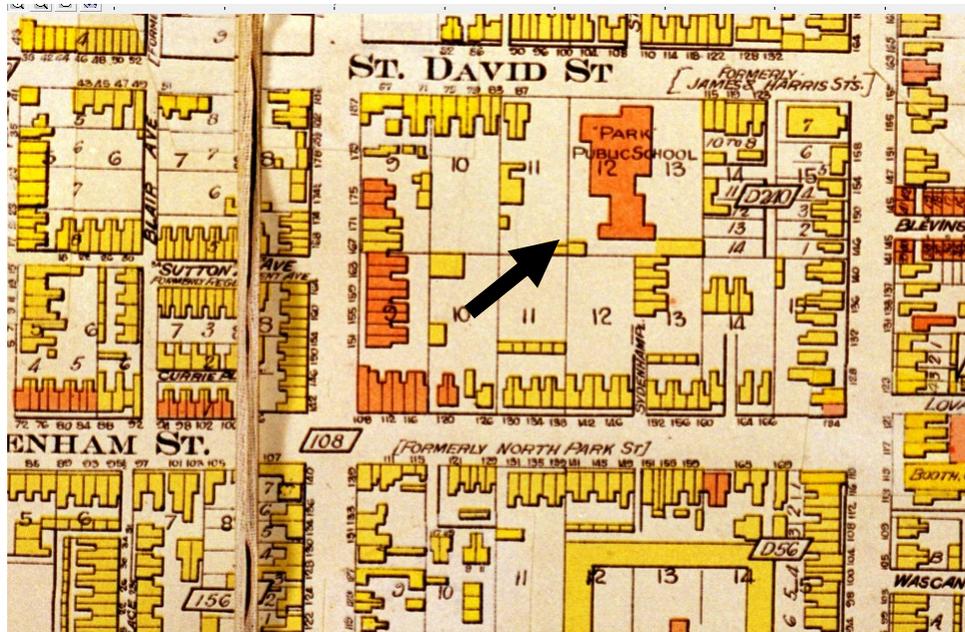
6. IMAGES: **arrows** mark the location of the property at 440 Shuter Street



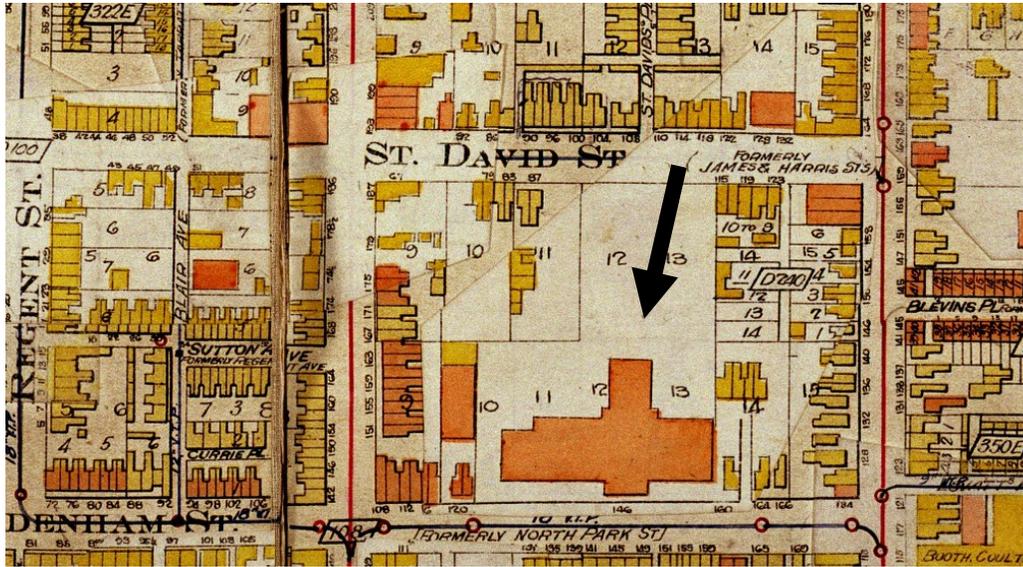
1. City of Toronto Property Data Map: showing the location of the property in the area northwest of Queen Street East and River Street



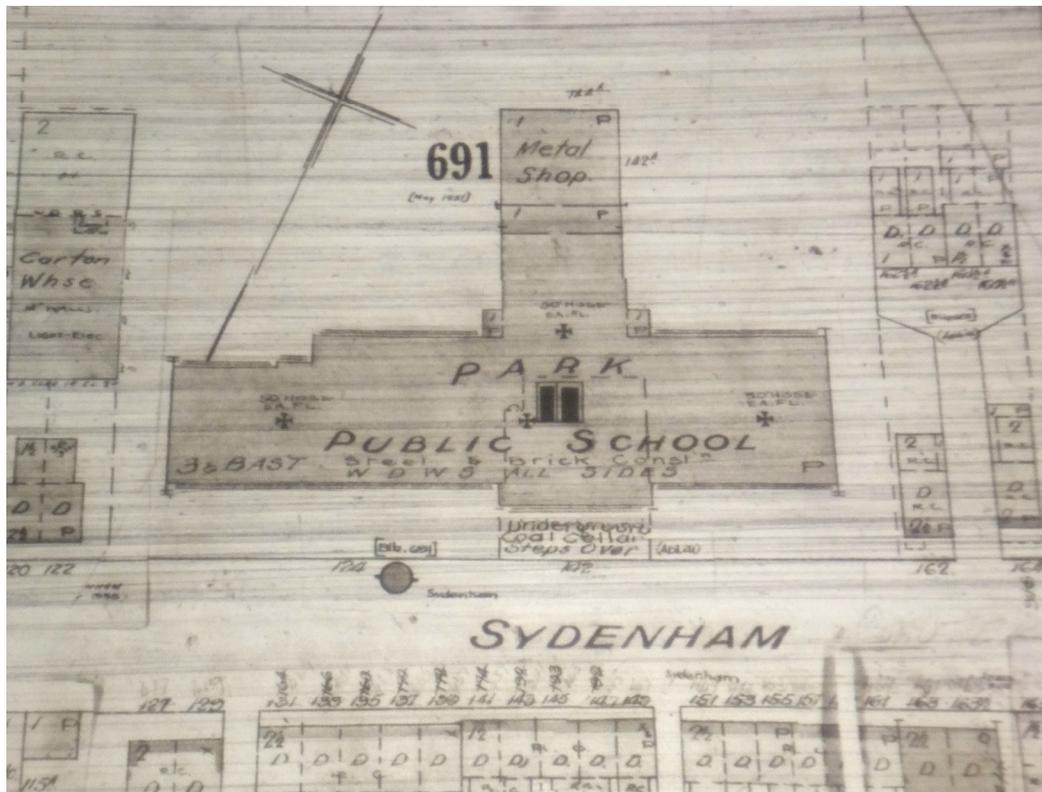
2. Boulton's Atlas, 1858: showing the first Park Public School (1852-53) marked "Ward School" and located on the north end of the present school property



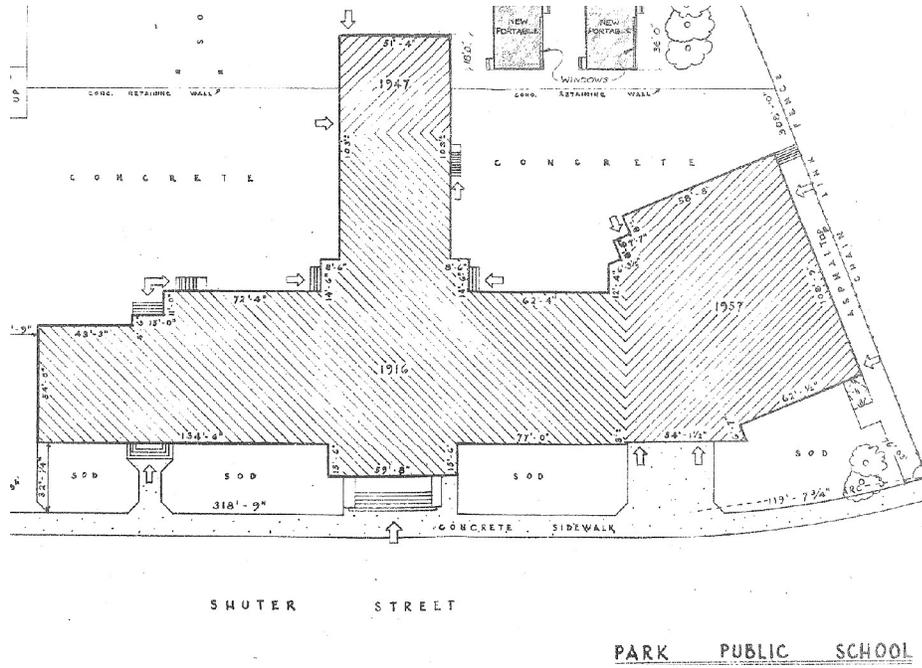
3. Goad's Atlas, 1910 revised to 1912: showing the first Park Public School with its additions prior to the removal of the housing at the south end of the site where the present school now stands



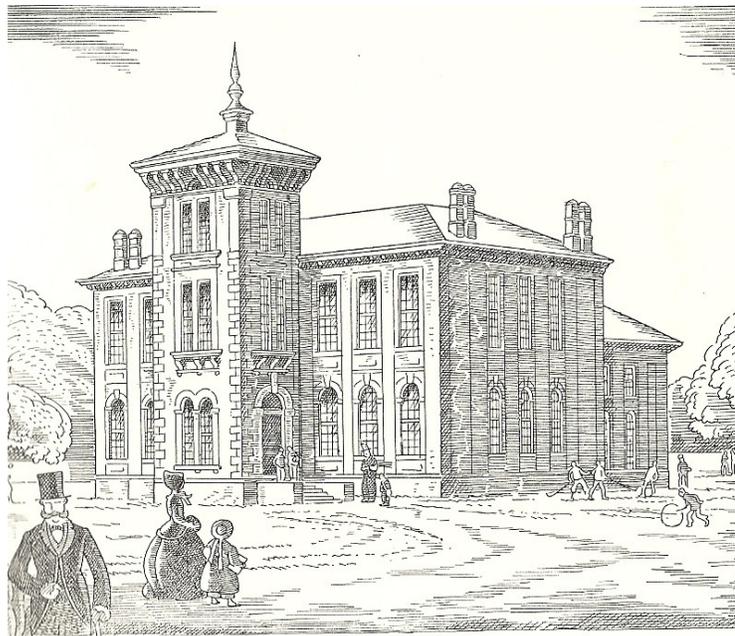
4. Goad's Atlas, 1910 revised to 1923; showing the present school in place on the north side of Sydenham Street (now Shuter Street)



5. Underwriters' Insurance Bureau Atlas, 1931 revised to 1951; showing the extension of the north wing (1947)



6. Plan of Park Public School, 1960: showing the 1957 east wing, which is angled in relation to the adjoining streets (City of Toronto Building Records)

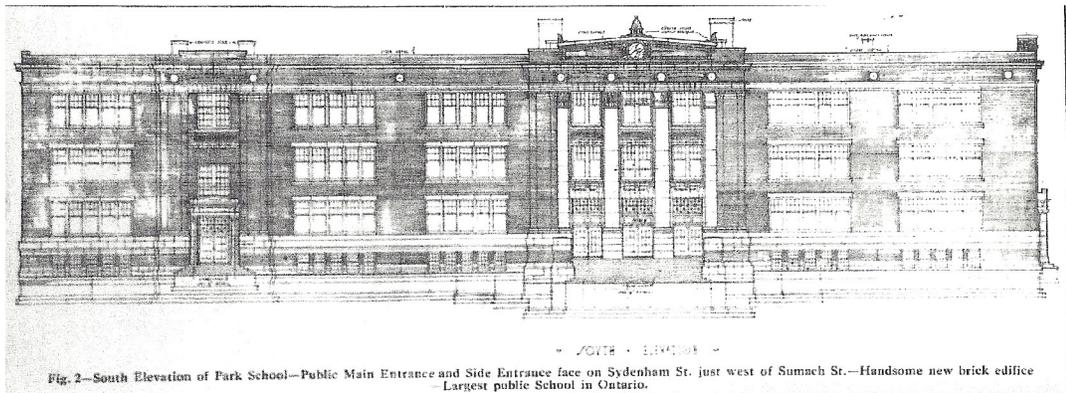


PARK SCHOOL, 1852-1920

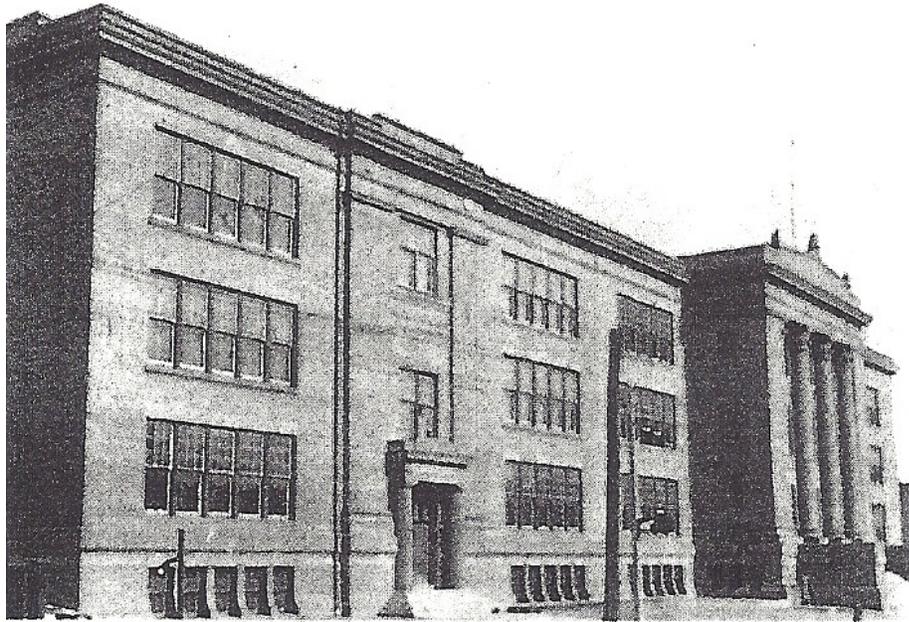
7. Illustration, Park School: showing the first public school on the site, which was oriented to the north facing St. David Street (Middleton, Toronto's 100 Years, 1934, 61)



8. Archival Photograph, no date, Park Public School: showing the first school on the property with its late 19th century alterations (<http://www.tdsb.on.ca/SchoolWeb>)

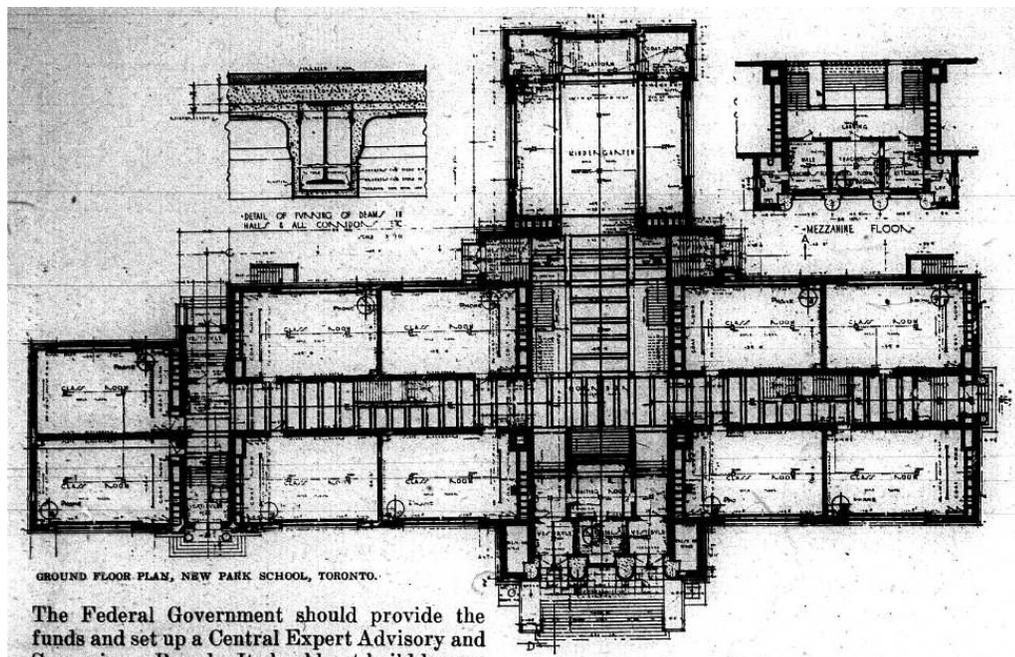


9. Drawing, Park Public School, 1915: showing the plan for the south façade of the building described as “the largest public school in Ontario” (Contract Record, December 1915)



The Park school is the largest building of its kind in Canada.

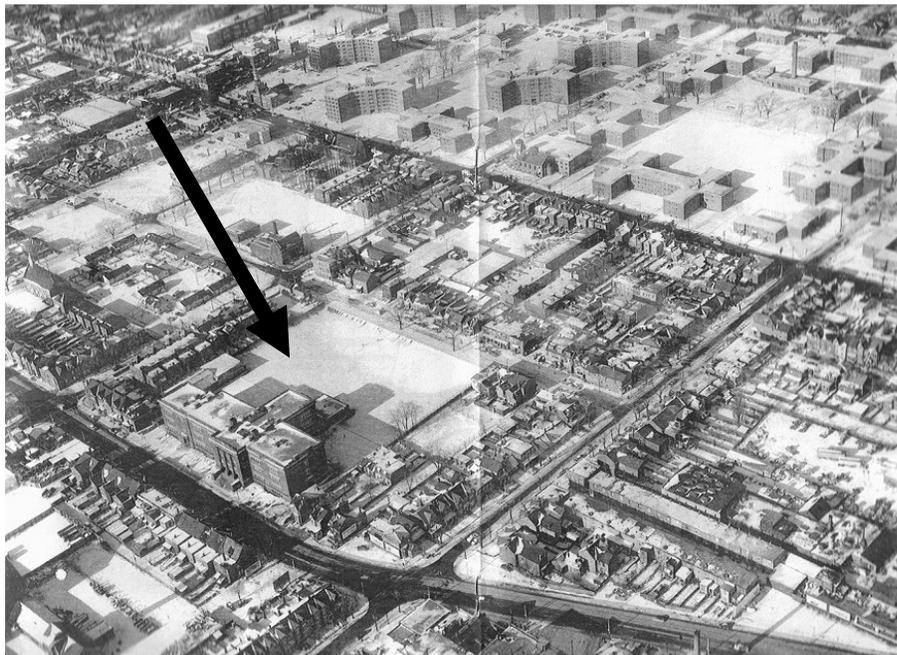
10. Archival Photograph, Park Public School, 1918: showing the principal (south) façade following its completion (Contract Record, February 1918)



11. Plan, First (Ground) Floor, Park Public School, 1918: showing the T-shaped plan with the rear (north) wing that was later extended (Construction, July 1918)



12. Archival Photograph, Park Public School, May 1952: showing the school on the north side of Sydenham Street (left) prior to its renaming as Shuter Street in 1955 (City of Toronto Archives, Fonds 200, Item 2362)



13. Archival Photograph, Regent Park, 1955: showing Park Public School in the neighbourhood south of “Regent Park North” (Regent Park South is not yet in place) before the east wing was added in 1957 (<http://www.tdsb.on.ca/SchoolWeb/>)



14. Photograph, Nelson Mandela Park Public School, February 2012: the school is currently closed and being restored prior to its scheduled reopening in September 2012 (Heritage Preservation Services)



15. Photograph, Nelson Mandela Park Public School, February 2012: showing the east elevation that adjoins the 1957 wing (the latter extension is not identified as a heritage attribute) (Heritage Preservation Services)