

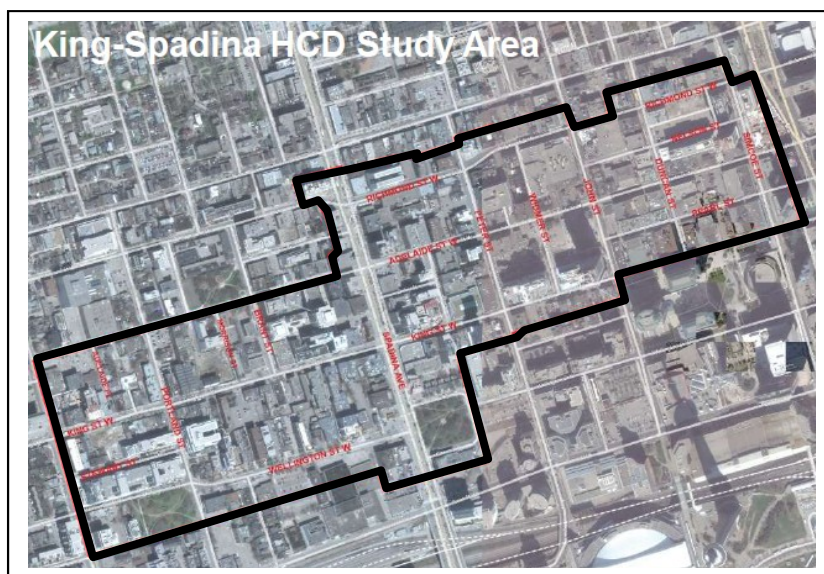
Proceeding from Study to Plan Phase for the Proposed King-Spadina Heritage Conservation District

Date:	May 14, 2014
To:	Toronto Preservation Board
From:	Director, Urban Design, City Planning Division
Wards:	28 – Toronto Centre-Rosedale
Reference Number:	P:\2014\Cluster B\PLN\HPS\TPB\May 23 2014 \TPB2

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 Heritage Conservation District (HCD) for the King-Spadina area.

Over the last year, a consultant team led by Taylor Hazell Architects, in collaboration with a number of area residents and stakeholder groups, has undertaken a study of the potential for this area to be designated as an HCD. Following the procedures adopted by City Council for the preparation of HCD studies, the study has determined that this area



contains cultural heritage values that are best protected through designation as an HCD under Part V of the Ontario Heritage Act. Further, they have recommended that the area be divided into two distinct Plan areas: the King-Spadina Commercial District (West) HCD and the King-Spadina Entertainment District (East) HCD. These HCDs would provide new planning frameworks that would protect each area's heritage character, conserve existing attributes and heritage resources, and guide future development.

The purpose of this report is to identify the study area boundary, outline the process taken to date, describe the existing planning frameworks for the area, summarize the findings of the HCD Study and make recommendations about the creation of two HCD Plans for King-Spadina.

RECOMMENDATIONS

The City Planning Division recommends that:

1. The Toronto Preservation Board receive for information the report (May 14, 2014) from the Director, Urban Design, City Planning, entitled Proceeding from Study to Plan Phase for the Proposed King-Spadina Heritage Conservation District.
2. The Toronto Preservation Board confirm that the Heritage Conservation District Study for King-Spadina has been completed to the Toronto Preservation Board's satisfaction.
3. The Toronto Preservation Board affirms that the two areas within the King-Spadina HCD Study Area boundary, the King-Spadina Commercial District (West) and King-Spadina Entertainment District (East), qualify for designation under Part V of the Ontario Heritage Act as Heritage Conservation Districts.
4. Toronto Preservation Board support the preparation of the King-Spadina Commercial District (West) and King-Spadina Entertainment District (East) Plans as proposed.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Three City Council decisions have provided guidance for the King-Spadina Heritage Conservation District study:

1. On March 5, 6 and 7, 2012, City Council adopted the following:
 1. City Council adopt the document titled, "Heritage Conservation 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;
 2. City Council direct 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>

2. On October 2, 2012 City Council adopted the following, among other recommendations:
 1. City Council authorize the King/Spadina area, as identified in Map 1 of the report (August 16, 2012) from the Acting Director, Policy and Research, City Planning Division, for a Heritage Conservation District Study under Section 40.(1) of the Ontario Heritage Act.
<http://www.toronto.ca/legdocs/mmis/2012/te/bgrd/backgroundfile-49461.pdf>
3. On October 2, 3 and 4, 2012, City Council adopted the following:
 1. City Council adopt the prioritization system and criteria included in the report (August 16, 2012) from the Acting Chief Planner and Executive Director, City Planning.
 2. City Council direct Chief Planner and Executive Director, City Planning to prioritize the study of the King-Spadina; King/Spadina; Garden District; Historic Yonge Street and Queen Street East districts, as a result of the application of the prioritization criteria.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.12>

BACKGROUND

Study Area

As referenced in the Decision History above, King-Spadina was selected in 2012 as one of the top five priority areas across the City to be studied as a potential HCD. The boundary for the study area was generally Richmond Street West (between Simcoe Street and Spadina Avenue) and Adelaide Street West (between Spadina and Bathurst) to the north, Simcoe Street to the east, Wellington Street West and King Street West to the south, and Bathurst Street to the west (see Attachment 1). These boundaries were consistent with those used for the establishment of the King-Spadina Secondary Plan, adopted by City Council in 1996.

At present, the King-Spadina area contains a mix of residential and commercial properties, with a significant increase in new residential condominium developments since 2000. The area also forms a part of the Toronto Entertainment District, which has a number of theatrical, cultural and nightclub venues. The Royal Alexandra Theatre, one of the prime attractions within the Entertainment District, was designated a National Historic Site in 1985, for its prominence as a purpose-built, theatrical performance venue. A large portion of the Fashion or Garment District, centred along Spadina Avenue is also in the area. There are three major public open spaces within King-Spadina: Clarence Square and Victoria Square on Wellington Street West, and St. Andrew's Park at the northwest corner of Adelaide Street East and Brant Street.

Abutting the study area to the north is the Queen Street West HCD and the Draper Street HCD is adjacent to the south-west corner. Also immediately south of the study area are well-known civic/institutional buildings including Roy Thomson Hall, Metro Hall, and the CBC head office. St. Mary's Church, at the western view terminus of Adelaide Street West, is outside the western boundary of the HCD study area.

HCD Study Process

Changes to the Ontario Heritage Act in 2005 provided municipalities with increased powers to protect historic properties and districts across the City. Since that time, the City has seen a new focus on conserving heritage resources in the planning and development process. As referenced in the Decision History above, in March 2012 City Council adopted new requirements for the studying and planning of Heritage Conservation Districts, titled, "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference". Although Toronto has been designating HCDs since 1985 and now has 20 HCDs across the City, this document provided a standardized process to ensure that HCD studies and plans are of a high quality, fair and defensible.

In October 2012, City Council approved an HCD prioritization exercise with the selection of five HCD studies to be initiated in 2013: St. Lawrence, King-Spadina, Garden District, Historic Yonge Street and Queen Street East. Following a Request for Quotations process, the King-Spadina HCD study work began in April 2013, with a consultant team led by Taylor Hazell Architects. The intent of this study was to determine whether an HCD Plan and Designation were warranted and if so, what the Plan boundary should be. The process for the King-Spadina HCD Study included data collection and analysis of the following:

1. History and Evolution
2. Archaeology
3. Policy Context
4. Built Form and Landscape Surveys
5. Character Analysis
6. Cultural Heritage Values
7. Boundaries
8. Draft Statements of District Significance

Through the course of the study, public engagement consisted of two large-format community consultation meetings, eight stakeholder engagement meetings, and three quarterly update meetings.

Existing Planning Framework for the Area

The King-Spadina area is currently regulated by a myriad of planning documents, including the City's Official Plan, King-Spadina Secondary Plan, King-Spadina Secondary Plan Review, King-Spadina East Precinct Built Form Study, King-Spadina Community Improvement Plan, King-Spadina Urban Design Guidelines and the former

City of Toronto Zoning Bylaw 438-86, as well as the new harmonized Zoning By-law 569-2013. At present, the entire study area is designated *Regeneration Areas* in the Official Plan, with a few areas designated as *Parks*. *Regeneration Areas* permit a range of residential, commercial, and institutional uses and provide criteria to direct the form and quality of development.

In 1996, City Council approved Part II Official Plan and Zoning By-law amendments for King-Spadina and King-Parliament (the Kings) that introduced a planning framework aimed at encouraging rejuvenation of these historic areas, while promoting building conservation. The Part II Plan for King-Spadina was included as a Secondary Plan in the new City of Toronto Official Plan adopted by Council in 2002. Along with the objectives and policies of the Official Plan, the Secondary Plan seeks to encourage investment in King-Spadina for a broad range of uses in a manner that reinforces its historic built form, pattern of streets, lanes and parks. The Plan identifies several significant streets and four areas of special identity. City Council enacted amendments (currently under appeal) to the King-Spadina Secondary Plan and the Zoning By-law in September 2006 and adopted new urban design guidelines for the area. These amendments were initiated as a result of Council direction to evaluate specific matters related to entertainment uses in the area, community infrastructure, built form and the public realm. The amendments divided King-Spadina into an East Precinct (east of Spadina), Spadina Precinct and West Precinct (west of Spadina).

In October 2009, in response to the large number of applications that challenged the planning framework of the East Precinct area, City Council directed staff to undertake a study of the height, massing and built form of this part of the King-Spadina Secondary Plan Area. That study recognizes areas within the East Precinct, identified as Second Tier height areas that can accommodate more height than currently permitted as-of-right. Achieving additional height is subject to meeting criteria for development as set out in the King-Spadina Secondary Plan, the 2006 King-Spadina Urban Design Guidelines and the City's Tall Building Guidelines, and subject to providing an appropriate contribution pursuant to Section 37 of the *Planning Act*.

As the study area is also partially within the boundary of the Entertainment District Business Improvement Association, new planning issues are expected to respond to the BIA's Master Plan. This Plan provides recommendations for King-Spadina, particularly with respect to cultural resources, built form and the public realm.

With respect to zoning, most of the study area is zoned RA or Reinvestment Area under the in-force Zoning By-law 438-86 or CRE (Commercial Residential Employment) under the new harmonized Zoning By-law 569-2013. These zones permit a wide variety of uses and contain performance standards with respect to heights, density, setbacks and stepbacks, among others.

Together these initiatives have provided a layering of frameworks for development in King-Spadina. They have all, in their own way, articulated a vision for the area where growth is encouraged but where heritage character and context are maintained.

COMMENTS

Study Findings

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

History and Evolution:

The King-Spadina area in pre-contact times was characterized by a steep lakeshore cliff to the south of the HCD boundary. Russell Creek was the only major stream that flowed through the area from Dundas Street East and Peter Street southeast to Front Street East and Simcoe Street. The cut of the stream through this cliff would have served as a convenient lakeshore landing point and likely influenced future development patterns.

Much of the land now occupied by the City of Toronto was formally alienated from the native Mississaugas in 1787, by the British, in what was known as the 'Toronto Purchase'. The Constitutional Act of 1791, which established Upper and Lower Canada, became the instigator for much of the later development of Toronto. Concurrent with laying out the original 10 blocks of the (Old) Town of York east of Jarvis Street in 1793, Lieutenant Governor John Graves Simcoe established a Military or 'Garrison' Reserve west of the Town. This reserve stretched from the then-lakeshore to present-day Queen Street and from Dufferin Street to Peter Street. The lands were centred around Fort York at the mouth of Garrison Creek, a site chosen for its ability to afford protection to the west entrance of the Toronto Harbour.

Another milestone event from the period was the westward expansion of the growing city into the 'New' Town of York in 1797. This consisted of the surveying of many streets whose approximate locations has endured to this day, including King Street West, Adelaide Street West, Simcoe Street and John Street. After the War of 1812 and the Battle of York, there was an acknowledgement that Fort York was not in a suitable location to protect the town from a land attack. Consequently, there was a push for the dissolution of the military reserve and the promotion of new visions for development. Two major institutions built in the area at this time were the Toronto General Hospital in 1820, site of the 1847 typhus epidemic, and Upper Canada College in 1830. After the City of Toronto was incorporated by the Government of Upper Canada in 1834, the first wave of residential development occurred in the 1840s. King Street also emerged as the main commercial spine of the area.

The establishment of a new rail corridor along the Toronto waterfront began in the 1850s, which led to a long period of residential and industrial intensification from the 1860s to the 1940s. Several new industries established themselves at the time and more than 65% of the existing buildings in the King-Spadina area relate to this period. The improvement of roads and highways from the 1950s to the 1980s led to the replacement of both the harbour and rail lines as modes for shipping goods. Much of the harbour was also in-filled during this period. As a result, industry began to relocate outside of the downtown core where land values and tax rates were substantially lower. Residential populations also declined in the downtown core with the proliferation of private

automobile use and the growth of peripheral suburbs. Many of the larger factory buildings in King-Spadina were vacated and much of the housing stock demolished, leading to an increase in surface parking lots.

From the 1980s to today, two main trends have emerged in the King-Spadina area. The first trend centres on the adaptive re-use of many of the vacated 'post and beam' industrial buildings for commercial and employment uses, primarily entertainment facilities and offices. Several of the entertainment facilities took advantage of the existing theatrical/cultural precinct in the area, as well as the large, open floor plans of the existing buildings. Many of the office uses were in the emerging 'creative' industries, characterized by architects, planners, fashion designers and marketing agencies. The second trend that emerged more prominently in recent years is the increase in residential development. This development has been spurred by the proximity and branding of the 'Entertainment District' as well as the proliferation of local shops and services.

Archaeology

As the King-Spadina HCD study area is associated with significant periods of Toronto's history, the area has both known archaeological resources and considerable archaeological potential. As a result, the entire HCD study area has been (previously) identified as an Archaeologically Sensitive Area (ASA) in the City's Archeological Management Plan. Given the extensive scope of recent development activity, the area has provided several prominent instances of archeological discovery, namely: the Toronto General Hospital site on the larger block bounded by John Street, Adelaide Street West, Peter Street and King Street West; the Bishop's Block at the northeast corner of Adelaide Street West and Simcoe Street from 1830; the Thomas Bell Jr. site at the southeast corner of King Street West and Bathurst Street from 1842, which produced almost 6,000 artifacts from the mid-1800s; and the Lowry-Hannon site near the northeast corner of Bathurst Street and Adelaide Street West from 1844. These sites have all been uncovered and documented prior to development, helping to provide information about the history of the area. Work that has already been undertaken has informed archaeological recommendations within the HCD Study, and the conservation of archaeological resources will be an important part of the HCD Plan.

Built Form Survey

The built form survey undertaken for this HCD study involved a thorough assessment of all 388 properties in the study area. The built form survey involved data collection and a thorough assessment of all buildings in the study area (and on the periphery). Information collected included date of construction, current and previous uses, architect, architectural style, materials, landscape, streetscape, and views/vistas.

The survey revealed that 42 individual buildings are designated under Part IV of the Ontario Heritage Act, 69 properties are listed on the City's Inventory of Heritage Properties, 6 properties are intended for designation and 6 properties are regulated by a heritage easement agreement registered on title.

Several distinct architectural styles were identified through the course of the survey, including: contemporary/post 1975 (55 buildings), commercial (43), Toronto Bay-n-Gable (42), Second Empire (30), Conservative Renaissance Revival (29), Mid-Century Modern (29), Renaissance Revival (28), Edward Classical (19), Queen Anne (16), High Victorian Gothic (12), Art Moderne (9), and Period Revival (8) among others.

Two dominant building typologies emerged from the survey:

1. Row Typology - 19th Century Residential and Commercial Styles, characterized by:
 - Second Empire Style (1860-1900) – symmetrical, square plans, mansard roofs, dormer windows
 - Toronto Bay-n-Gable Style (1875-1890) – symmetrical double or row houses, polygonal bays with steep gables, red brick with limestone or sandstone trim, or buff brick
 - Renaissance Revival Style (1850-1910) – 3-4 storeys, red brick, symmetrical, repetitive, rectangular in plan with flat rooflines
2. Industrial/Commercial Typology - 20th Century Commercial Styles (far more numerous in the King-Spadina study area), characterized by
 - Edwardian Classical Style (1900-1930) – 3-4 storeys, brick, horizontal articulation, decorative stone brickwork or terra cotta detailing, heavily corniced rooflines
 - Conservative Renaissance Revival Style (1899-1930) – 3-4 storeys, brick and timber frame with large window openings, straight-topped windows
 - Commercial Style (1890-1930) – 6-12 storeys, concrete and steel, contained elevators, lower floor commercial uses with large windows, middle floors with offices and smaller windows, attic area for mechanical

As a whole, the district typology was identified in the HCD Study as an "evolved dynamic district...that continues to grow and change and is in continuous use". Guidelines for this type of HCD contemplate "managed change that supports and maintains the district's character and cultural heritage value".

The information collected in the built form survey also helped to inform the Character Analysis section, discussed below.

Character Analysis

The work on history/evolution, archaeology and built form enabled the consultant team to identify several key periods of significance, outlined in more detail above. These key periods have been grouped into the following historical themes:

1. First Peoples (9000 Before Common Era to 1600 Common Era)
2. Natives and Newcomers (1600-1763)

3. Provincial Centre (1763-1840)
 - Establishment of Upper Canada (1763-1791)
 - Town of York and the Military Reserve (1793-1797)
 - New Town Expansion (1797-1830)
 - Dissolution of Military Reserve (1830-1840)
4. Development and Intensification (1840-1950)
 - First Wave of Residential Development (1840-1860)
 - Residential and Industrial Intensification (1860-1950)
5. Decline (1950-1980)
 - Industrial Change (1950-1980)
6. Rebirth and Revitalization (1980-Present)
 - Adaptive Reuse: Entertainment and Cultural Employment
 - New Residential Neighbourhood

The development of these themes helped the consultant team to establish a set of cultural heritage values that guided the creation of "Objectives" for the future HCD Plan, including the identification of character defining elements, which is one of the policy requirements of the HCD Study.

Cultural Heritage Values

The work in this phase of the HCD Study involved applying the City's cultural heritage value and integrity criteria to the work highlighted in the sections above, in order to determine the types of cultural heritage values associated with the area. Below is a summary of these cultural heritage values with their respective character defining elements.

The King-Spadina area has:

1. Historical or Associative Value: the study area is directly associated with the increasing importance of manufacturing to Toronto between 1880 and 1939.

Character defining elements include:

 - The introduction of the railways to the City in 1850s, initiated manufacturing in the area due to its proximity to the railway tracks and the water
 - Manufacturing in the area expanded rapidly after the Great Fire of 1904 and this wiped out the manufacturing area at Front and Bay
 - By 1911 manufacturing was the largest source of employment in Toronto
2. Design Value: the King Spadina HCD Study area contains a collection of late 19th and early 20th century residential and commercial styles which share similar characteristics in their symmetrical and orderly composition, square and

rectangular plans and classical detailing. The styles illustrate a formative period of Toronto's development between 1880 and 1939.

Character defining elements include:

- Residential styles, such as Toronto Bay-n-Gable, represent early Toronto housing styles
- Early commercial styles such as Renaissance Revival were widely used by Toronto's mercantile class for commercial blocks and factories
- Later commercial styles such as Conservative Renaissance Revival, Commercial and Edwardian Classical used concrete and steel construction materials, which maximized building heights and allowed large areas for glazing with flexible open interior plans. These are particularly evident on Spadina Avenue

3. **Physical Value:** The study area contains a unique layout of laneways, a designed landscape which includes two significant parks and a unique organization of spaces along Spadina Avenue.

Character defining elements include:

- **Laneways:** The square and rectangular plans of the manufacturing buildings create a network of north-south lanes, representing the historic uses of these spaces as work yards and areas associated with mid-size production facilities. These often run through the entire block
- **Designed Landscape:** Wellington Street West anchored by Victoria Memorial Square on the west and Clarence Square on the east is a designed boulevard dating to the mid-19th century. The generous width of the street was intended to be lined with trees and serve as an area for wealthy residents
- **Spadina Avenue:** Spadina Avenue between Front Street West and Richmond Street West has a unique character due to the width of the street, the size and scale of the buildings and their use as factories and warehouses for the garment industry. The street has a concentration of buildings over 10 storeys in height

4. **Contextual Value:** The character of the study area is defined by former manufacturing buildings constructed between 1880 and 1939.

Character defining elements include:

- Square and rectangular plans
- Symmetrical design
- Red brick cladding with cut stone detailing
- 3 to 6 storey height

Boundaries

As a result of this HCD Study process, the consultant team have recommended that the King-Spadina study area be divided into two districts for the purposes of HCD Plan

preparation and implementation: the King-Spadina Commercial District HCD for the west portion of King-Spadina and the King-Spadina Entertainment District HCD for the east portion. As seen in Attachment 2, the proposed boundaries for the Commercial District (West) HCD are Richmond Street West to the north, Peter Street to the east, King Street West/Wellington Street West to the south and Bathurst Street to the west. Attachment 3 depicts the proposed boundaries for the Entertainment District (East) HCD: Richmond Street West to the north, Simcoe Street to the east, King Street West to the south and Peter Street to the west.

The creation of the Commercial District (West) HCD is based on the following factors:

- Peter Street reflects the historic boundary of the New Town of York
- both sides of Spadina Avenue, as well as the back lots, are maintained as a whole
- it includes Wellington Street, with anchors at Victoria and Clarence Squares
- it contains a concentration of former manufacturing buildings and an intact laneway system

The Plan area boundaries for the Commercial District (West) HCD have been extended north to include both sides of Richmond Street West (including St. Andrew's Park) and west to include the west side of Bathurst Street (including St. Mary's Parish and views to it along Adelaide Street West).

The Entertainment District (East) HCD boundaries are premised upon:

- the concentration of former manufacturing buildings, especially between Adelaide and King Streets West and John and Simcoe, Duncan
- its alignment with the destination area characterized by entertainment venues (including Royal Alexandra Theatre National Historic Site) and restaurants (including those on John Street)

The Plan area for the Entertainment District (West) HCD will not include the consultant recommended extension comprised of the Metro Hall/Roy Thompson Hall block on the south side of King Street East nor St. Andrew's Church and Manse at the southeast corner of King Street East and Simcoe Street.

Draft Statement of District Significance

King-Spadina Commercial District (West) HCD

Description of the District:

The King-Spadina Commercial District HCD is bounded by Richmond Street to the north, Peter Street to the east, Wellington Street West/King Street West to the south, and Bathurst Street to the west. It is an evolving/dynamic district that developed between 1797 and present, but most intensely during the 1880 to 1939 period as a centre for Toronto's commercial and manufacturing activity.

Cultural Heritage Value or Interest:

The cultural heritage value of the Commercial District resides in its historical, design and contextual values. Most of the residential buildings constructed between 1880 and 1899 reflect the first, and often only, use the properties ever served. Many of the existing commercial buildings replaced original residential buildings; however, they represent a second wave of construction between 1900 and 1939.

The historical values of the district are seen in:

- the boundary at Peter Street which reflects the original boundary of New Town
- the historic relationship to Fort York and the Garrison Reserve which was opened up for development in the 1830s
- the inclusion of Victoria Square and its historic relationship to Fort York as a military burial ground
- the direct association with the importance of commercial industry and manufacturing to Toronto's economy between 1880 and 1939

The design values of the district are seen in:

- the two predominant building types – residential and commercial
- the collection of late 19th and early 20th century styles which illustrate a formative period of Toronto's development between 1880 and 1939
- the consistency and similarity of styles which are square and rectangular in plan
- symmetrical, have orderly compositions, and classical detailing and the visual coherence created by this consistency
- the designed landscape of Wellington Street West as anchored by Victoria Square to the west and Clarence Square to the east as an example of a mid-19th century boulevard
- the distinct character of Spadina Avenue which is created by the width of the street, size and scale of the buildings and their use as factories and warehouses for the garment industry

The contextual values of the district are seen in:

- the network of north-south laneways created by the square and rectangular plans of the commercial buildings, which represent the historic uses of the spaces as work yards and areas associated with mid-size production facilities

Heritage Attributes:

The heritage attributes that express the values of the King-Spadina Commercial District include:

- commercial and residential rows which most commonly utilized Renaissance Revival, Toronto Bay-n-Gable and Second Empire styles
- single commercial buildings of three storeys which most commonly used the Edwardian Classical style

- single commercial buildings of four or more storeys which reflected modern construction technologies such as concrete and steel, but borrowed detailing from Classical, Neo-Gothic, and Art Moderne styles
- the predominant use of red brick for both residential and commercial buildings
- the use of cut stone on commercial buildings often employed for detailing around door and window openings which creates an emphasis on the ground and first levels
- the through block connections created by the network of laneways
- Wellington Street West with its generous proportions and terminus at Victoria Memorial Square to the west and Clarence Square to the east
- Victoria Memorial Square, including its:
 - use, from 1794 until 1863, as the military cemetery for Fort York
 - use, since 1880, as a public park
 - view to Fort York from the southwest corner
- Clarence Square, including its:
 - long standing use as a public space
 - intact historic boundaries
 - relationship to the designated row of Second Empire houses that border its north side.

King-Spadina Entertainment District (East) HCD

Description of the District

The King-Spadina Entertainment District HCD is bounded by Richmond Street to the north, Simcoe Street to the east, King Street West to the south, Peter Street to the west. It is an evolving/dynamic district that developed between 1797 and present, but most intensely during the 1880 to 1939 period as a centre for Toronto's commercial and manufacturing activity.

Cultural Heritage Value or Interest:

The cultural heritage value of the Entertainment District resides in its historic, design and contextual values. Most of the residential buildings constructed between 1880 and 1899 reflect the first, and often, the only use the properties ever served. Many of the existing commercial buildings replaced original residential buildings; however they represent a second wave of construction between 1900 and 1939.

The historical values of the district are seen in:

- the boundary at Peter Street which reflects the original boundary of New Town
- the direct association with the importance of commercial industry and manufacturing to Toronto's economy between 1880 and 1939
- the important role played revitalizing vacant properties to create a destination with entertainment venues and restaurants

The design values of the district are seen in:

- the two predominant building types – residential and commercial
- the collection of late 19th and early 20th century styles which illustrate a formative period of Toronto’s development between 1880 and 1939
- the consistency and similarity of styles which are square and rectangular in plan
- symmetrical, have orderly compositions, and classical detailing and the visual coherence created by this consistency

The contextual values of the district are seen in:

- the network of north-south laneways created by the square and rectangular plans of the commercial buildings which represent the historic uses of the spaces as work yards and areas associated with mid-size production facilities

Heritage Attributes:

The heritage attributes that express the values of the King-Spadina Entertainment District include:

- commercial and residential rows which most commonly utilized Renaissance Revival, Toronto Bay-n-Gable and Second Empire styles
- single commercial buildings of three storeys which most commonly used the Edwardian Classical style
- single commercial buildings of four or more storeys which reflected modern construction technologies such as concrete and steel, but borrowed detailing from Classical, Neo-Gothic, and Art Moderne styles
- the predominant use of red brick for both residential and commercial buildings
- the use of cut stone on commercial buildings often employed for detailing around door and window openings which creates an emphasis on the ground and first levels
- the through block connections created by the network of laneways

Objectives for the HCD Plan

Based on the study findings, the consultant team have concluded that there is merit in proceeding from the HCD Study phase to the HCD Plan phase for the King-Spadina Study Area. Further, the consultants recommend that the Plan area boundary be adjusted and divided so that two Plans will be prepared for the east and west sides respectively. The final component of the work on the HCD Study was to prepare Objectives to guide the future HCD Plans. The objectives listed below build upon the identified cultural heritage values and are intended to guide future change and development.

As per Policy 8 of the City's guiding HCD policy document, the primary objective for every Heritage Conservation District is the protection, conservation and management of the attributes and heritage resources of the district so that the area’s historic significance, cultural heritage values, and heritage character –as identified in the HCD Study –are protected in the long term. Additional area specific objectives that were defined during

the study process were developed to ensure that the heritage values and attributes identified in the Statements of Heritage Value for each of the districts are conserved.

General

- Develop guidelines that conserve the distinctive character of the districts
- Develop guidelines that ensure that change within the districts evolve in a way that conserves character defining properties and groups of properties in the area
- Develop guidelines that maintain and enhance the identified character of each district

Commercial District

Historic Values

- Maintain and enhance the relationship between the district and Fort York, in particular the relationship between Victoria Memorial Park and Fort York
- Maintain and enhance the distinct character of the area, with particular importance given to the 1880-1939 period of significance
- Maintain and enhance the distinct heritage character of Spadina Avenue
- Maintain and enhance the open spaces that contribute to the area's cultural heritage values
- Maintain and enhance the remnant residential building fabric constructed in the nineteenth century
- Interpret and promote the history of the district

Design and Physical Values

- Prevent the demolition and unsympathetic alteration of buildings that contribute to the area's heritage values
- Encourage the conservation of buildings that contribute to the area's heritage values and discourage the removal of buildings, building features, spaces or other character defining attributes
- Prepare guidelines that ensure heritage conservation, including compatible alteration and adaptive reuse, of buildings and sites
- Prepare guidelines for compatible development on sites within the district that do not contribute to the area's heritage values
- Prepare guidelines for compatible development on sites adjacent to the district
- Encourage compatible improvements to the public realm that support the pedestrian experience of the district, its streets and network of laneways

Contextual Values

- Conserve the distinct character and importance of Clarence Square and Victoria Memorial Park, developing conservation guidelines for each space, as well as for adjacent properties and structures
- Ensure the continued use of Clarence Square and Victoria Memorial Park as public spaces

- Prepare guidelines that conserve properties on Wellington Street, King Street and Spadina Avenue, and develop guidelines that promote compatible development on properties that do not have heritage value on adjacent streets
- Prepare guidelines that promote Wellington Street as a connection between Clarence Square and Victoria Memorial Park
- Protect identified views and vistas

Social and Community Values

- Enhance and support the social, cultural and community values that have come to exemplify the use of the district as a mixed use, commercial and artistically focussed neighbourhood

Entertainment District

Historic Values

- Maintain and enhance the distinct character of the district, with particular importance given to the 1880-1939 period of significance
- Maintain and enhance the remnant residential building fabric constructed in the nineteenth century
- Interpret and promote the history of the district

Design and Physical Values

- Prevent the demolition and unsympathetic alteration of buildings that contribute to the area's heritage values
- Encourage the conservation of buildings that contribute to the area's heritage values and discourage the removal of significant building features or character defining attributes
- Prepare guidelines that support heritage conservation, including preservation, compatible alteration and adaptive reuse of buildings and sites
- Prepare guidelines for compatible development on sites within the district that do not contribute to the area's cultural heritage values
- Prepare guidelines for compatible development on sites adjacent to the district
- Encourage compatible improvements to the public realm that support the development of pedestrian experience of the district, its streets and network of laneways

Contextual Values

- Develop guidelines that conserve the historic properties on King, Richmond, Adelaide, John and Duncan Streets and develop guidelines that promote compatible development on properties that do not have heritage value on adjacent streets
- Protect identified views and vistas

Social and Community Values

- Enhance and support the social, cultural and community values that have come to exemplify the use of the district as a mixed use district, using the heritage values to encourage a district identity for neighbourhoods, for tourism and the arts

Process and Timeline

This report seeks Toronto Preservation Board support for the King-Spadina HCD Study to move from the Study phase to the Plan phase, with a recommendation that two Plans be created. If supported by the TPB, Heritage Preservation Services staff will proceed with a Request for Quotation (RFQ) from the roster of pre-qualified heritage consultants that the City has created for the preparation of HCD Studies and Plans. It is anticipated that the awarding of the project proponent for the HCD Plan will go to City Council in July or August 2014 so that the work on the HCD Plan can begin in the fall of 2014.

CONCLUSIONS

King-Spadina was identified by City staff in 2012 as one of five areas that warranted study for a potential Heritage Conservation District. It was selected primarily because of the high level of development activity and the fragility of some of the heritage resources. Over the course of this HCD Study, the consultant team has confirmed that the unique history and evolution of the area, combined with the integrity of the existing heritage fabric, qualifies the King-Spadina area for designation as an HCD under Part V of the Ontario Heritage Act, and it is therefore recommended that an HCD Plan be prepared. It is further recommended that the King-Spadina HCD study area be divided into two separate HCD Plans: the King-Spadina Commercial District HCD for the west side of King-Spadina and the King-Spadina Entertainment District HCD for the east side. Additional stakeholder consultation, including public meetings, will be undertaken throughout the Plan phase.

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SIGNATURE

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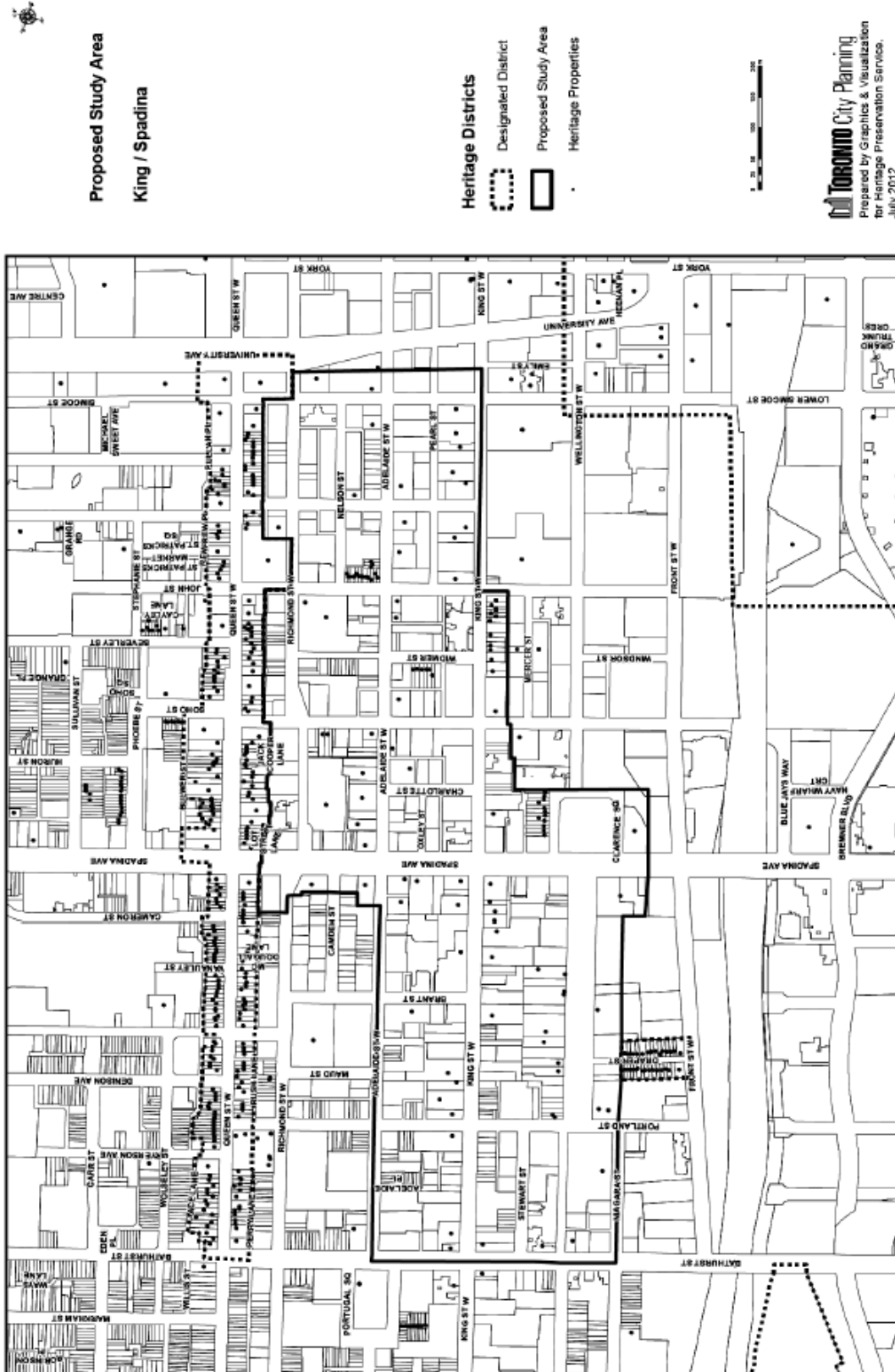
ATTACHMENTS

Attachment 1: King-Spadina HCD 2012 Potential Study Area Boundary

Attachment 2: 2014 Consultant Recommended Plan Area Boundary for the King-Spadina Commercial District (West) HCD

Attachment 3: 2014 Consultant Recommended Plan Area Boundary for the King-Spadina Entertainment District (East) HCD

King-Spadina HCD 2012 Potential Study Area Boundary



ATTACHMENT NO. 2

2014 Consultant Recommended Plan Area Boundary for King-Spadina Commercial District (West) HCD



2014 Consultant Recommended Plan Area Boundary for King-Spadina Entertainment District (East) HCD

