

# Designation of the King-Spadina Heritage Conservation District under Part V of the Ontario Heritage Act

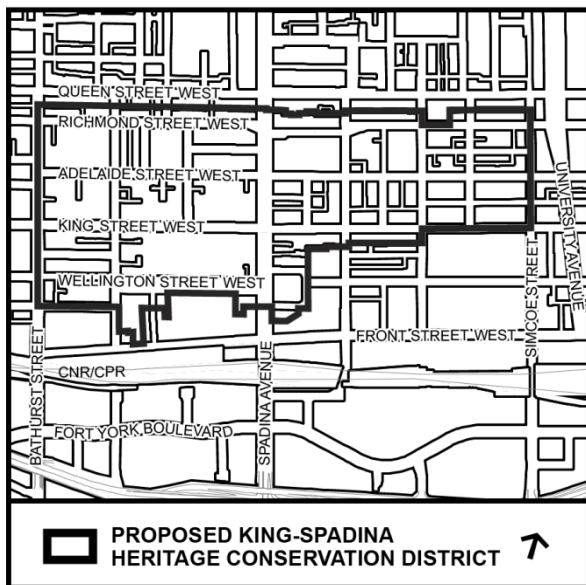
**Date:** June 14, 2017  
**To:** Toronto Preservation Board  
 Toronto and East York Community Council  
**From:** Chief Planner and Executive Director, City Planning Division  
**Wards:** Ward 20 - Trinity Spadina

## SUMMARY

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This report recommends that City Council designate the area referred to as King-Spadina as a Heritage Conservation District (HCD) and adopt the King-Spadina HCD Plan by by-law under Part V of the Ontario Heritage Act. The designation of King-Spadina as an HCD and adoption of the HCD Plan will manage change within the district to conserve the area's cultural heritage value through the implementation of contextual policies and guidelines.

The study of King-Spadina for designation as an HCD was led City Staff and was initiated in 2013 on Council direction. The King-Spadina HCD study process and the HCD Plan have been prepared in accordance with provincial legislation and *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*.



## RECOMMENDATIONS

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

1. City Council, in accordance with Section 41 of the Ontario Heritage Act, designate by by-law the area shown on Attachment 1 to the report (June 14, 2017) from the Chief Planner and Executive Director, City Planning, as the King-Spadina Heritage Conservation District.
2. City Council adopt by by-law the King-Spadina Heritage Conservation District Plan as the district plan for the King-Spadina Heritage Conservation District, attached as Attachment 5 to the report (June 14, 2017) from the Chief Planner and Executive Director, City Planning.
3. If there are any appeals to the by-law under Section 41 of the Ontario Heritage Act, City Council direct the City Solicitor, together with the City's outside counsel and any other appropriate City staff and/or outside consultants to appear before the Ontario Municipal Board to defend the by-law.

## FINANCIAL IMPACT

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

## DECISION HISTORY

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On October 2, 3 and 4, 2012, City Council directed staff to initiate the King-Spadina Heritage Conservation District study as a result of the application of prioritization criteria. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.12>

On May 23, 2014, the Toronto Preservation Board endorsed the King-Spadina Heritage Conservation District Study to proceed to district designation  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PB31.2>

On November 23, 2016, the Toronto Preservation Board received for information an update on the proposed King-Spadina Heritage Conservation District Plan  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PB18.4>

On December 16, 2016, City Council enacted the King-Spadina Heritage Conservation District Study Area By-law  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.MM23.41>

## COMMENTS

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### Legislative Framework

#### Provincial Policy Statement and Planning Act

The Planning Act, the associated Provincial Policy Statement, 2014 and the Places to Grow Act guide development in the Province and they include provincial interests regarding cultural heritage resources as described in the Provincial Policy Statement issued under the authority of Section 3 of the Planning Act. The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement, 2014. The Provincial Policy Statement (PPS 2014) provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial policy-led planning system.

The PPS 2014 provides policy direction on matters of provincial interest related to land use planning and development. The PPS 2014 sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS 2014.

PPS 2014, policy 2.6.1 reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved". Further, policy 2.6.3 reads "Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

#### Ontario Heritage Act

The Ontario Heritage Act (OHA) is the key provincial legislation for the conservation of cultural heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeology, within municipal boundaries. This is largely achieved through listing on the City's Heritage Register, designation of individual properties under Part IV of the OHA, or designation of districts under Part V of the OHA.

Part V of the OHA authorizes municipalities to designate any defined area as a heritage conservation district (HCD). Part V designation enables municipal councils to manage change in an HCD through the adoption of an HCD Plan.

Prior to designating a district, City Council must undertake an HCD Study to determine if the area merits designation, in accordance with the statutory requirements of the OHA, and further, utilizing the criteria in *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*. Section 40 (2) of the OHA identifies the scope and statutory components of an HCD study. These include: an analysis of the character and appearance of the district; recommendations for the district's boundaries; recommendations for the objectives of the HCD Plan; and recommended changes to the Official Plan and municipal by-laws, including zoning by-laws.

Section 41.1 of the OHA describes the requirements for the HCD Plan, including: a statement of objectives; a statement of district significance; a description of heritage attributes; policies, guidelines and procedures for achieving the stated objectives; and a description of alterations that may be undertaken by property owners without obtaining a heritage permit. The OHA requires that, prior to the by-law adopting a HCD Plan is made, information relating to the proposed HCD plan, including a copy of the plan, is made available to the public, that at least one public meeting is held regarding the HCD plan (Community council), and that the municipal heritage committee (Toronto Preservation Board) be consulted.

The designation of a HCD is accompanied by the adoption of a HCD Plan by by-law, as required by the OHA. The HCD Plan, once adopted by City Council, and upon coming into force, will provide an effective heritage planning framework for the protection, conservation and management of the attributes and heritage resources of the King-Spadina HCD so that the area's historic significance and cultural heritage value are protected in the long-term.

The OHA prohibits the City from carrying out any work in the district, or passing any by-law for any purpose that is contrary to the objectives set out in the plan. In addition, in the event of a conflict between the HCD Plan and any municipal by-law, the plan prevails to the extent of the conflict.

Part V designation also gives property owners access to the City's heritage incentive programs to assist with eligible conservation work as outlined in the HCD Plan. In particular, the City's restructured Heritage Property Tax Rebate Program provides tax rebates for owners of eligible commercial property who undertake conservation and maintenance work.

The designation of a HCD does not preclude designation of individual properties under Part IV of the OHA, and the HCD Plan will continue to apply to Part IV designated properties.

### **Official Plan**

As stated in the City of Toronto's Official Plan, "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable city that can contribute to other social, cultural, economic and environmental goals of the City". Section 3.1.5 of the Official Plan provides the official plan policy framework for heritage conservation in the City. Policy 30 states that, "Potential Heritage Conservation Districts will be identified and evaluated to determine their significance and cultural heritage values, in a Heritage Conservation District study. Heritage Conservation Districts that have been evaluated to be significant for their cultural heritage value will be designated and conserved."

## **BACKGROUND**

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In 2013, Heritage Preservation Services (HPS), along with its consultant Taylor Hazell Architects, initiated the King-Spadina HCD Study. The first phase of the HCD Study was concluded in the spring of 2014 and recommended that the area merited designation under Part V of the OHA as an HCD on the basis of its historical, associative, physical, contextual, and social and community values. The preliminary conclusions of the HCD Study recommended that the area be divided into two HCDs: the King-Spadina Entertainment District (east of Peter Street) and the King-Spadina Commercial District (west of Peter Street). On May 24, 2014, the Toronto Preservation Board received a staff report and endorsed the first phase conclusions of the HCD Study and its recommendations, including the recommendation to proceed with the development of a two HCD plans for the recommended HCDs.

HPS initiated the second (plan) phase of the study for the two King-Spadina HCDs in the fall of 2014, engaging Taylor Hazell Architects along with DTAH, R.E. Millward and Archaeological Services Inc. to assist in the preparation of the two HCD plans. This phase of work included the development of the statements of objectives, statements of cultural heritage value, boundaries, policies and guidelines, and community and stakeholder consultation. Following an April 20, 2015 community consultation meeting, and subsequent internal meetings with City staff, the decision was made to combine the two proposed districts into a single HCD, with one HCD plan, on the basis of their shared cultural heritage value and the emerging similarities between the two HCD plans.

City staff prepared the draft HCD Plan, and it was released in October 2016 for public review and comment for a period of three weeks.

In December 2016 City Council enacted the King-Spadina Heritage Conservation District Study Area By-law for a period of one year, prohibiting the demolition or removal of buildings or structures on properties that have the potential to contribute to the cultural heritage value of the District. This provided the opportunity for City staff to review comments and to continue consultation prior to the release of the final HCD Plan.

The HCD Plan was finalized by City staff and revisions were made where appropriate based on internal and external consultation and the review of written comments. Staff from Legal Services together with the City's outside legal counsel have also been consulted.

### **Community Consultation**

Community consultation meetings were held for the first phase of the HCD Study on June 25, 2013 and March 18, 2014. In addition to the two public meetings, consultations with stakeholder groups took place in September and November 2013. In May 2014 the HCD Study report was presented for endorsement to the Toronto Preservation Board to proceed to the plan phase.

During the HCD Plan phase of the study, community consultation meetings were conducted on April 20 and 21, 2015 to receive feedback on the structure and direction of the HCD Plan and its contents.

The final community consultation meeting was held on June 23, 2016 in order to obtain input on the draft HCD Plan, including the proposed boundary, character areas, statement of cultural heritage value, objectives, contributing properties, typologies, policies and guidelines. The policy approach and direction was presented, and community feedback assisted the team in identifying areas where the policies and guidelines required greater clarity. Additional stakeholder meetings were conducted through the summer and fall of 2016.

Subsequent to the release of the draft HCD Plan in October 2016, and the enactment of the study area by-law in December 2016, staff continued to meet with stakeholders, including members of the local Business Improvement Area and property owners, to explain the objectives of the HCD Plan and receive feedback on the draft policies and statement of cultural heritage value.

Consultations and meetings, including comments received following the release of the draft HCD Plan in October 2016, informed refinements to the HCD Plan, including but not limited to improving clarity and consistency with provincial legislation, aligning with concurrent City Planning and inter-divisional initiatives and objectives, and enhanced articulation of the diverse history of the area.

### **Statement of Objectives**

The OHA requires that HCD plans contain a statement of objectives to be achieved through the designation of the HCD. These objectives are an important link between the values identified in the Statement of Cultural Heritage Value and the policies that are intended to conserve those values of the District, including its heritage attributes.

The overall objective of the King-Spadina HCD Plan is the protection, conservation and management of its heritage attributes including contributing properties so that the District's cultural heritage value is protected in the long-term. See Attachment 2 for the full Statement of Objectives.

### **Cultural Heritage Value**

The proposed King-Spadina HCD is an evolved historic district, with a concentration of late- 19th and early 20th century residential and commercial buildings, 3 historic parks, and a network of laneways. These historic resources as a whole reflect the District's evolution from an institutional and residential neighbourhood to a warehouse and manufacturing area over the course of the District's period of significance (1880s-1940s). Residential properties generally represent the first use of properties in the area, and are part of the first wave of development in Toronto west of Peter Street. Commercial buildings are generally representative of the second wave of development that was spurred following the construction of the railway on lands to the south of the District. For the first half of the 20th century, the District was Toronto's primary manufacturing and warehouse area, until after World War II when many industries left the downtown core and relocated to suburban or other locations. Subsequent waves of development in the mid- to late 20th century saw the regeneration of the District through

the adaptive reuse of residential and commercial buildings for a variety of new uses, helping to revitalize the area as a desirable mixed-use neighbourhood alongside new development. See Attachment 3 for the Statement of Cultural Heritage Value.

### **Proposed Boundary**

The proposed HCD Plan area is generally bounded by King Street West, Wellington Street West and Front Street West on the south, Richmond Street West on the north, Simcoe Street on the east north of King Street West, and Bathurst Street on the west. The boundary limits include the full right-of-way for Wellington Street West. See Attachment 1 for a map of the HCD boundary.

The proposed boundary for the King-Spadina HCD has been modified from the two HCD plan area boundaries proposed in the first phase of the HCD study. In addition to the two HCD plan areas being combined, the boundary was expanded to include properties on the north side of Richmond Street West, between Spadina Avenue and Bathurst Street. The proposed boundary excludes properties on the west side of Bathurst Street, as well as specific properties on the south side of Wellington Street West (440 Front Street West, 439-443 Wellington Street West). These modifications were evaluated using the criteria provided in the Ontario Heritage Trust's toolkit regarding the delineation of HCD boundaries.

### **Character Sub-Areas**

The King-Spadina HCD Plan area is a cohesive, unified whole that reflects a defined cultural heritage value and a suite of general policies and guidelines have been created to conserve the District's significance. In addition, as part of the HCD Plan process, four character sub-areas were identified. The character sub-areas are component parts of the District with a distinct character and function that contribute to the District's cultural heritage value. In addition to the Plan's general policies, the Plan also contains policies for each character sub-area. The character sub-areas are as follows:

- St. Andrew's
- Wellington Place
- Spadina Avenue
- Duncan Street

### **Contributing and Non-Contributing Properties**

The HCD Plan identifies properties as contributing or non-contributing, in keeping with *HCDs in Toronto*. Contributing properties support the Statement of Cultural Heritage Value, while non-contributing properties do not support the Statement of Cultural Heritage Value.

A multi-step process was used to determine the classification of properties as contributing or non-contributing in King-Spadina. First, a review of the construction date of the property was undertaken. As noted in the Statement of Cultural Heritage Value, the District's primary period of significance is the 1880s-1940s. If a building was constructed within this date range it was then examined individually to determine if it supported one or more of the District's cultural heritage values and therefore warranted inclusion as a contributing property. Properties that fell outside of the periods of significance or properties whose integrity was substantially compromised were

classified as non-contributing. Buildings constructed outside the period of significance were also evaluated to determine if they contributed to the District's cultural heritage value.

## **Part IV Designated Properties**

The OHA allows a property to be designated individually under Part IV of the Act as well as included within an HCD and designated under Part V of the Act. The designation of an HCD does not preclude designation of individual properties under Part IV, and the policies of the HCD Plan will continue to apply to Part IV designated properties.

In the King-Spadina HCD, Part IV and Part V designations are intended to be mutually supportive. The Part V HCD designation will conserve and enhance the cultural heritage value and heritage attributes of the District as a whole. Part IV designations protect the cultural heritage value and heritage attributes of individual properties and may include attributes such as interior features and other detailed attributes that are unique to the property.

All Part IV properties within the District have been identified as contributing properties. Where there is a property with a Part IV designation the cultural heritage value and heritage attributes identified in the Part IV designating by-law are to be conserved in accordance with Section 3.1.5 of the Official Plan in addition to the requirements of the HCD Plan.

## **Archaeology**

The City's Official Plan policies for archaeological resources apply for the Plan area. In addition, the HCD Plan identifies properties that are within areas of archaeological potential, and describes six categories of work that may require an archaeological assessment, depending on the sensitivity of a particular area. Properties subject to the archaeology policies include both contributing and non-contributing resources.

The HCD Plan area includes two Archaeologically Sensitive Areas (ASA) - the Toronto General Hospital ASA and Victoria Memorial Square ASA. Properties located within these ASA have been identified in the Plan.

All archaeology policies have been developed in accordance with the City of Toronto Archaeological Management Plan.

## **District Policies and Guidelines**

The OHA requires that all HCD plans include "policy statements, guidelines and procedures for achieving the stated objectives and managing change" in the district.

The King-Spadina HCD Plan contains policies and guidelines that are intended to conserve and enhance the cultural heritage value and heritage attributes of the District. These policies and guidelines will inform decisions on alterations, additions, new development and demolition within the District. See Attachment No. 5 for the HCD Plan.

In the HCD Plan, policies describe what is required when undertaking work on a property within the District. Policies are required components of the designating by-law and are not discretionary, unless otherwise indicated. Guidelines provide suggested



methods of satisfying associated policies but do not carry the mandatory weight of policy. Guidelines recognize that there may be a variety of strategies that could satisfy any given policy.

### **Policies and Guidelines for Contributing Properties**

The City's Official Plan requires that properties on the Heritage Register be conserved and maintained consistent with *The Standards and Guidelines for Historic Places in Canada*, which has been adopted by City Council as the guiding document for the planning, stewardship and conservation of properties on the Heritage Register. An HCD plan gives context-specific guidance on how to achieve consistency.

*Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference* requires that all properties within HCDs be categorized as either contributing or non-contributing to the District's cultural heritage value. Separate sets of policies and guidelines have been developed for contributing and non-contributing properties to manage change within the District.

The HCD Plan prohibits the demolition and removal of buildings on contributing properties, except in the case of a catastrophic loss and where losses were not the result of demolition by neglect, deferred maintenance or purposeful damage to the property. The HCD Plan may permit the relocation of buildings on contributing properties, so long as the relocation is a modest adjustment and preserves the relationship of the structure's built form to the public realm.

The HCD Plan requires that contributing properties be conserved and maintained to ensure the conservation of the District's cultural heritage value and integrity, based on an understanding of the property and how it contributes to the District. The Plan provides policies and guidelines to inform the conservation of building assemblies for contributing properties (roofs, windows and doors, exterior walls, entrances, porches and balconies), as well as the design of complementary alterations and additions, signage, and lighting. These policies and guidelines also address combined properties (those properties with both contributing and non-contributing portions) and code compliance.

### **Policies and Guidelines for Non-Contributing Properties**

Unlike contributing properties, non-contributing properties do not support the District's cultural heritage value. Buildings on non-contributing properties may be demolished, but only upon approval of a new development by City Council. Replacement buildings, as well as any other aspects of the new development, additions or alterations to non-contributing properties, must comply with the policies and guidelines of this HCD Plan for non-contributing properties.

The HCD Plan requires that new development, additions and alterations to non-contributing properties be complementary to the District's cultural heritage value and adjacent contributing properties. The Plan provides policies and guidelines to inform the design of complementary new development, alterations and additions to non-contributing properties, as well as the design of exterior walls, roofs, signage, lighting, and parking and service areas. This section also addresses combined properties and alterations to properties that are adjacent to the District.

## **Policies and Guidelines for Character Sub-Areas**

Four character sub-areas have been identified as discrete component parts of the District with heritage attributes that support their contribution to the District's cultural heritage value. These four character sub-areas have unique contextual policies to ensure that additions and new development conserve their respective integrity. This includes but is not limited to the conservation of the Spadina Avenue, Duncan Street and Wellington Place streetwalls through required step backs, the low to mid-rise historic scale of St. Andrew's through appropriate massing transitions, and the conservation of the integrity of Wellington Place and Spadina Avenue in regard to their civic design.

## **Policies and Guidelines for Parks and Public Realm**

The Parks and Public Realm policies and guidelines address St. Andrew's Playground, Clarence Square and Victoria Memorial Square, as well as the District's significant views, its network of laneways and the approach to work undertaken within the right-of-way.

St. Andrew's Playground, Clarence Square and Victoria Memorial Square have been identified as heritage attributes that make distinct contributions to the District's cultural heritage value. These three parks reflect the history of development in King-Spadina and continue to provide important public amenities. The HCD Plan requires that the heritage attributes of these three parks be conserved and that new development and additions adjacent to the parks do not negatively impact their heritage attributes. In addition, the tree canopy, circulation routes, public use and historic interpretation of the three parks must be conserved.

Policies have been prepared that seek to conserve the District's network of laneways as a whole, as well as individual laneways where appropriate. The Plan recognizes that laneways within King-Spadina serve a variety of purposes (service access, pedestrian and cyclist mid-block connections, commercial use), and supports the continued viability of the network of laneways for these uses, while encouraging greater permeability where feasible to enhance the network of laneways.

## **Procedures**

The Plan describes the heritage permit process, including categories of work for which no heritage permit is required, consistent with the Municipal Code.

The Plan identifies circumstances when a Heritage Impact Assessment will or may be required, for both contributing and non-contributing properties.

## **Recommendations**

Recommendations in the HCD Plan include the periodic review of the HCD Plan every 5-10 years, and updated as required; the creation of an HCD Advisory Committee to ensure ongoing community based feedback in the implementation of the HCD Plan and heritage permit process; and facilitation of heritage awareness within the District.

## **Incentives**

The City currently has two incentive programs for owners of contributing properties in the District. The Toronto Heritage Grant program will be available to eligible contributing

properties in the District that are residential or institutional, providing matching funds for conservation work. The Heritage Property Tax Rebate Program (HPTRB) provides tax rebates to eligible contributing properties that are within the commercial and industrial tax class for approved maintenance and conservation work. Eligibility for the HPTRB requires that the owner enter into some form of heritage easement agreement.

### **Adjacency to the District**

The City's Official Plan policies for properties adjacent to a property on the heritage register apply.

### **CONCLUSION**

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The King-Spadina HCD Plan meets the requirements of the Ontario Heritage Act and other provincial legislation, including all statutory requirements for notification, consultation, study and content.

The HCD Plan was undertaken collaboratively within the City Planning Division to ensure coordination with existing and emerging planning policy. Once adopted, the Plan will enable City Council to better conserve the cultural heritage value and heritage attributes of King-Spadina and to manage and guide future change..

City Planning staff recommend designation of King-Spadina under Part V of the Ontario Heritage Act, including adoption by by-law of the King-Spadina HCD Plan. The proposed King-Spadina HCD has cultural heritage value as an evolved historic district, and the HCD Plan provides a framework to help conserve and enhance the heritage character of this important neighbourhood for generations to come.

### **CONTACT**

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### **SIGNATURE**

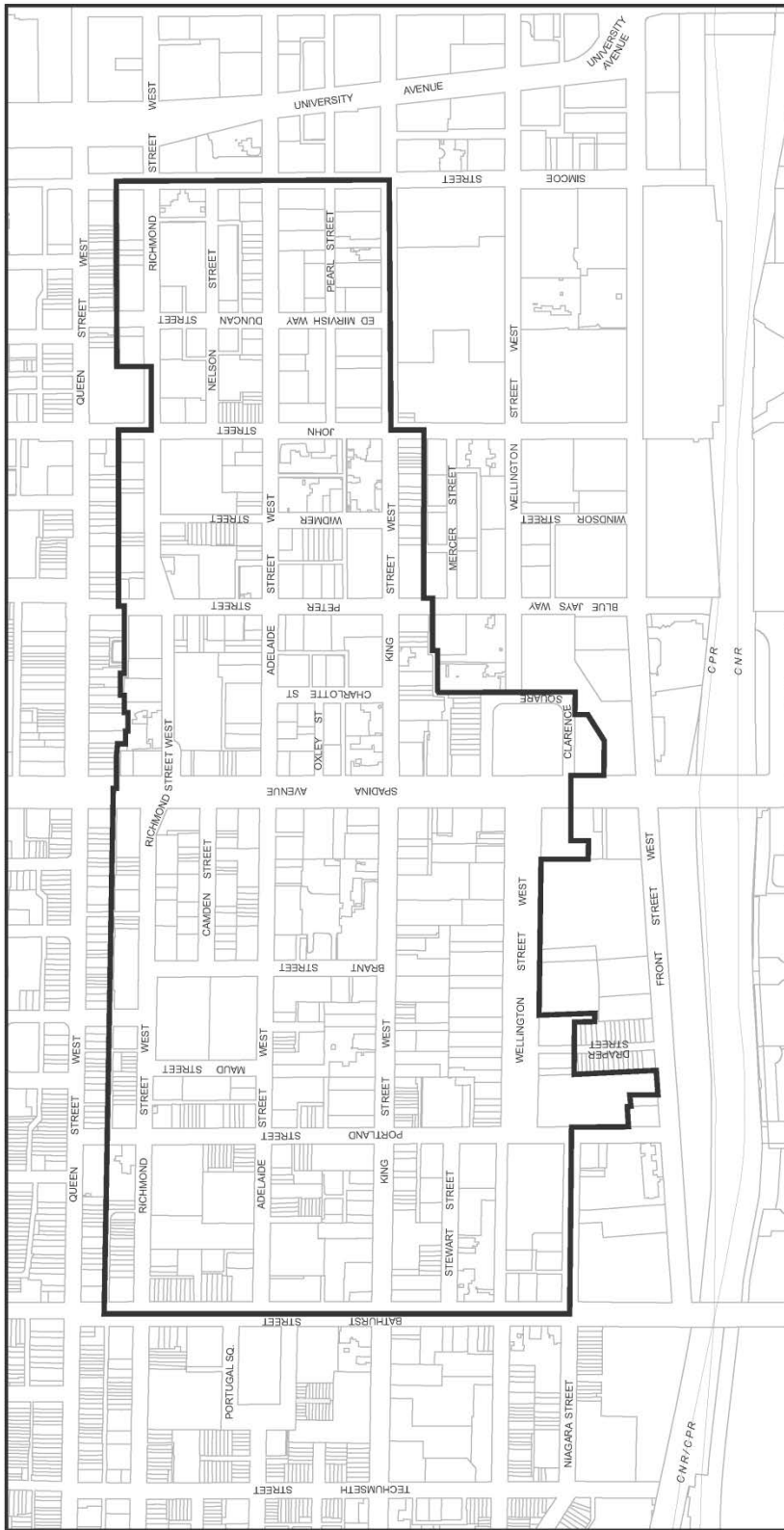
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Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

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- Attachment 1 – King-Spadina Heritage Conservation District – Boundary
- Attachment 2 – Statement of HCD Objectives
- Attachment 3 – Statement of Cultural Heritage Value
- Attachment 4 – Map of Contributing Properties
- Attachment 5 – King-Spadina Heritage Conservation District Plan



**Toronto**  
Proposed Plan Area

**Toronto**  
Proposed Plan Area

Not to Scale  
June 2017

Proposed Plan Boundary

The overall objective for the King-Spadina HCD is the protection, conservation and management of its heritage attributes and contributing properties so that the District's cultural heritage value is protected in the long-term. The cultural heritage value of the District consists of its historic, design, contextual, social and community values. The heritage attributes of the District include its built form, public realm and archaeological resources.

Specific objectives of this Plan are set out below. Although the following objectives are numbered, the numeric sequence does not establish a priority among the objectives.

1. Conserve, maintain, and enhance the cultural heritage value of the District as expressed through its heritage attributes, contributing properties, building typologies, character sub-areas, public realm and archaeological resources.
2. Conserve the legibility of the District's period of significance, particularly the early phase of residential development, and the later commercial phase of development.
3. Conserve the historic form and scale of the District's building typologies.
4. Conserve and enhance contributing properties, Part IV designated properties, listed properties and National Historic Sites.
5. Conserve and enhance the historic scale and public realm of the Spadina Avenue Character Sub-Area, and its significance as a formal boulevard and major artery within Toronto.
6. Conserve and enhance the historic scale and mixed-use character of the St. Andrew Character Sub-Area, including its fine-grained streetscape and rows of contributing Residential properties that reflect its history as a residential neighbourhood.
7. Conserve and enhance the commercial and manufacturing character of the Duncan Street Character Sub-Area as a representative example of the District's warehouse and manufacturing area history, reflected by its collection of contributing Commercial Detached properties.
8. Conserve and enhance the Wellington Place Character Sub-Area as a unique civic composition dating from the 1837 Hawkins Plan, reflecting the District's evolution from a residential neighbourhood to a commercial and manufacturing area and reflected in the setback of contributing properties, their historic scale, and the two public parks, Clarence Square and Victoria Memorial Square, linked by Wellington Street West.
9. Ensure complementary alterations to contributing properties and prevent the removal of heritage attributes from contributing properties within the District.
10. Ensure that new development and additions conserve and enhance the cultural heritage value of the District in general, as well as the character sub-area in which it is

located, particularly with respect to historic scale, public realm and the general pattern of the built form.

11. Ensure that archaeological resources are conserved.
12. Encourage high quality architecture that is of its time and ensure that new development and additions are complementary to the District's cultural heritage value.
13. Conserve and enhance the District's network of laneways, both public and private, to support an understanding of their historic and contemporary uses.
14. Conserve and enhance identified views that contribute to an understanding of the District's cultural heritage value.
15. Conserve Clarence Square, Victoria Memorial Square and St. Andrew's Playground, and their relationships to adjacent contributing properties.
16. Conserve and enhance the social, cultural and community values of the District as a mixed-use area through the adaptive reuse of contributing properties to facilitate a range of uses, including commercial, cultural and community-based activities.
17. Ensure new development and alterations adjacent to the District conserve the District's cultural heritage value.

### **Description of Historic Place**

The King-Spadina Heritage Conservation District is a 45-hectare area in the southwest of the downtown core roughly bounded by Richmond Street West to the north, Simcoe Street to the east, Wellington and King Street West to the south and Bathurst Street to the west. The District is a vibrant area containing over 500 properties and includes three City-owned parks – Clarence Square, Victoria Memorial Square and St. Andrew's Playground. Spadina Avenue and Bathurst Street serve as the north-south arteries, while Richmond, Adelaide, King and Wellington Street West are the primary east-west routes in the District.

As of May 2017, the King-Spadina Heritage Conservation District contained 73 properties listed on the City's Heritage Register, 55 properties designated under Part IV of the OHA, 17 properties with the intention to designate under Part IV of the OHA, and 4 properties that are subject to heritage easement agreements. The District includes the Royal Alexandra Theatre which is a National Historic Site of Canada and Victoria Memorial Square which is part of the Fort York National Historic Site of Canada. The District is adjacent to the Draper Street Heritage Conservation District to the south and the Queen Street West Heritage Conservation District to the north.

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

The King-Spadina Heritage Conservation District contains a concentration of late 19th and early to mid-20th century residential and commercial buildings, as well as 3 public parks and a distinctive network of laneways. These historic resources are associated with several periods of Toronto's historical and economic development, but are most prominently a reflection of Toronto's period of industrial and manufacturing growth at the turn of the 20th century. During the District's period of significance (1880s-1940s) both new and revival architectural styles arrived in quick succession and in great number, resulting in the stylistic variety that is characteristic of the District's residential and commercial building typologies. The District retains residential buildings dating from 1880 – 1900, often reflective of the first use of the property and the first wave of development within the District following the opening of the part of the Military Reserve west of the (Old) Town of York for institutional uses (including the second Provincial Parliament Buildings).

The commercial buildings within the District primarily date from the 1900s – 1940s when manufacturing was a key economic sector for the city of Toronto and major employer. These commercial buildings are often the first use of the property, or reflect the consolidation and redevelopment of earlier residential properties. Following World War II (1945) many of the District's commercial and manufacturing businesses relocated to suburban locations, marking an end to the District's period of significance and a general period of decline. The regeneration of the District that occurred in the latter half of the 20th century is credited with finding new uses for the commercial buildings constructed during the period of significance, revitalizing the District and integrating it into the growing city.



The District's historic value is evident in its association with Fort York, when the area between Peter and Bathurst Street served as the Military Reserve and burial ground for soldiers, their wives and children. The District retains a connection to this early history as its initial development and earliest structures are associated with the dissolution of the Military Reserve in the 1830s to accommodate the growing Town of York. After the Military Reserve was dissolved, the former reserve area was opened up for development based on plans by Deputy Surveyor William Hawkins (1837) which laid out streets, blocks and public spaces, many of which remain extant. Remaining features of the public realm from this period of expansion include Victoria Memorial Square and Clarence Square (linked by the wide promenade of Wellington Street West), St. Andrew's Playground, and McDonnell Square, which was set aside for a church (now known as Portugal Square and containing St. Mary's Roman Catholic Church). It was also at this time that King and Adelaide Street West were extended west of Spadina Avenue (then Brock Street), and Portland and Brant Streets were surveyed.

The District's residential properties contribute to its historic value, which relate to the District's period of residential development that followed the arrival of the railways to Toronto's waterfront in the 1850s. These residential properties are representative of the first wave of development within the District west of Peter Street following the dissolution of the Military Reserve. Those residential properties that remain survived the second wave of development, which was associated with manufacturing and industry, at which time many of the District's residential properties were converted for light industrial use, demolished and consolidated.

The District's association with manufacturing and the role it played in Toronto's economic prosperity during the early-20th century further contribute to its historic value, particularly after the Great Fire of 1904 which destroyed the manufacturing area located east of the District, around Front and Bay Street. Manufacturing and light industry developed primarily, but not exclusively, along King Street West (1900-1920), Spadina Avenue (1900-1945), and Camden Street (1950-1955). One notable exception to the developing manufacturing activity in the District was the construction of the Royal Alexandra Theatre in 1906-7 directly across from the Lieutenant Governor's residence (demolished) on King Street West.

The regeneration and reinvestment that occurred within the district following the implementation of the planning policy framework set out in the King-Spadina Secondary Plan (1996) contributes to the Districts' historic value as it signalled a new approach to planning in the downtown core that permitted a range of commercial, cultural and residential uses. This new planning framework recognized and valued the District's heritage resources as well, supporting the conservation of buildings and encouraging contextual new development to reinforce the area's historic character. The unprecedented success of the regeneration policies has had a significant impact upon the District, both by encouraging the adaptive reuse and retention of heritage properties and by re-defining the District as a mixed-use area with a range of residential, commercial and institutional properties.

The District's design value is seen in its collection of late-19th and early-20th century residential and commercial buildings. Residential properties within the District represent

a variety of architectural styles. employed in Toronto in the latter half of the 19th century, primarily Toronto Bay-n-Gable, Second Empire, Queen Anne and High Victorian Gothic. Commercial properties within the District represent a variety of architectural styles as well, primarily Commercial, Conservative Renaissance Revival, Renaissance Revival, Edwardian Classical and Mid-Century Modern. Recent development (primarily condominiums) has generally sought to reflect and complement the design of the District's commercial buildings at street level, while smaller infill projects and additions have generally contributed to the District's commercial warehouse design character.

The District's interrelated network of streets and laneways contribute to its design value, reflective of the District's periods of residential and commercial development, some of which date to the 1837 Hawkins Plan. Throughout the period of significance the network of streets and laneways was modified as the area transitioned from residential to commercial and manufacturing uses, resulting in a unique juxtaposition of residential and commercial streets and laneways that reflect the evolution of the District and complement the adjacent contributing properties.

The District's resiliency to the changing landscape of manufacturing that began in the 1950s and which peaked in the 1970s, when manufacturers left King-Spadina for larger and less expensive sites in Toronto's suburbs and abroad, contributes to the District's social and community value. The refurbishment of the Royal Alexandra Theatre by Ed Mirvish in 1963 and the subsequent redevelopment of adjacent commercial buildings for entertainment and restaurant uses was an important statement in the vitality of the neighbourhood, and set a precedent for the future adaptive reuse of the District's commercial warehouse buildings. The District's resiliency was largely supported by the unique built form and interior arrangement of its buildings, permitting innovative and creative adaptations unrelated to their original manufacturing use and ensuring the District's resiliency during a period defined by disinvestment in the downtown core.

The District's resiliency was supported by planning policy in 1996, when the City of Toronto approved a new planning framework by identifying King-Spadina as a 'Reinvestment Area' which relaxed land use restrictions, among other moves, premised in part on the conservation of the District's commercial buildings. As a result, property owners transformed the District by converting many of the 19th and early-20th century commercial and residential buildings into office, retail, institutional and residential spaces, as well as new development.. The planning permission and flexible built form inherent to the District's commercial properties also supported the development of the District into an entertainment hub, with a concentration of nightclubs bringing back social and cultural uses to the downtown core, attracting new tenants, businesses, residents and tourists to the area. This mixed-use revitalization and reinvestment continued through the 2000s with a number of new cultural venues and institutions relocating to the District.

The evolution of the District through the period of significance from primarily residential to commercial mixed-use resulted in the development of discrete character sub-areas whose built form and public realm have been informed by and reflect micro-factors that influenced the growth of the District. These character sub-areas support the District's contextual value, containing interrelated resources that, as a whole, define, support and

maintain the District's history and sense of place. The evolution of the district can be ascertained through these sub-areas.

The District's contextual value is also supported by the planned views , some of which date from the 1837 Hawkins Plan and later civic enhancements. These include views between Clarence Square and Victoria Memorial Square, from Adelaide Street West to St. Mary's Church, and along Wellington Street West, Spadina Avenue and Duncan Street.

The District's network of laneways and streets support its contextual value as tangible and navigable links that provide opportunities for pedestrians to experience and understand the history and evolution of the District from residential through manufacturing and commercial use. The range of uses that the network of laneways facilitates, including servicing adjacent buildings and providing mid-block connections, contribute to the District's contextual value and support a sense of place, providing opportunities for the interpretation of the intact and lost historic buildings around which the network of laneways developed.

## **Heritage Attributes**

### **Built Form**

- The juxtaposition of lower-scale residential and commercial contributing properties with mid-rise commercial contributing properties
- The fine-grained streetscape pattern achieved through a combination of long and narrow historic lots and vertical articulation on commercial contributing properties
- The irregular streetwalls, with commercial contributing properties often built to the front lot lines juxtaposed with residential contributing properties that are generally setback from street
- The interruptions in streetwalls as a result of side lot setbacks between buildings
- The organization of residential and commercial properties into row, semi-detached or detached buildings
- The predominant use of brick masonry (red and buff), stone and terra cotta on the primary elevations of both residential and commercial contributing properties
- The predominant use of brick, stone, terracotta, metal and wood detailing around door and window openings, bays, roof lines, horizontal and vertical architectural features
- The *Residential Building Typology*, and its associated heritage attributes:
  - The use of the Toronto Bay-N-Gable, Second Empire, Queen Anne, and High Victorian Gothic architectural styles and their associated stylistic features
  - Rectangular plans, with narrow frontages and deep lots
  - A general 2 – 3 storey height
  - Primary elevations facing the street, generally setback from the front lot line
  - A general tripartite design, with defined base, mid-section and top
  - Entrances raised a quarter to a half storey above street level, with stairs, railings, porches and bays
  - The use of masonry ornamentation around door and window openings, often in polychromatic brick

- The use of wood trim around door and window openings, porches, railings, bargeboard and rooflines
- Early or original window and door features, including hardware, material, glazing, and the division of units
- Gabled, mansard, and flat roofs, often with asphalt or slate cladding and structural and architectural features
- Rear elevations backing onto laneways, setback from the rear property line
- Historic paint colours
- The *Commercial Building Typology*, and its associated heritage attributes:
  - The use of the Commercial, Conservative Renaissance Revival, Renaissance Revival, Edwardian Classical, Art Moderne, Period Revival and Mid-Century Modern architectural styles, and their associated stylistic features
  - Square and rectangular plans, with varying widths and depths
  - A range of heights from 2 – 12 storeys
  - Symmetrical, orderly composition
  - Primary elevations that generally meet the front lot line, with visible side elevations that are setback from side lot lines and which may include fenestration
  - A general tripartite design, with defined base, middle and top
  - Vertical articulation, expressed through bays, window alignments, piers, and projections
  - Flat roofs with structural and architectural features
  - Entrances raised a quarter to a half-storey above street level
  - Regular rhythm of windows on all elevations visible from the public realm
  - Windows that are designed on visible elevations to express the functional purpose of each floor, and which may be embellished in shape, style or design
  - The solid-to-void ratio of window to wall
  - Early or original window and door features, including hardware, material, glazing, and the division of units
  - Painted signage on side elevations, often directly on the masonry walls

## Public Realm

- The network of laneways, which reflect the historic secondary circulation and service access routes and provide access to daylight between buildings and to the public realm
- The variation in the widths of right-of-ways, which reflect both grand civic designs and the evolution of the District from a residential area to a commercial and manufacturing district
- The District's archaeological resources
- The general view of contributing properties and parks from the public realm, which contributes to an understanding of the historic streetscape, civic design and evolution of the District over time
- The identified views of contributing properties and parks, which define a sense of place and support an understanding of the District's cultural heritage value:
  - The view east from Victoria Memorial Square at Portland Street to Clarence Square, inclusive of the streetwall of contributing commercial properties on the north side of Wellington Street West

- The view west from Victoria Memorial Square at Portland Street to the War of 1812 memorial, mounted headstones, trees and plantings
- The view west from the centre of Clarence Square to Victoria Memorial Square
- The view north from the centre of Clarence Square to the row of houses at 5-16 Clarence Square
- The view west from the southeast and northeast corners of Adelaide Street West and Portland Street to St. Mary's Church
- The view north from Duncan Street and King Street West of the commercial contributing properties on the east and west sides of Duncan Street
- The view north on Spadina Avenue from King Street West of the commercial contributing properties on the east and west sides of Spadina Avenue
  
- *Victoria Memorial Square*, a registered cemetery, and its associated heritage attributes:
  - The grassed, open space bounded by Wellington, Portland and Niagara Streets
  - Its pathways which provide access from all four corners of the park
  - Its public amenities, such as seating and tables
  - The War of 1812 Memorial designed by Walter Seymour Allward
  - The headstones, which have been conserved and mounted
  
- *Clarence Square*, and its associated heritage attributes:
  - The placement of the park on the east side of Spadina Avenue, which forms its boundary, with roadways named "Clarence Square" around the north, east and south perimeters
  - Its intact historic boundaries
  - Its relationship to the residential row of buildings adjacent to the north side of the park
  - Its frontage on Spadina Avenue
  - The mature deciduous tree canopy
  - The grassed, open spaces adjoining the pathways
  - The series of axial pathways across Clarence Square to Spadina Avenue (west) and Wellington Street West (east)
  - Its public amenities, such as seating
  - The provincial plaque commemorating Alexander Dunn near the west entrance to the park on Spadina Avenue
  
- *St. Andrew's Playground*, and its associated heritage attributes:
  - Its relationship to 505 Richmond Street West
  - its frontage on Adelaide Street West and Brant Street
  - the mature deciduous tree canopy
  - the grassed, open space
  - Its pathways, providing a shortcut between Adelaide Street West and Brant Street
  - its public amenities such as seating and playground structures

## **Character Sub-Areas**

### **St. Andrew's**

- The general 2 – 5 storey scale of contributing properties
- The transition of historic building scale from mid-rise commercial properties in the east to low-rise residential properties in the west
- The concentration of residential row properties on Portland Street, Adelaide Street West, Richmond Street West and Adelaide Place
- The former Brant Street Public School and its relationship to the adjacent school yard
- The former Waterworks building and its relationship to St. Andrew's Playground
- The remnants of the 1837 Hawkins Plan, as evidenced in the remaining residential properties, the network of laneways and undivided blocks.
- The setback of residential row properties from the front lot lines
- St. Andrew's Playground

### **Wellington Place**

- The general 2-6 storey scale of contributing Commercial properties along Wellington Street West, with 2-3 storey residential properties on Clarence Square and Stewart Street
- The narrow deep lots on the north side of Wellington Street West, with frontages of 15 – 20 metres and depths of 65 – 70 metres
- The deep setbacks of residential properties on Wellington Street West, reflective of its historic and original use as a residential promenade
- The predominant use of red and buff brick masonry with stone or precast detailing
- The wide (46 metre) right-of-way of Wellington Street West, reflective of the grand Georgian civic design for Wellington Place as a connection between the two parks
- The landscaped front yards of the residential properties on Clarence Square, which contribute to the park edge
- Clarence Square and Victoria Memorial Square

### **Spadina Avenue**

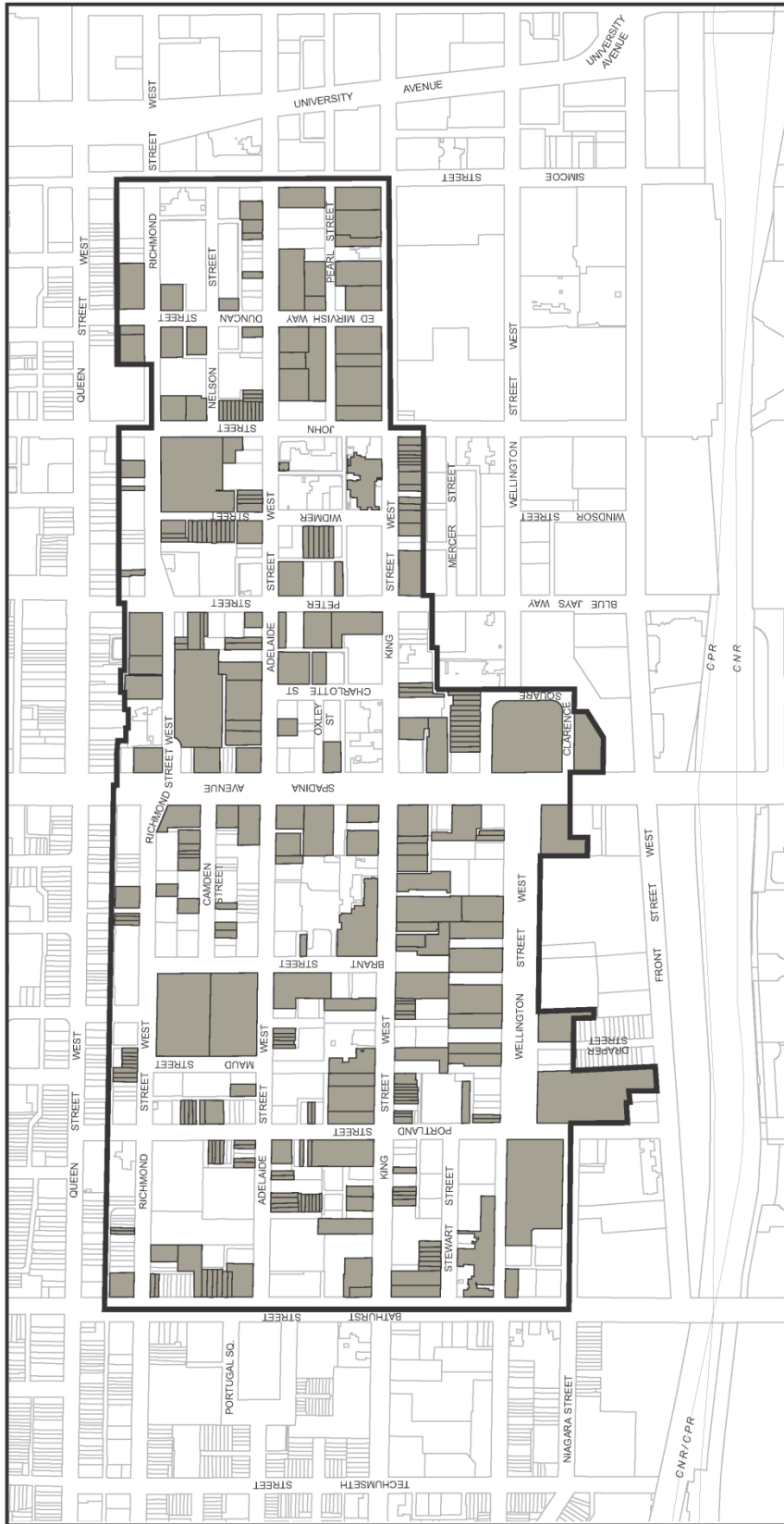
- Commercial detached properties with streetwalls that meet the front property line but are generally setback from side property lines, with windows visible on all four elevations
- The general ratio of streetwall height to the right-of-way, with most streetwalls lower than the right-of-way
- The visibility of side elevations in angular street views
- Large floor-to-floor heights, with extra large ground floor heights expressed through the articulation and embellishment of building elevations
- Distinct tripartite design, with articulated bases at street level with formal entrances
- The two landmark buildings at the corner of Spadina Avenue and Adelaide Street West, ten to twelve storeys tall, capped with masonry penthouse structures with steep sloped pyramidal roofs that act as a portal landmark at the centre of the "Garment District" and define the character sub-area
- The wide right-of-way on Spadina Avenue (40.2 metres) reflective of grand civic designs and the historic importance of Spadina Avenue

**Duncan Street**

- The concentration of commercial properties on Duncan Street, with a consistent streetwall defined by a general height of 4 – 8 storeys, strong horizontal articulation created by regular floor-to-floor dimensions, rooflines with defined parapets and cornices, and side walls visible from the public realm
- The view north from north of King Street West to the terminus of Duncan Street at Queen Street West

KING-SPADINA HERITAGE CONSERVATION DISTRICT  
 MAP OF CONTRIBUTING PROPERTIES

ATTACHMENT 4



**Toronto**  
 Contributing Properties

Proposed King-Spadina  
 Heritage Conservation District

Proposed Plan Boundary  
 Contributing Properties

Not to Scale  
 June 2017