TORONTO

REPORT FOR ACTION

Alterations to a Heritage Property, Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act – 39 Commissioners Street

Date: August 7, 2019

To: Toronto Preservation Board

Toronto and East York Community Council

From: Senior Manager, Heritage Preservation Services, Urban Design, City Planning

Wards: Ward 14 - Toronto-Danforth

SUMMARY

This report recommends that Toronto City Council approve the alterations proposed for the heritage property located at 39 Commissioners Street, Fire Hall No. 30, to facilitate the Port Lands Flood Protection and Enabling Infrastructure Project, and that Council state its intention to designate the property under Part IV, Section 29 of the Ontario Heritage Act.

RECOMMENDATIONS

The Senior Manager, Heritage Preservation Services, Urban Design, City Planning recommends that:

- 1. City Council state its intention to designate the property at 39 Commissioners Street under Part IV, Section 29 of the Ontario Heritage Act in accordance with the Statement of Significance: 39 Commissioners Street (Reasons for Designation) attached as Attachment No. 4 to the report dated August 7, 2019 from the Senior Manager, Heritage Preservation Services, Urban Design, City Planning.
- 2. If there are no objections to the designations in accordance with Section 29(6) of the Ontario Heritage Act, City Council authorize the City Solicitor to introduce the bill in Council designating the property under Part IV, Section 29 of the Ontario Heritage Act.
- 3. If there are objections in accordance with Section 29(7) of the Ontario Heritage Act, City Council direct the City Clerk to refer the designation to the Conservation Review Board.
- 4. If the designation is referred to the Conservation Review Board, City Council authorize the City Solicitor and appropriate staff to attend any hearing held by the

Conservation Review Board in support of Council's decision on the designation of the property.

- 5. City Council approve the alterations to the heritage property at 39 Commissioners Street, in accordance with Section 33 of the Ontario Heritage Act, to allow for the relocation of Fire Hall No. 30 within a new City park on the lands known municipally in 2019 as 39 Commissioners Street, with such alterations substantially in accordance with plans and drawings dated October 20, 2018 and revised July 26, 2019, prepared by ERA Architects Inc., and on file with the Senior Manager, Heritage Preservation Services; and the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated July 26, 2019 and revised August 1, 2019, and on file with the Senior Manager, Heritage Preservation Services, all subject to and in accordance with Conservation Plans satisfactory to the Senior Manager, Heritage Preservation Services and subject to the following additional conditions:
 - a. That prior to the issuance of any permit to allow for the initial relocation of Fire Hall No. 30, including a heritage permit or a building permit, the owner shall:
 - 1. Provide a detailed Phase 1 Conservation Plan, prepared by a qualified heritage consultant, that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 39 Commissioners Street prepared by ERA Architects, dated July 26, 2019 and revised August 1, 2019, to the satisfaction of the Senior Manager, Heritage Preservation Services;
 - 2. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Phase 1 Conservation Plan required in Recommendation 5.a.1 above including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Preservation Services.
 - b. That prior to final Site Plan approval for the proposed adaptive reuse of Fire Hall No. 30 the owner shall:
 - 1. Provide a detailed landscape plan for the subject property, satisfactory to the Senior Manager, Heritage Preservation Services;
 - 2. Provide a Heritage Lighting Plan that describes how the exterior of the heritage property will be sensitively illuminated to enhance its heritage character to the satisfaction of the Senior Manager, Heritage Preservation Services and thereafter shall implement such Plan to the satisfaction of the Senior Manager Heritage Preservation Services;
 - 3. Provide an Interpretation Plan for the subject property, to the satisfaction of the Senior Manager, Heritage Preservation Services and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Preservation Services.

- c. That prior to the issuance of any permit for all or any part of the property at 39 Commissioners Street, including a heritage permit or a building permit, but excluding permits to allow for the initial relocation of Fire Hall No. 30 (5.a. above) and permits for repairs and maintenance and usual and minor works for the existing heritage building as are acceptable to the Senior Manager, Heritage Preservation Services, the owner shall:
 - 1. Provide a detailed Phase 2 Conservation Plan, prepared by a qualified heritage consultant, that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 39 Commissioners Street prepared by ERA Architects Inc., dated July 26, 2019 and revised August 1, 2019, to the satisfaction of the Senior Manager, Heritage Preservation Services;
 - 2. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Phase 2 Conservation Plan required in Recommendation 5.c.1 above including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Preservation Services.
- d. That prior to a permit for first occupancy the owner shall:

Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required conservation work and the required interpretive work has been completed in accordance with the Conservation Plans and Interpretation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Preservation Services.

FINANCIAL IMPACT

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

DECISION HISTORY

At its meeting of February 4, 5, and 6, 2003, Toronto City Council considered a report from the Commissioner of Economic Development, Culture and Tourism, "Inclusion on the City of Toronto Inventory of Heritage Properties - Central Waterfront (Port Lands Industrial Area)" and listed the property at 39 Commissioners Street (Fire Hall No. 30) on the City's Inventory of Heritage Properties (now known as the Heritage Register).

https://www.toronto.ca/legdocs/2003/agendas/council/cc030204/to1rpt/cl015.pdf

At its meeting on December 5, 2017, City Council adopted the report of September 27, 2017 from the Deputy City Manager, Cluster B titled "Port Lands Planning Initiatives –

Final Report" and in so doing adopted the Port Lands Planning Framework (September 2017) and Villiers Island Precinct Plan (September 2017), prepared by Urban Strategies Inc. on behalf of Waterfront Toronto to guide rezoning within the Precinct.

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2017.PG24.6

At its meeting of July 16 2019, Toronto City Council considered a report from the Acting Director, Real Estate Services," Application for Approval to Expropriate - 39 Commissioners Street" and authorized the Director to initiate expropriation proceedings, if necessary, to acquire the property municipally known as 39 Commissioners Street.

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2019.GL6.16

BACKGROUND

Proposal

Fire Hall No. 30 is located within the boundaries of the Port Lands Flood Protection and Enabling Infrastructure (PLFP) Project. This project is a comprehensive plan to protect the southeastern portions of downtown Toronto from flooding. The lands have been designated a Special Policy Area by the Province of Ontario, and until such time as the risk of flooding has been mitigated new development cannot take place. The PLFP project is the second phase of a two phase project, the first phase of the project was the West Don Lands flood protection project. The PLFP project will create a new naturalized mouth for the Don River, adding two new outlets for the river which will also support new green spaces and public realm enhancements.

In order to allow for the realization of the PLFP project the proposal is to relocate Fire Hall No. 30 1.7 metres higher and 23.7 metres south of its current position. The move would take place in two phases. The first step would be to move the building to a temporary location. While in this temporary location the grading and foundation work for the final building location will take place. Following completion of this work the second step would be to move the building on to its final footprint.

Heritage Property

The subject property at 39 Commissioners Street is located on the south side of the street opposite Munition Street and contains the building known historically as Fire Hall No. 30 or the Ashbridge's Bay Fire Hall. Completed in 1922 according to the designs of the Department of the City Architect, its fire hall typology is distinguished by the prototypical door opening designed for mechanized fire engines, and it is further set apart by its Edwardian Classical styling. Fire Hall No. 30 was included on the City of Toronto Inventory of Heritage Properties (now the Heritage Register) by Toronto City Council on February 11, 2003.

Adjacent Heritage Property

275 Cherry Street:

The property at 275 Cherry Street is located north and east of the development site and contains the Dominion Bank Building. This two-storey Edwardian Classicism building was completed in 1920 and was included on the City Inventory of Heritage Properties (now the Heritage Register) by Toronto City Council on February 4, 2003.

Policy Framework

The Planning Act and the associated Provincial Policy Statement guide development in the Province. The Act states that municipalities must have regard for matters of provincial interest. Section 2(d) specifically refers to "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest."

The Provincial Policy Statement (the "PPS") issued under the authority of Section 3 of the Planning Act provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. Key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. The Planning Act requires that City Council's decisions affecting land use planning matters be consistent with" the Provincial Policy Statement.

Policy 2.6.1 of the PPS directs that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved." Properties included on the City's Heritage Register are considered to be significant in this context. "Conserved" is defined in the PPS as "the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act."

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Policy 4.2.7.1 of the Growth Plan states that "Cultural Heritage Resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas."

The City of Toronto's Official Plan provides the policy framework for heritage conservation in the City. The following Official Plan policies apply to the proposed alterations:

- 3.1.5.4: "Properties on the Heritage Register will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and adopted by Council."
- 3.1.5.5: "Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City."
- 3.1.5.6: "The adaptive re-use of properties on the Heritage Register is encouraged for new uses permitted in the applicable Official Plan land use designation, consistent with the "Standards and Guidelines for the Conservation of Historic Places in Canada."
- 3.1.5.8: "When a City-owned property on the Heritage Register is no longer required for its current use, the City will demonstrate excellence in the conservation, maintenance and compatible adaptive reuse of the property."
- 3.1.5.16: "Properties on the Heritage Register and publicly known archaeological sites and artifacts will be promoted through educational programs, museums, local celebrations and other programming opportunities."
- 3.1.5.26: "New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it."
- 3.1.5.27: "Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of faces alone is discouraged."
- 3.1.5.29: "Heritage buildings and/or structures located on properties on the Heritage Register should be conserved on their original location. However, where it is supported by the cultural heritage values and attributes of a property on the Heritage Register a heritage building may be relocated within its property or development site where:
 - a) the heritage building or structure is not attached to or adjoining another building or structure;
 - b) the location, orientation, situation or view of the heritage building is not identified in the Official Plan or as a cultural heritage value or attribute of the property, and/or the proposed relocation will not negatively affect the cultural heritage values or attributes of the property;
 - c) the portion of the heritage building or structure that contains the identified cultural heritage values and attributes is being conserved in its entirety and will not be demolished, disassembled and/or reconstructed;
 - d) the relocation on site does not conflict with any applicable Heritage Conservation District plans;
 - e) a Heritage Property Conservation Plan is submitted that demonstrates that the removal and relocation of the building or structure within its existing property will not

pose any physical risk to the heritage building and/or structure, its cultural heritage values and attributes, to the satisfaction of the City; and

f) these and any other related conditions are secured in a Heritage Easement Agreement prior to removal and relocation on site."

Central Waterfront Secondary Plan and Port Lands Planning Framework (2017)

The subject site is located within the Central Waterfront Secondary Plan and the Port Lands Planning Framework (2017).

Policy 50 of the Central Waterfront Secondary Plan states: Heritage properties listed on the City's Inventory of Heritage Property will be protected and improved where feasible. Designated heritage buildings will be conserved for creative reuse in their original locations.

The Port Lands Planning Framework (2017) includes numerous recommendations relating to the conservation of heritage properties. Among these recommendations is recommendation 4.2.4 which states: The design of the parks and open spaces will incorporate and appropriately conserve any cultural resources and their associated values and attributes to the satisfaction of the City.

The Standards and Guidelines

The Standards and Guidelines for the Conservation of Historic Places in Canada (the "Standards and Guidelines") is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The General Standards (1-9) the Standards for Rehabilitation (10-12), and the Standards for Restoration (13-14) apply to this project.

http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf

COMMENTS

Proposed Conservation Strategy

Heritage Preservation Services has reviewed the Heritage Impact Assessment (HIA) submitted in support of this application. The HIA concludes that the proposed relocation conserves the cultural heritage value of 39 Commissioners Street. Overall staff agree with this assessment and are supportive of this proposal.

Building Relocation

In order to protect the neighbourhood from future flooding the Villiers Island precinct is proposed to be re-graded. The re-grading will require that Fire Hall No. 30 be raised in order to protect it from flooding and to ensure that it retains its relationship in elevation to the surrounding landscape and to Commissioners Street.

PLFP project also includes the widening of Commissioners Street to allow for the installation of bicycle paths and a new streetcar line within the right-of-way. The proposal to widen Commissioners Street will necessitate the relocation of Fire Hall No. 30 as its current footprint falls within the expanded right-of-way.

Staff have reviewed the proposal in the context of the relevant planning framework including the Standards and Guidelines and the City's Official Plan policies. Standard 2 states in part "Do not move a part of an historic place if its current location is a character defining element." Policy 3.1.5 (29) of the Official Plan also specifically addresses the relocation of heritage buildings and/or structures.

Clause (b) of Policy 3.1.5 (29) address the heritage significance of a building or structure on a property. The location of Fire Hall No. 30 on its property has been identified as a heritage attribute. The building's location is particularly important as it relates to Munitions Street, serving as the southern terminus of the street. In order to mitigate the heritage impact of the move, the proposal is to move the building directly south of its current location. This will largely retain the building's relationship with Munitions Street.

The proposal also calls for the building to be setback further from the new Commissioners Street than it is currently setback from the existing street. This setback will impact how the building is viewed from the new Commissioners Street. This condition will be partially mitigated by the property's proposed land use as a public park. As the property will be a park, no buildings are proposed to be constructed on either side of the fire hall. This will help ensure that the building retains its prominence when viewed from the new Commissioners Street. Should Council approve the relocation staff will work with the applicant at the site plan stage to ensure that the landscape plan for the park, and the planting plan for the proposed right-of-way, maximize views of the building from Commissioners Street. Staff are also recommending the completion of Interpretation Plan. The Interpretation Plan should work with the landscape plan and to ensure that the historic relationship between the fire hall, in particular the apparatus bay and the street, is retained.

The proposal meets clauses a, c, d, of Policy 3.1.5 (29) as the building is not attached to any other buildings or structures, the building is proposed to be moved in its entirety, and the property is not located within a Heritage Conservation District. Clauses (e) and (f) of the policy speak to the need for a conservation plan, and for a Heritage Easement Agreement. As part of their Heritage Impact Assessment the applicant has submitted an opinion letter from a structural engineer confirming that the building can be moved. Should Council approve the proposed relocation, staff are recommending that approval be conditional on the completion of conservation plans. This requirement is discussed in detail below. In this instance staff are not recommending that Council secure a Heritage Easement Agreement on the property as the City is in the process of acquiring the property as part of the PIFP project and following the completion of the project, the building will remain within City ownership.

Proposed Alterations

Once located in its final position, Fire Hall No. 30 will be at the centre of the new River Front North Park. The proposal is to adaptively reuse the building as amenity building within this public park. As part of the PIFP project public washrooms will be installed within the building to serve the public park. These washrooms will be located at the rear of the building, and will be designed to take advantage of existing openings wherever possible. Should Council approve the proposal these interventions will be further detailed as part of a phase two Conservation Plan. Staff will also work with the applicant at the site plan stage to ensure that the washrooms are sensitively integrated into the landscape plan.

The proposed public washrooms will utilize only the rear portion of the building's ground floor. The remainder of the building will also be adaptively reused to support the new City park. Potential uses include Parks staff administration spaces, community gathering space, education/interpretation space and/or a space for a small scale food service/retail function. These plans will be developed by the Parks, Forestry, and Recreation Division once the building has been acquired. It is not anticipated that these uses will require the alteration of any of the property's identified heritage attributes, but staff will continue to work with the applicant on their plans to ensure that they result in excellence in conservation consistent with our policy framework.

Adjacent Heritage Properties

While technically adjacent, Fire Hall No. 30 and the Dominion Bank Building are physically separated by a significant distance. The Dominion Bank Building is located at the intersection of Cherry Street and Commissioners Street while Fire Hall No. 30 is located a block away on the opposite side of the street at the intersection of Commissioners Street and Munitions Street. Given the physical separation between these two properties the proposal to move Fire Hall No. 30 should not have a significant heritage impact on the adjacent heritage property.

Landscape Plan

Preliminary landscape plans for the park have been submitted as part of this application. However, design work for the PIFP project is ongoing and the proposal will require Site Plan approval. Given the potential for the Site Plan review process to result in refinements to the landscape concept plan, staff are recommending that should Council approve the proposed relocation, that the approval be conditional on the submission of a final landscape plan to the satisfaction of the Senior Manager, Heritage Preservation Services. The final landscape plan should maximize views to the Fire Hall No. 30 from Commissioners Street, retain the historic relationship between the fire hall and Commissioners Street, and enhance the overall heritage character of the property.

Conservation Plan

In order to meet the timeline of the PIFP project and to allow for the building to be relocated as early as the autumn of 2019 staff are recommending that should Council approve the proposed alterations, that the proposal be conditional on the submission of a two phased conservation plan. The first phase of the conservation plan should be

submitted prior to the initial relocation of the building and should detail how the building will be moved and how it will be appropriately mothballed in its temporary location. Staff are recommending that a phase two conservation plan be submitted prior to the issuance of any additional permits. The phase two plan should detail all of the recommended interventions and conservation work including any recommended restoration work (including the restoration of windows and doors and, the re-opening of the bricked-in apparatus bay); required repair work to the exterior walls; a schedule of short and long-term maintenance requirements and estimated costs for all conservation work.

Interpretation and Lighting

Should Council approve the proposed conservation strategy, prior to the issuance of Site Plan approval for the proposed development, the applicant should be required to submit a heritage lighting plan and an interpretation plan to the satisfaction of the Senior Manager of Heritage Preservation Services. This plan should provide details of how the exterior of Fire Hall No. 30 will be lit such that its unique heritage character is highlighted. The interpretation plan should serve to communicate the cultural heritage values of Fire Hall No. 30, including its associative value as a fire hall where it was in service for fifty years to users and visitors of both the building and the surrounding park.

CONCLUSION

Staff are supportive of the proposal to relocate Fire Hall No. 30 to allow for the implementation of the Flood Protection and Enabling Infrastructure Project. In its new location Fire Hall No. 30 will retain a relationship to Munitions Street and will have continued use as a publicly owned facility. The proposal conserves Fire Hall No. 30 consistent with the existing heritage policy framework and will allow the building to continue to serve as a local landmark and to become a central feature in a new City park.

Staff have completed the attached Heritage Property Research and Evaluation Report (Attachment 5) for the property at 39 Commissioners Street and have determined that it meets Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act under all three categories of design, associative and contextual value. Fire Hall No. 30 (also known as Ashbridge's Bay Fire Hall) was completed in 1922 according to the designs of the Department of the City Architect, then headed by G.F.W. Price. It represents a distinctive typology as a fire hall identified by the prototypical equipment bay, and is further distinguished by its Edwardian Classical styling. Fire Hall No. 30 is related historically to the initial development in the 1920s of the Port Industrial District, which was created by the Toronto Harbour Commissioners at the east end of the Toronto Harbour with its connections to road, rail and lake shipping and where municipal services including fire protection were provided to attract companies to the area. Contextually, Fire Station No. 30 is historically, visually and physically connected to its setting on the south side of Commissioners Street, one block east of Cherry Street, where it terminates the vista south on Munition Street.

The Statement of Significance (Attachment 4) for 39 Commissioners Street comprises the Reasons for Designation, which is the Public Notice of Intention to Designate and will be advertised on the City of Toronto's web site in accordance with the City of Toronto Act provision and served on the Ontario Heritage Trust according to the provisions of the Ontario Heritage Act.

CONTACT

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SIGNATURE

Mary L. MacDonald, MA, CAHP Senior Manager, Heritage Preservation Services Urban Design, City Planning

ATTACHMENTS

Attachment No. 1 - Location Plan - 39 Commissioners Street

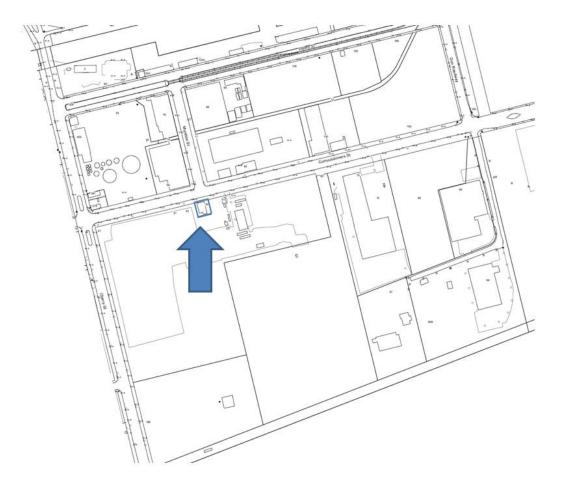
Attachment No. 2 - Photographs - 39 Commissioners Street

Attachment No. 3 - Proposal - 39 Commissioners Street

Attachment No. 4 - Statement of Significance (Reasons for Designation) - 39

Commissioners Street

Attachment No. 5 - Research and Evaluation Report - 39 Commissioners Street



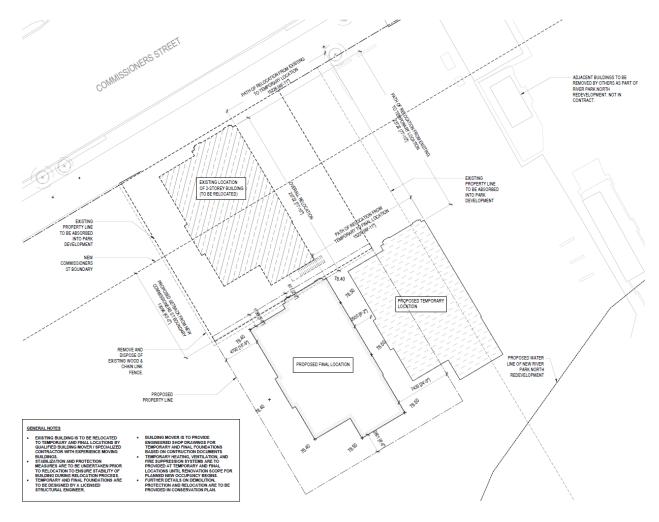
This location map is for information purposes only and is oriented with North at the top. The exact boundaries of the property are not shown. The arrow marks the south boundary of the property at 39 Commissioners Street.



39 Commissioners Street from Munition Street showing north elevation



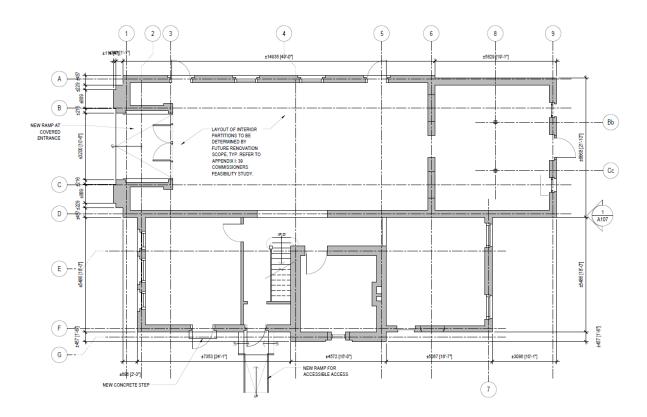
39 Commissioners Street from the north side of Commissioners Street looking south east



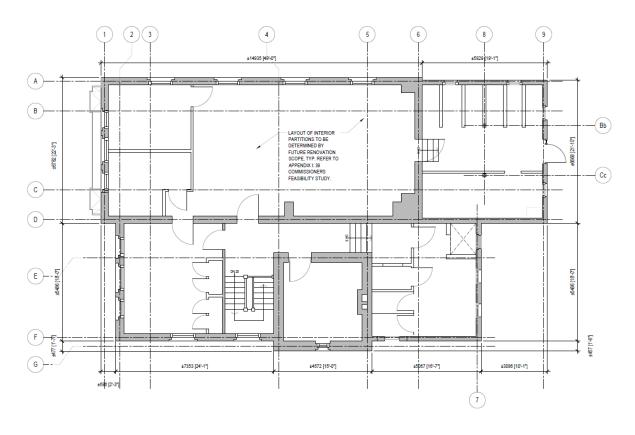
Plan of the proposed relocation of Fire Hall No. 30 showing the building's existing location, temporary location, and final location.



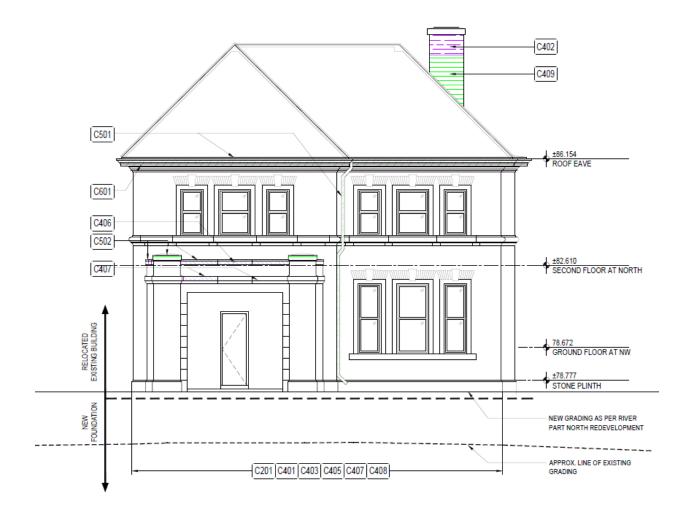
Plan showing the proposed relocation of Fire Hall No. 30 and its relationship to Commissioners Street and Munitions Street.



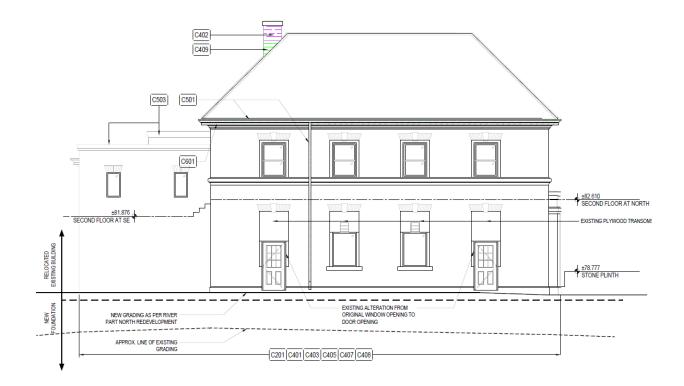
Proposed Ground Floor Plan



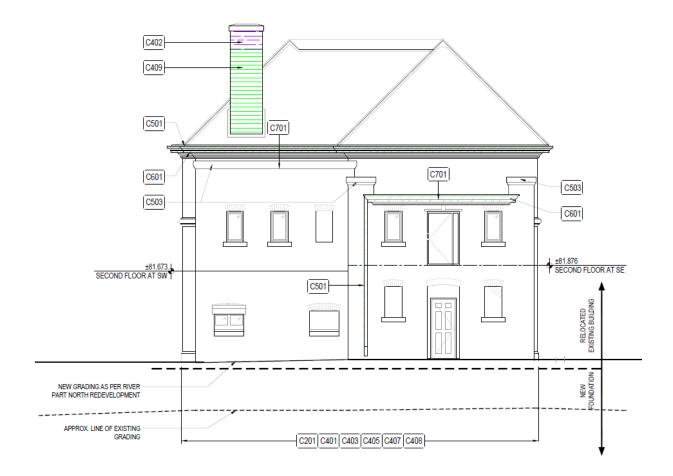
Proposed Second Floor Plan



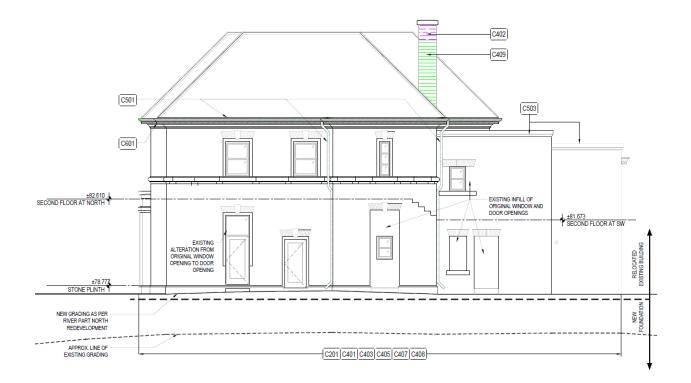
Proposed North Elevation



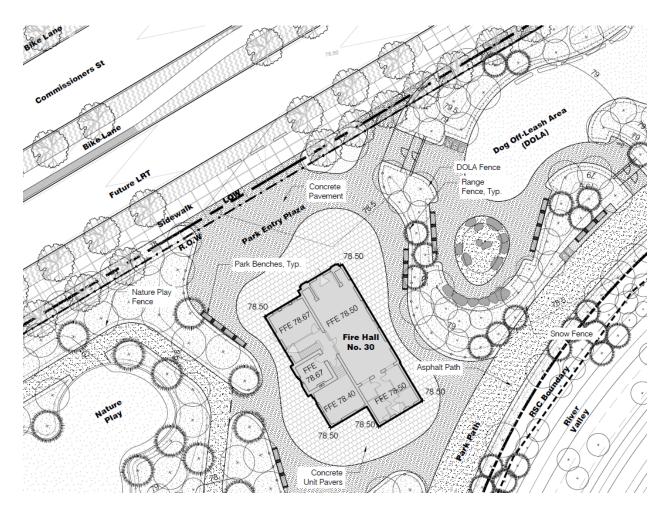
Proposed East Elevation



Proposed South Elevation



Proposed West Elevation



Proposed landscape concept plan



Perspective showing Fire Hall No. 30 with a setback from the new Commissioners Street that reflects its current relationship to the street



Perspective showing Fire Hall No. 30 with its proposed greater setback from the new Commissioners Street.

STATEMENT OF SIGNIFICANCE: 39 COMMISSIONERS STREET (REASONS FOR DESIGNATION)

Fire Hall No. 30 (Ashbridge's Bay Fire Hall)

The property at 39 Commissioners Street is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation under all three categories of design, associative and contextual value.

Description

Located on the south side of the street opposite the entrance to Munition Street, the property at 39 Commissioners Street contains the building completed in 1922 as Fire Hall No. 30, which was also known as the Ashbridge's Bay Fire Hall. It was part of a collection of fire halls either custom-designed or expanded during that decade in reaction to the continued growth of the city, including the newly developed industrial area at the east end of Toronto's central waterfront. Officially opened in 1929, Fire Hall No 30 served the Port Industrial District (today's Port Lands) until 1980 and was used afterward as offices for the Firefighters' Union. The property was listed on the City of Toronto Inventory of Heritage Properties (now the Heritage Register) in 2003.

Statement of Cultural Heritage Value

The property at 39 Commissioners Street has cultural heritage value for the design of Fire Hall No. 30, which was among the purpose-built fire stations constructed by the City of Toronto in the 1920s that was set apart from others of this period by the modest scale, hipped roof and Edwardian Classical styling. Its fire hall typology is identified by the oversized opening originally designed for mechanized fire engines and the placement of the entrance on the side elevation (west) where the hose drying tower shown in drawings and illustrations was excluded from the final design.

Fire Hall No. 30 is associated with the Department of the City Architect, which was responsible for the design of most city-owned buildings, including those commissioned by Toronto's fire department. In the early 1920s when the subject building was designed, G. W. Price held the position of City Architect, overseeing the completion of the Coliseum at Exhibition Place and five purpose-built fire stations, including Fire Hall No. 30.

Fire Hall No. 30 is also linked to the historical development of the Port Industrial District (today's Port Lands), which was created in the 1920s following the introduction of plans by the Toronto Harbour Commissioners to reorganize Toronto's waterfront according to commercial, recreational and industrial uses. A key component of the municipal servicing for the area was the protection provided by a permanent fire hall.

Contextually, Fire Hall No. 30 is historically, visually and physically linked to its setting on Commissioners Street, east of Cherry Street, where it was placed to terminate the vista looking south on Munition Street. It is part of the group of institutional buildings

near the intersection of Cherry and Commissioners streets, including the former bank branch (1920) and hydro substation (1928) from the same era as Fire Hall No. 30.

Heritage Attributes

The heritage attributes of the Ashbridge's Bay Fire Hall on the property at 39 Commissioners Street are:

- The placement, setback and orientation of the building on the south side of Commissioners Street opposite the entrance to Munition Street
- The scale, form and massing of the two-storey plan
- Covering the building, the steeply-pitched hipped roof with the brick chimney
- The materials, with the brick cladding and the brick, stone and wood detailing,
- The principal (north) elevation, where the left (east) bay extends as a frontispiece and contains an oversized opening in the first storey that was originally designed for fire equipment (the opening has been bricked in)
- On the remainder of the north elevation, the flat-headed window openings with the brick flat arches and the stone keystones and sills
- The side elevations (east and west), which continue the cladding, fenestration and detailing from the north elevation
- The main entrance, which is placed on the west side elevation in a flat-headed surround
- On the north, east and west elevations, the stone detailing that is applied for the band courses at the base and beneath the roofline, the cornice dividing the first and second stories, the keystones on the door and window openings, the pediment above the equipment opening (north), and the window sills
- The rear (south) elevation and wings

ATTACHMENT 5

HERITAGE PROPERTY RESEARCH AND EVALUATION REPORT



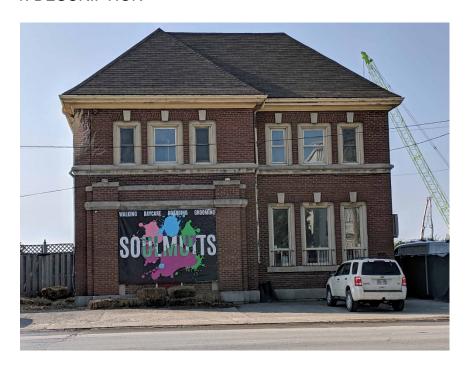
FIRE HALL NO. 30 39 COMMISSIONERS STREET, TORONTO

Prepared by:

Heritage Preservation Services City Planning City of Toronto

July 2019

1. DESCRIPTION



Above: principal (north) elevation, Fire Hall No. 30 (Heritage Preservation Services, July 2019); cover: aerial photograph, oriented with north on the top (www.google.ca/maps)

39 COMMISSIONERS STREET: FIRE HALL NO. 30		
ADDRESS	39 Commissioners Street (south side, east of	
	Cherry Street and opposite the entrance to	
	Munition Street)	
WARD	Ward 14 – Toronto-Danforth	
LEGAL DESCRIPTION	Plan 540E, Part Block 5	
NEIGHBOURHOOD/COMMUNITY	Port Industrial District (Port Lands)	
HISTORICAL NAME	Fire Hall No. 30	
CONSTRUCTION DATE	1922	
ORIGINAL OWNER	City of Toronto	
ORIGINAL USE	Public (fire hall)	
CURRENT USE*	Not applicable	
	* This does not refer to permitted use(s) as	
	defined by the Zoning By-law	
ARCHITECT/BUILDER/DESIGNER	Department of City Architect	
DESIGN/CONSTRUCTION/MATERIALS	Brick cladding with brick, stone and wood	
ADOLUTEOTUDAL OTVI E	detailing	
ARCHITECTURAL STYLE	See Section 2	
ADDITIONS/ALTERATIONS	See Section 2	
CRITERIA	Design/Physical, Historical/Associative and	
	Contextual	
HERITAGE STATUS	Cultural Heritage Evaluation	
RECORDER	Heritage Preservation Services:	
	Kathryn Anderson	
REPORT DATE	July 2019	

2. BACKGROUND

This research and evaluation report describes the history, architecture and context of the property 39 Commissioners Street and applies evaluation criteria to determine whether it merits designation under Part IV, Section 29 of the Ontario Heritage Act. The conclusions of the research and evaluation are found in Section 4 (Summary).

i. HISTORICAL TIMELINE

Key Date	Historical Event
1793	The Town of York (Toronto) is founded on the north shore of Lake
	Ontario overlooking a protected harbour
1834	The City of Toronto is incorporated and Chewett's map shows the
	development along the Toronto waterfront to date (Image 2a)
1911	The Toronto Harbour Commissioners are appointed to oversee the
	management and development of the City-owned lands along the
	waterfront
1912	The THC prepare the "Progress Plan, creating the Port Industrial District
	(today's Port Lands) at the east end of Toronto's harbour adjoining
	Ashbridge's Bay (an extract of the 1914 version is attached as Image
	2b)
1920 Feb	The Globe announces plans for a new fire hall serving the "Ashbridge's
	Bay district" ¹
1922 Jan	The Department of the City Architect completes plans for Fire Hall No.
	30, also known as the Ashbridge's Bay Fire Hall, including a design with
	a hose drying tower that is published in the <i>Toronto Star</i> ² (Images 3a-
	3e)
1922 Apr	Fire Hall No. 30 is photographed while under construction (Image 4a)
1922 Dec	Building permit #66462 is belatedly issued for the fire hall on
	Commissioners Street ³
1923	The last Goad's Atlas covering the area does not illustrate buildings in
	the Port Industrial District, but Fire Hall No. 30 is completed when
	photographed that year (Images 4b-4c)
1929 Feb	The Globe reports plans to temporarily staff the unoccupied fire hall at
	Ashbridge's Bay ⁴
1929 Dec	According to <i>The Globe</i> , three firemen and a combined hose and
	chemical wagon respond to an oil tank fire in the Port Lands
1980	Fire Hall No. 30 is decommissioned and afterward serves as offices for
	the Firefighters' Union Local 3888
2003	The property at 39 Commissioners Street is listed on the City of
	Toronto's Heritage Inventory (now known as the Heritage Register) ⁵

¹ The Globe, February 17, 1920, 8

² Toronto Star, March 17, 1922

³ The building permit does not survive, but it is identified on an index at the City of Toronto Archives

⁴ The Globe, February 6, 1929, 14

⁵ Listed as part of the Central Waterfront Survey, the Reasons for Inclusion referenced the date the building was first recorded in the City Directory

ii. HISTORICAL BACKGROUND

Toronto's Waterfront and the Port Industrial District6:

The property at 39 Commissioners Street is located in the area at the east end of Toronto's central waterfront known historically as the Port Industrial District. The origins of the development of this area date to 1793 when the capital of the Province of Upper Canada was relocated to the north shore of Lake Ontario where the new Town of York (Toronto) occupied a ten-block townsite west of the Don River. (Old) Fort York was built at the west entrance of the harbour, which remained sheltered by an isthmus (sandbar) between present-day Parliament and Cherry streets until it was detached during a series of storms in 1858.⁷ As the City of Toronto (incorporated in 1834) developed, apart from the lands reserved in 1818 for a public walkway (The Esplanade), the "use of the waterfront remained restricted to commercial and transportation functions."

During the first half of the 19th century, cribbing and filling were used to construct a series of government and commercial wharves along the waterfront. Near Parliament Street, the windmill built for the Gooderham and Worts Distillery (established 1832) was the basis for the "Old Windmill Line," an invisible boundary between this landmark and the historic location of Fort Rouillé near Dufferin Street that marked the proposed southward extension of shoreline.

The use of the waterfront almost exclusively for lake shipping was challenged in the mid-19th century with the arrival of the inaugural steam railways in Toronto, beginning with the Grand Trunk Railway, which established its own dock, grain elevator and maintenance yard adjoining the central waterfront to integrate rail and lake shipping. Co-opted and extended for the rail corridor, The Esplanade continued to outline the shoreline along the central waterfront where wharves were created, enlarged or replaced.

In 1911, the City of Toronto appointed the Toronto Harbour Commissioners (forerunner to the Toronto Port Authority now known as PortsToronto) to oversee the future development of the waterfront, transferring all city-owned property along the existing shoreline to the agency's care. The THC's Waterfront Plan of 1912 was the first in a series of initiatives that divided the central waterfront into three sections for commercial (centre), recreational (west) and industrial (east) purposes. Ongoing dredging and lakefill extended the shoreline southward, creating more industrial land and deep-water docks in anticipation of future needs. Between World Wars I and II, the THC established new bulkhead lines for the second phase of its reclamation of the waterfront where permanent concrete docks were constructed, including those marking new slips at Jarvis, Sherbourne and Parliament streets.

Most of the industrial activity on the central waterfront was suspended for the duration of World War II or diverted for the war effort. After the conflict, long-delayed plans were

Alterations and Designation - 39 Commissioners St

⁶ Detailed histories of the development of Toronto's waterfront are found in Stinson and Moir and other sources, including those cited in Section 5 below

⁷ The peninsula was originally known as Fisherman's Island and, following its detachment from the main land (where the Eastern Gap was later secured) became the Toronto Islands

⁸ The Archaeological Masterplan of the Central Waterfront, City of Toronto, 17

revived for the St. Lawrence Seaway where the Queen Elizabeth Docks were officially unveiled near the east end of Toronto's harbour in 1959.⁹ By the end of the 20th century, much of the industry along the central waterfront faltered and plans were introduced to transform portions of the area for mixed recreational, cultural, commercial and residential uses.

The development of Toronto's waterfront, the Port Industrial District and the subject property are illustrated on maps and atlases, including those in Section 6 of this report.

39 Commissioners Street:

One of the first projects undertaken by the THC was the creation of the Port Industrial District (today's Port Lands) through the dredging of the marshland adjoining Ashbridge's Bay and the reclamation of the area via dock walls and fill. Accessed from the southward extension of Cherry Street, the area was depicted on the update to Goad's Atlas in 1923 (Volume 1), by which time it was graded and partly serviced (Image 2c). The layout incorporated a grid of large tracts of land served by roads and railway spurs, while providing six miles of deep-water docking along a new Ship Channel transecting Cherry Street. Few companies had moved to the area by 1925 when "by far the largest land use was for material storage of, principally, coal and oil." After the Great Depression and World War II, the Port Industrial District was revigorated in the 1950s as a deep-water port supporting the St. Lawrence Seaway. By this time, "virtually all of the District lands... were occupied," including the construction of the Commissioners Street Incinerator (1953) as the City of Toronto's second public works project in this area after the subject property at 39 Commissioners Street.

Fire Hall No. 30, also known as the Ashbridge's Bay Fire Hall, was completed in 1922 with its construction documented in archival photographs, including Image 4a below. It was among five new fire halls built by the City of Toronto in the 1920s, marking a century of fire service in the municipality. Following the formation of a volunteer brigade with a single fire engine based in "Firemen's Hall" on Church Street in 1826, the inaugural hook and ladder company was organized five years later (1831) with four fire halls in place by the mid-19th century. At extensive campaign in the early 1900s involved the construction of new stations throughout the growing city, or the rebuilding or expansion of existing facilities.

Fire Hall No. 30 stood vacant until 1929. That February, *The Globe* reported that "Toronto has a fire station, erected in 1921 (sic), that has not yet been occupied though it lies in the centre of a busy industrial district. It is in the Ashbridge's Bay section and, for the first time in the eight years it has been standing, will be staffed this year for three months..."

This and other articles indicated that the delay in opening the facility was the result of disagreements between the fire department and municipal committees over funding, the lack of perceived threat given the "fire proof buildings in the area," and the

⁹ Plans for the development of the Seaway dated back as early as 1919 when the Canadian and American governments first negotiated hydro-electric contracts and navigation plans

¹⁰ Stinson, The Heritage of the Port Industrial District, 12

¹¹ Dating to 1859, the fire hall at 68 Berkeley Street (now home to the Berkeley Street Theatre) is the oldest extant example of the typology in Toronto and is listed on the City of Toronto's Heritage Register 12 *The Globe*, February 6, 1929

proximity of other fire halls.¹³ However, with the Port Industrial District predominantly used for the storage of fuel tanks, Fire Hall No. 30 was opened after a major explosion and, by the end of 1929, its three-man crew was identified for successfully extinguishing another "only a stone's throw away" from their premises.¹⁴ Fire Hall No. 30 was decommissioned in 1980 and afterward served as offices for the Firefighters' union. The property at 39 Commissioners Street was listed on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) in 2003.

Department of the City Architect:

The architectural plans for Fire Hall No. 30 were prepared by the Department of the City Architect when George Frederick W. Price (1867-1924) headed the office. Price, who was born and educated in Northern Ireland, relocated to Toronto in 1885 and articled with E. J. Lennox. Price worked for a series of local architects in Toronto and Hamilton before rejoining Lennox's office where he supervised the completion of (Old) Toronto City Hall (which opened in 1899). After sojourns in New York City and Belfast, Price returned to Toronto in 1905, becoming an engineer in the Department of the City Architect in 1905 and Assistant City Architect three years later. From 1920 to 1924, Price served as City Architect, "overseeing the design and construction of dozens of municipal buildings, including his best-known work, the Coliseum at the Canadian National Exhibition" in 1922. During the latter year, Fire Hall No. 30 was one of two new purpose-built facilities designed for the fire department, along with current Fire Station 346 at Exhibition Place, which is also included on the City of Toronto's Heritage Register. Register.

iii. ARCHITECTURAL DESCRIPTION

Current photographs of the property at 39 Commissioners Street are found on the cover and in Sections 2 and 6 of this report. Fire Hall No. 30 is distinguished from other fire halls completed in Toronto during the interwar period with its Edwardian Classical styling and hipped roof. A hose drying tower, illustrated in a newspaper article (Image 3a), was not included in the final design. Earlier stations built in Toronto during the World War I era tended to be three-stories in height with elaborate Period Revival detailing highlighted by stepped parapets. Some incorporated hose-drying towers, including the extant example at 87 Main Street dating to 1919, which is listed on the City's Heritage Register (Image 6a).

Apart from the subject building, fire stations designed by the Department of the City Architect in the 1920s featured Tudor Revival designs identified by the distinctive wood strapwork. Among the surviving examples that remain in active service are Station 346 (1922) at Exhibition Place and Station 314 (1926) at 12 Grosvenor Street, which are

¹³ The Globe, February 6, 1929

¹⁴ The Globe, December 17, 1929

¹⁵ http://dictionaryofarchitectsincanada.org/node/1765, unpaged

¹⁶ A History of Toronto Fire Services (2002) indicates that the fire station at Exhibition Place was immediately renamed Fire Hall No. 32, with its original number reassigned to the facility on Ward's Island (completed in 1923 and later relocated)

¹⁷ Two sets of plans for the building are filed at the City of Toronto Archives, including one with the hose drying tower (Fonds 200, Series 544, File 12)

illustrated in Images 6b and 6c. The latter properties are recognized on the City of Toronto's Heritage Register. In its appearance with the red brick cladding with stone detailing and classical embellishments, Fire Station No. 30 is related to the design of the former Dominion Bank branch (1920) on the northeast corner of Cherry and Commissioners street, which also served companies in the Port Industrial District in the 1920s (Image 6d).

Fire Hall No. 30 rises two stories beneath a hipped roof with a brick chimney, has a modified L-shaped plan with frontispieces on the principal (north) and rear (south) elevations, and features red brick cladding with brick and stone detailing. On the north elevation, the frontispiece in the left (east) bay contains a large opening in the first floor that was designed to access firefighting equipment (the opening has been filled in). The remainder of the north elevation features symmetrically placed window openings with brick flat arches and stone keystones and sills. The band courses at the base and beneath the roof, the cornice dividing the first and second stories, and the pediment above the equipment opening (north) represent additional classical detailing. The main entrance is found on the west side elevation. The pattern and detailing of the fenestration continue from the north elevation to the side and rear elevations. The latter elevation has a frontispiece, as well as brick-clad, flat-roofed wings that are original to the design.

iv. CONTEXT

The property at 39 Commissioners Street is found on the south side of the boulevard in the first block east of Cherry Street and opposite the south entrance to Munition Street. Further east at 400 Commissioners Street, the former City of Toronto Incinerator with its landmark chimney is listed on the City of Toronto's Heritage Register, along with a series of commercial and industrial buildings on Cherry Street between Commissioners Street (south) and Villiers Street (north). With its location, scale and decorative detailing, Fire Hall No. 30 is a visible feature in the Port Industrial District.

3. EVALUATION

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

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

The property at 39 Commissioners Street has cultural heritage value for the design of Fire Hall No. 30, which was among the purpose-built fire stations constructed by the City of Toronto in the 1920s that was set apart from others of this period by the modest

scale, hipped roof and Edwardian Classical styling. The building is distinguished as a fire hall typology with the oversized opening originally designed for mechanized engines and the placement of the entrance on the side elevation (west) where the hose drying tower shown in drawings and illustrations was excluded from the final design.

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

Fire Hall No. 30 is associated with the Department of the City Architect, which was responsible for the design of most city-owned buildings, including those commissioned by Toronto's fire department. In the early 1920s when the subject building was designed, G. W. Price held the position of City Architect, overseeing the completion of the Coliseum at Exhibition Place and five purpose-built fire stations, including Fire Hall No. 30.

Fire Hall No. 30 is also linked to the historical development of the Port Industrial District (today's Port Lands), which was created in the 1920s following the introduction of plans by the Toronto Harbour Commissioners to reorganize Toronto's waterfront according to commercial, recreational and industrial uses. A key component of the municipal servicing for the area was the protection provided by a permanent fire hall.

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

Contextually, Fire Hall No. 30 is historically, visually and physically linked to its setting on Commissioners Street, east of Cherry Street, where it was placed to terminate the vista looking south on Munition Street. It is part of the group of institutional buildings near the intersection of Cherry and Commissioners streets, including the former bank branch (1920) and hydro substation (1928) from the same era as Fire Hall No. 30.

4. SUMMARY

Following research and evaluation according to Regulation 9/06, it has been determined that property at has cultural heritage value for its design, historical associations and context. Fire Hall No. 30 (also known as Ashbridge's Bay Fire Hall) was completed in 1922 according to the designs of the Department of the City Architect, then headed by G.F.W. Price. It represents a distinctive typology as a fire hall identified by the prototypical equipment bay, and is further distinguished by its Edwardian Classical styling. Fire Hall No. 30 is related historically to the initial development in the 1920s of the Port Industrial District, which was created by the Toronto Harbour Commissioners at the east end of the Toronto Harbour with its connections to road, rail and lake shipping and where municipal services including fire protection were provided to attract

companies to the area. Contextually, Fire Station No. 30 is historically, visually and physically connected to its setting on the south side of Commissioners Street, one block east of Cherry Street, where it terminates the vista south on Munition Street.

5. SOURCES

Archival Sources:

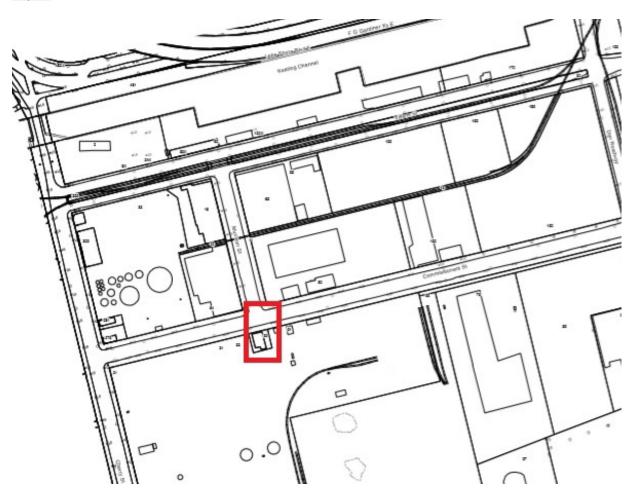
- Abstract Index of Deeds, Plan 520E, Block 5
- Archival Maps and Atlases, http://oldtorontomaps.blogspot.com/p/index-of-maps.html
- Archival Photographs and Plans (individual references in Section 6)
- Assessment Rolls, Ward 1, Division 2, 1920 ff.
- Building Permit 66462, December 26, 1922 (sic), City of Toronto Archives
- Building Records, Toronto and East York
- City of Toronto Directories, 1920 ff.
- Goad's Atlas, Volume 1, 1923, City of Toronto Archives

Secondary Sources:

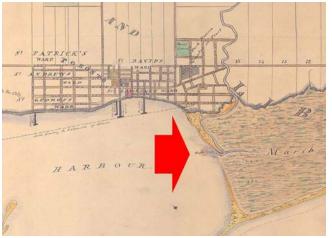
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- "Blazing Oil Tints Sky When Great Tanks Burn on Toronto Waterfront," The Globe, December 17, 1929
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- Stinson, Jeffrey, and Michael Moir, Built Heritage of the East Bayfront, 1991
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- Zurier, Rebecca, The Firehouse: An Architectural and Social History, 1982

6. IMAGES – maps and atlases are followed by other archival images and current photographs. The arrow marks the location of the subject property. All images are oriented with north on the top unless indicated in the captions.

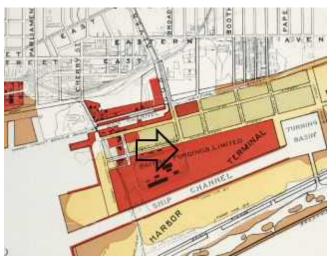




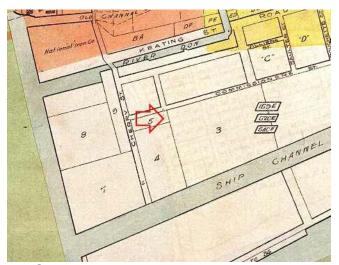
1. Location Map, 39 Commissioners Street: showing the location of the property on the south side of the street, east of Cherry Street and opposite the south entrance to Munition Street (City of Toronto Property Data Map).



2a. Chewett, City of Toronto and Liberties, 1834

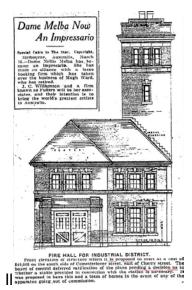


2b. Toronto Harbour Commissioners' Progress Plan, 1914-1918

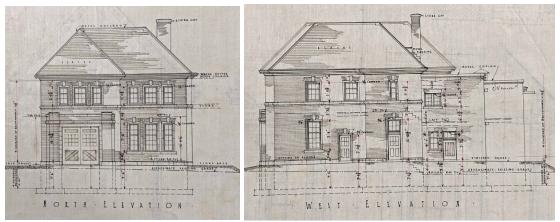


2c. Goad's Atlas, 1912 revised to 1923, Volume 1

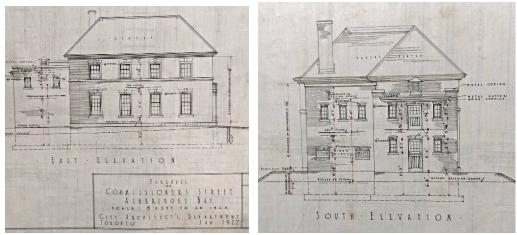
2. Archival Maps and Atlases: 1834, http://oldtorontomaps.blogspot.com/p/index-of-maps.html; 1914-18, Toronto Public Library, +1918-4msm; 1923, City of Toronto Archives.



3a. "Fire Hall for Industrial District," Toronto Star, March 17, 1922



3b. and 3c. North (left) and west (right) elevations, showing the south wings



3d. and 3e. East (left) and South (or rear, right) elevations

3. Architectural Drawings, Ashbridge's Bay Fire Hall, Commissioners Street: January 1922 (City of Toronto Archives, Fonds 200, Series 544, File 12) and March 17, 1922 (*Toronto Star*).



4a. Archival photograph, Fire Hall No. 30 under construction, August 1922



4b. Archival photograph, Fire Hall No. 30 completed, but unoccupied, December 1923

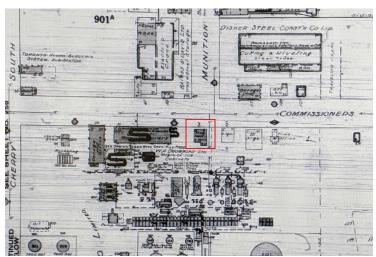


4c. Archival photograph, view south on Munition Street to Fire Hall No. 30, 1928

4. Archival Photographs: 1922 and 1923, City of Toronto Archives, Series 372, Items 518 and 597; 1928, PortsToronto Archives, reproduced in Stinson, 114.



5a. Archival photograph, Fire Hall No. 30 opened, 1929



5b. Underwriters' Survey Bureau Atlas, 1921 revised to 1943



5c. Archival photograph, 1952, Fire Hall No. 30 with equipment bay

5. Archival Images: 1929, City of Toronto Archives, Fonds 44, Series 61, Item 1; 1943, City of Toronto Archives; 1952, Toronto Public Library, Item r5310.



6a. Current Fire Station 226 (1919), 87 Main Street





6b. Current Fire Station 346 (1922), 90 Quebec Avenue (left); 6c. Current Fire Station 314 (1926), 12 Grosvenor Street (right)



6d. former Dominion Bank (1920), 275 Cherry Street

6. Archival Photographs: Toronto Historical Board Collection, City of Toronto Archives, Fonds 2043, Series 2523.



7a. Principal (north) and east (left) elevations





7b. and 7c. Contextual view looking west to Cherry Street (left) and east (right)



7d. view south on Munition Street to Commissioners Street where the fire hall terminates the vista

7. Current Photographs: Heritage Preservation Services, July 2019