

Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act – 55 Lake Shore Boulevard East

Date: November 9, 2020

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: Ward 10 - Spadina-Fort York

SUMMARY

This report recommends that City Council state its intention to designate the property at 55 Lake Shore Boulevard East under Part IV, Section 29 of the Ontario Heritage Act.

The property at 55 Lake Shore Boulevard East (including entrance addresses at 33, 43, and 53 Freeland Street and 2 Cooper Street) contains the Liquor Control Board of Ontario (LCBO) headquarters (1954), comprising the adjoining office building and warehouse. The complex occupies most of the city block bounded by Lake Shore Boulevard East (north), Cooper Street (east), Queen's Quay East (south) and Freeland Street (west). It was listed on the City of Toronto Inventory of Heritage Properties (now known as the City of Toronto's Heritage Register) in 2005. In 2016, the provincial heritage site was sold by the Government of Ontario.

Following further research and evaluation, it has been determined that the property at 55 Lake Shore Boulevard East meets Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act.

A mixed-use development is proposed for the listed heritage property at 55 Lake Shore Boulevard East. The Province and the City's Official Plan policies seek the conservation of cultural heritage resources. The Local Planning Appeal Tribunal approved the Official Plan and Zoning By-law Amendment application for the project in 2019 and the project is currently going through the Site Plan Approval process. The development involves the retention of the LCBO office building and the partial retention of the adjoining warehouse on the site. The Reasons for Designation will further inform the ongoing Site Plan Approval process for the property.

RECOMMENDATIONS

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

1. City Council state its intention to designate the property at 55 Lake Shore Boulevard East under Part IV, Section 29 of the Ontario Heritage Act, in accordance with the Statement of Significance: 55 Lake Shore Boulevard East (Reasons for Designation) attached as Attachment 3 to the report, November 9, 2020, from the Senior Manager, Heritage Planning, Urban Design, City Planning.
2. If there are no objections to the designation in accordance with the Ontario Heritage Act, City Council authorize the City Solicitor to introduce the necessary bill in Council.
3. If there are objections in accordance with the Ontario Heritage Act, City Council direct the City Clerk to refer the proposed 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 to designate the property.

FINANCIAL IMPACT

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

DECISION HISTORY

At its meeting on May 21-23, 2005, City Council listed the property at 55 Lake Shore Boulevard East on the City of Toronto Inventory of Heritage Properties, which is now known as the Heritage Register.

BACKGROUND

Heritage Planning Framework

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity, and healthy and equitable communities. Heritage conservation in Ontario is identified as a provincial interest under the Planning Act. Cultural heritage resources are considered irreplaceable and valuable assets that must be wisely protected and managed as part of planning for future growth under the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). Heritage Conservation is enabled through the Ontario Heritage Act. The City of Toronto's Official Plan implements provincial policy regime, the Planning Act, the Ontario Heritage Act and provides policies to guide decision making within the city.

Good planning within the provincial and municipal policy framework has at its foundation an understanding and appreciation for places of historic significance, and ensures the conservation of these resources are to be balanced with other provincial interests. Heritage resources may include buildings, structures, monuments, and geographic areas that have cultural heritage value or interest to a community, including an Indigenous community.

The Planning Act establishes the foundation for land use planning in Ontario, describing how land can be controlled and by whom. Section 2 of the Planning Act identifies heritage conservation as a matter of provincial interest and directs that municipalities shall have regard to the conservation of features of significant architectural, historical, archaeological or scientific interest. Heritage conservation contributes to other matters of provincial interest, including the promotion of built form that is well-designed, and that encourages a sense of place.

The Planning Act requires that all decisions affecting land use planning matters shall conform to the Growth Plan and shall be consistent with the Provincial Policy Statement, both of which position heritage as a key component in supporting key provincial principles and interests.

<https://www.ontario.ca/laws/statute/90p13>

The Provincial Policy Statement provides policy direction on land use planning in Ontario and is to be used by municipalities in the development of their official plans and to guide and inform decisions on planning matters, which shall be consistent with the Provincial Policy Statement. The Provincial Policy Statement articulates how and why heritage conservation is a component of good planning, explicitly requiring the conservation of cultural heritage and archaeological resources, alongside the pursuit of other provincial interests. The Provincial Policy Statement does so by linking heritage conservation to key policy directives, including building strong healthy communities, the wise use and management of resources, and protecting health and safety.

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development states that long-term economic prosperity is supported by, among other considerations, the promotion of well-designed built form and cultural planning, and the conservation of features that help define character. Section 2.6 Cultural Heritage and Archaeology subsequently directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved". Through the definition of conserved, built heritage resources, cultural heritage landscape and protected heritage property, the Provincial Policy Statement identifies the Ontario Heritage Act as the primary legislation through which heritage conservation will be implemented.

<https://www.ontario.ca/page/provincial-policy-statement-2020>

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) builds on the Provincial Policy Statement to establish a land use planning framework that supports complete communities, a thriving economy, a clean and healthy environment and social equity. Section 1.2.1 Guiding Principles states that policies in the plan seek to, among other principles, "conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Metis communities". Cultural heritage resources are understood as being irreplaceable, and are significant features that provide people with a sense of place. Section 4.2.7 Cultural Heritage Resources directs that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas. Strategic growth areas include the downtown urban growth centre where this property is located.

<https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>

The Ontario Heritage Act 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 of Toronto's Heritage Register, designation of individual properties under Part IV of the Ontario Heritage Act, or designation of districts under Part V of the Ontario Heritage Act.

Section 27 of the Ontario Heritage Act gives municipalities the authority to maintain and add to a publicly accessible heritage register. The *City of Toronto's Heritage Register includes individual heritage properties that have been designated under Part IV, Section 29, properties in a heritage conservation district designated under Part V, Section 41 of the Act as well as properties that have not been designated but City Council believes to be of "cultural heritage value or interest."*

Ontario Regulation 9/06 sets out the criteria for evaluating properties to be designated under Part IV, Section 29 of the Ontario Heritage Act. The criteria are based on an evaluation of design/physical value, historical and associative value and contextual value.

<https://www.ontario.ca/laws/statute/90o18>
<https://www.ontario.ca/laws/regulation/060009>

The City of Toronto's Official Plan contains a number of policies related to properties on the City's Heritage Register and properties adjacent to them, as well as the protection of areas of archaeological potential. Indicating the integral role that heritage conservation plays in successful city-building, Section 3.1.5 of the Official Plan states that, "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."

Policy 3.1.5.4 states that heritage resources on the City's 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." Policy 3.1.5.6 encourages the adaptive re-use of heritage properties while Policy 3.1.5.26 states that, when new construction on, or adjacent to, a property on the Heritage Register does occur, it will be designed to conserve the cultural heritage values, attributes and character of that property and will mitigate visual and physical impacts on it.

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

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

Heritage Impact Assessments (HIA) will be required for development applications that affect listed and designated properties. An HIA shall be considered when determining how a heritage property is to be conserved.

The Ontario Heritage Toolkit also provides guidance on designating properties of municipal significance. The Tool Kit provides direction on the purpose of designating heritage properties for identifying and protecting places in our communities that have cultural heritage value and is an important part of planning for the future, and of helping to guide change while keeping the buildings, structures and landscapes that give each of our communities its unique identity.

COMMENTS

55 LAKE SHORE BOULEVARD EAST, LCBO HEADQUARTERS

Research and Evaluation according to Ontario Regulation 9/06

Photos of the LCBO office building and warehouse



Detail of the west (side) elevations of the LCBO Office Building (left) and the Warehouse (right) (Heritage Planning, 2020)



Archival photograph showing the east (side) elevations of the LCBO Office Building (right) and Warehouse (left) (1955) (Panda Associates, Canadian Architectural Archives)

1. DESCRIPTION

55 Lake Shore Boulevard East: LCBO Complex	
ADDRESS	55 Lake Shore Boulevard East (including entrance addresses at 33, 43, and 53 Freeland Street and 2 Cooper Street)
WARD	Spadina-Fort York
LEGAL DESCRIPTION	Plan 754E, Part Block B
NEIGHBOURHOOD/COMMUNITY	Waterfront Communities-The Island
HISTORICAL NAME	LCBO Headquarters
CONSTRUCTION DATE	1954 (completed)
ORIGINAL OWNER	Government of Ontario
ORIGINAL USE	Commercial and Industrial (LCBO Office Building and Warehouse)
CURRENT USE*	Commercial (LCBO Office Building and Warehouse) * This does not refer to permitted use(s) as defined by the Zoning By-law
ARCHITECT/BUILDER/DESIGNER	Mathers and Haldenby, architects
DESIGN/CONSTRUCTION/MATERIALS	Steel and concrete construction with brick cladding and brick, stone, metal and wood trim
ARCHITECTURAL STYLE	Modern
ADDITIONS/ALTERATIONS	See Section 2
CRITERIA	Design/Physical, Historical/Associative and Contextual

HERITAGE STATUS	Listed on the City of Toronto's Heritage Register in 2005
RECORDER	Heritage Planning: Kathryn Anderson Loryssa Quattrociocchi
REPORT DATE	November 2020

2. BACKGROUND

This research and evaluation section of the report describes the history, architecture and context of the property at 55 Lake Shore Boulevard East, and applies evaluation criteria as set out in Ontario Regulation 9/06, under the headings of historical/associative, design/physical and contextual value to determine whether it merits designation under Part IV, Section 29 of the Ontario Heritage Act. The application of the criteria is found in Section 3 (Evaluation Checklist). The conclusions of the research and evaluation are found in the Conclusion of the report. Maps and Photographs are located in Attachment 1. The archival and contemporary sources for the research are found in Attachment 2. The Statement of Significance is contained in Attachment 3.

City Staff acknowledge that the land described in this report is the traditional territory of many nations including the Mississaugas of the Credit, the Anishinaabeg, the Chippewa, the Haudenosaunee and the Wendat peoples, and is now home to many diverse First Nations, Inuit and Métis peoples. We acknowledge that Toronto is covered by Treaty 13 signed with the Mississaugas of the Credit and the Williams Treaty signed with multiple Mississaugas and Chippewa bands.

i. HISTORICAL TIMELINE

Key Date	Historical Event
1793-1911	Following the founding of the Town of York (Toronto) on the north shore of Lake Ontario, the harbour is developed with municipal and commercial wharves, including those introduced by the first railway companies in the 1850s
1911	The City of Toronto establishes the Toronto Harbour Commissioners (THC) to manage the municipally-owned land along the waterfront
1912-1921	The THC unveils its series of plans for the development of the central waterfront, including the southward extension of the shoreline through dredging and lakefill
1927	Following the end of prohibition in Ontario, the provincial government creates the Liquor Control Board of Ontario (LCBO) to manage liquor sales
1946 June	The THC registers Plan 754E in the area south of present-day Lake Shore Boulevard East, between Freeland and Cooper streets, including Block B
1947 Aug	The LCBO purchases land in Block B (the subject property)

1950 June	The LCBO acquires additional land adjoining Queen's Quay East and Freeland Street
1950 Sept	The LCBO submits an application to the City to build an office and warehouse building on the subject property, and secures an easement for "construction of the proposed building" two months later
1953	The foundations for the complex are in place and recorded in aerial photographs
1954	The LCBO Complex is opened for business
1955	The new LCBO complex is photographed by Panda
1964	The LCBO Complex is illustrated on the Underwriters' Survey Bureau's updated atlas
1982	An application is made to alter the exterior of the warehouse, including a loading dock on the west elevation the following year (1983)
2005 May	Toronto City Council lists the property at 55 Lake Shore Boulevard East on the City Heritage Inventory (now known as the Heritage Register)
2007	55 Lake Shore Boulevard East is listed as provincial heritage under the Ontario Realty Corporation (ORC) Heritage Management Guidelines
2013 February	Infrastructure Ontario re-evaluated the property confirming the site is a "Provincial Heritage Property"
2016 May	The site is sold by the Government of Ontario

ii. HISTORICAL BACKGROUND

The following section outlines the history and facts related to the property which are the basis for determining 'Historical or Associative Value' according to O. Reg. 9/06 Criteria.

Waterfront¹

The property at 55 Lake Shore Boulevard East is located on Toronto's Central Waterfront.² The origins of the development of this area date to 1793 when York (Toronto) was founded as the new capital of Upper Canada (Ontario). The site was chosen for its defensible position on Lake Ontario, where (Old) Fort York was placed at the western entrance to the harbour and, to the east, a ten-block townsite (with present-day Front Street East as the south boundary) overlooked the waterfront. Further east, an isthmus (sandbar) extended south from the shore between present-day Parliament and Cherry Streets where it sheltered the harbour until 1858 when it was detached during a series of storms.³ Apart from the land along the shoreline near the town that

1 Detailed histories of the development of Toronto's waterfront are found in Stinson and Moir, Wickson and other sources, including those cited in Attachment 2 below.

2 In the late-20th century, the area was known as the East Bayfront and its development was documented by Stinson and Moir (1991)

3 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.

was reserved for a public walkway (The Esplanade), the "use of the waterfront remained restricted to commercial and transportation functions."⁴

During the first half of the 19th century, the series of government and commercial wharves that were constructed along the waterfront using cribbing and filling were outlined on historical maps and illustrations (Images 3a and 3b). The Gooderham and Worts Distillery was established in 1832 as one of the first industries on the waterfront where its windmill (positioned east of Parliament Street) 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 the shoreline.

The use of the waterfront almost exclusively for lake shipping was challenged in the mid-19th century by the arrival of the inaugural steam railways in Toronto. The Grand Trunk Railway was the first railway company to integrate rail and lake shipping after establishing its own dock, grain elevator and maintenance yard adjoining the central waterfront. 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 today's Toronto Port Authority) to oversee the future development of the waterfront, transferring all of the city-owned property along the existing shoreline to the agency's care. The THC's Waterfront Plan of 1912 divided the central waterfront into three sections where the central waterfront was flanked to the east by the Port Industrial District (created following the dredging of Ashbridge's Bay and now known as the Port Lands), as well as the western sector where entertainment venues such as Sunnyside Amusement Park opened in the 1920s. Across the waterfront, dredging and lakefill extended the shoreline southward to create additional 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 adjoining new slips (Images 4a and 4b).

Most of the industrial activity on the central waterfront was suspended for the duration of World War II with the area reserved for the Royal Canadian Air Force's supply depot. After the conflict, the long-planned south extension of the waterfront was completed and, following the revival of the St Lawrence Seaway, the Queen Elizabeth Docks were officially unveiled near the east end of Toronto's harbour in 1959.⁵ At the close 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.

⁴ *The Archaeological Masterplan of the Central Waterfront, City of Toronto*, 17.

⁵ 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. In Toronto, following the opening of the Queen Elizabeth Docks, the Gardiner Expressway was extended between York Street and the Don Valley Parkway in 1964, providing direct highway access from the waterfront

Archival maps and atlases (Images 5a-8b) trace the development of the Central Waterfront and illustrate the appearance of the subject property at 55 Lake Shore Boulevard East.

55 Lake Shore Boulevard East

The property at 55 Lake Shore Boulevard East contains a commercial and industrial complex commissioned by the Liquor Control Board of Ontario (LCBO), opened in 1954 and documented by Panda Photography in 1955 (Images 9a-f). Other photographs included in Attachment 1 show the complex in its setting on the Central Waterfront (Images 10a-c).

In 1927, over a decade after the introduction of prohibition legislation in Ontario (1916), the Province established the Liquor Control Board of Ontario under the Liquor Control Act. The purpose of the organization was to distribute spirits, wine and beer to consumers and retail businesses, test and price products sold to the public and, until 1944, issue liquor licences. In doing so, the LCBO aimed to “rationalize and control the vast and geographically diverse liquor distribution system,” as well as “to stimulate temperance and home training rather than simply prohibiting” alcohol.⁶ Its operations began during a climate of social activism when liquor producers were pitted against temperance ideals.

By the World War II era, the LCBO authorized more than 250 liquor and brewers’ retail establishments across the province. At this time, its headquarters were housed in an office building on University Avenue, with separate warehouse facilities throughout the province, including one in Toronto. In 1947, the LCBO acquired a parcel of reclaimed waterfront land east of Yonge Street where, a year earlier, the THC registered a plan of subdivision. The LCBO’s custom-built facility with administrative, manufacturing, warehousing and transportation functions was consolidated in this one location and opened in 1954. A retail operation was originally found inside the office building, before it was relocated to a remodelled garage in the southwest corner of the site.⁷

From its headquarters at 55 Lake Shore Boulevard East, at the close of the 20th century the LCBO remained the largest purchaser of liquor and spirits in the world, overseeing 600 stores. It operated five warehouses, including the one on the subject site where alcoholic products were repackaged for distribution across the province and facilities were included for the production of its own brand of liquor.

The property at 55 Lake Shore Boulevard East was listed on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) in 2005.

⁶ Thompson, 28.

⁷ The garage was not identified in the listing of the property at 55 Lake Shore Boulevard East on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) and, with the alterations to the building that have impacted its integrity, it is not identified as a heritage attribute in this report.

Architects: Mathers and Haldenby

The Toronto architectural partnership of Mathers and Haldenby prepared the plans for the LCBO complex in 1950. The practice was formed in 1921 by architect Eric W. Haldenby (1893-1971), a recent graduate of the University of Toronto, and Alvan S. Mathers (1895-1965), who had experience working with a number of local architectural firms. After their early success as winners of a competition to design the University Club Building (1929), Mathers and Haldenby received high-profile commissions including the Canada Permanent Building on Bay Street (1931, in association with other architects) and the main building for Upper Canada College (1932). Prior to World War II, Mathers and Haldenby designed a range of institutional, commercial, industrial and residential buildings in the popular styles of this era. However, the firm's ability to adjust to changing architectural tastes and embrace new technologies resulted in commissions linked to the Modern Movement in architecture during the last half of the 20th century when Mathers and Haldenby completed projects for the University of Toronto, Toronto General Hospital and, throughout Canada, Coca-Cola Limited, which remained long-term clients. The LCBO complex is linked to this period of productivity and, with its campus-style layout of buildings, was followed by Christie Brown and Company's combined office and warehouse facility in Etobicoke (1961). Following the transfer of the company to their sons, Andrew S. Mathers and Douglas C. Haldenby continued their partnership until 1991.

iii. ARCHITECTURAL DESCRIPTION

The following section provides an architectural description and analysis related to the property which will establish the basis for determining 'Design and Physical Value' according to O. Reg. 9/06 Criteria.

The LCBO Complex displays the features of the Modern Movement in architecture, which was introduced in the mid-20th century and influenced design in Toronto in the post-World War II era. Distinguished by geometric forms, an emphasis on function and the application of new materials and technologies, the Modern design of the LCBO complex employs symmetry and shared cladding to link the components, while distinguishing them by the individual scale, fenestration and detailing. Its layout reflects the approach after World War II to the planning of a large-scale facility on an expansive site served by a number of transportation links. The plan places the office headquarters at the north end of the property, reserving the bulk of the site for the adjoining warehouse with the scale to accommodate the storage and repackaging of beverage alcohol, as well as the LCBO's testing laboratory and bottling plant. With its proximity to the waterfront, the site was designed for truck access to nearby highways and provided a railway spur with a track that originally extended inside the warehouse.

The Office Building and Warehouse form the core buildings of the complex and complement one another in their context, with the single-storey structure, ground-level truck-loading bay, and overhead pedestrian bridge connecting them, as well as their rectangular-shaped plans (with different heights and scales) and their shared buff brick cladding, symmetrically-placed openings and flat roofs with stone coping and penthouses.

The Office Building is distinguished by the detailing on its principal (north) elevation where the entrance is protected by a projecting single-storey enclosed porch with stone and glazing that is adorned with provincial crests on either side (Images 11a-b, 12a-b). The adjoining flat-headed openings in the first (ground) floor have stone lintels and sills in the centre section, stone frames and sills in the outer bays (east and west), and contain recessed steel windows with muntin bars. The openings in the upper stories are taller and feature stone frames and sills, steel windows with muntin bars, and metal balustrades. The side elevations (east and west) contain secondary entrances, with the raised west entrance on Freeland Street (designed for the retail store before its relocation) covered by the glazed flat-roofed porch that is accessed by stone steps, and the recessed entry on Cooper Street (Images 13a and 13b). On both side elevations, the fenestration is continued from the north elevation, with the flat-headed openings with the stone and metal detailing, as well as metal balustrades in the second through the fourth stories. Part of the rear (south) elevation is concealed by the grade-level connection and the bridge to the warehouse (south) that also reduces the height of the some of the window openings (14a and 14b). Otherwise, the wall contains flat-headed window openings with the stone detailing and the steel windows introduced on the other elevations (excluding the balustrades), with door openings (some of which have been modified) in the ground floor. On the interior, the entrance lobby at the north end, while modified, has two levels with interior steps and stone and steel finishes.

South of and attached to the Office Building, the Warehouse complements it in its overall appearance, but is distinguished by the sheer scale, the concrete construction (including an interior grid of concrete columns, seen in Image 9f), and the variety of its fenestration that reflected the interior functions. The latter ranges from the flat-headed and punched windows with stone trim on all elevations, to the oversized openings (designed to light the stairwells and presently infilled) on the east wall. On the north elevation, some of the window openings have metal balustrades, complementing those on the office building (15b and 15b). There is a single-storey entrance porch at the west end of the warehouse (which has been altered) and, to the north, a single-storey building linking the warehouse and office building that was designed as a truck-loading bay and displays a covered roof, skylights, canted corners and openings for rolling doors (Image 16). On the west and east elevations of the warehouse, the oversized cargo openings with canopies include one at the south end of the east wall that provided access for rail cars (Image 17). The original loading dock entrances are found on the north elevation. On the south elevation facing Queen's Quay East the loading dock and railway siding were removed and the entrances along this wall are additions (Image 18).

Directly south of the Warehouse in the southwest corner of the property, the original garage was converted to a retail store (Image 19). While altered, it complements the other buildings with its buff brick cladding with stone detailing, flat rooflines, and regularly placed door and window openings.

iv. CONTEXT

The property at 55 Lake Shore Boulevard East is shown on the location map attached as Image 1. The LCBO Complex occupies the city block bounded by Lake Shore Boulevard East (north), Cooper Street (east), Queen's Quay East (south), and Freeland Street (west) in the Waterfront Communities-The Island neighbourhood. Directly south, the Redpath Sugar Complex (1957) at 95 Queen's Quay East is also recognized on the City of Toronto's Heritage Register. At the north end, the complex faces Lake Shore Boulevard East and the Gardiner Expressway, with the railway corridor beyond. The adjoining properties on the east and west have been redeveloped and, further east, the Marine Terminals from the 1950s that highlighted the Queen Elizabeth Docks have been replaced.

In its wider context, the LCBO Complex is one of the last surviving buildings intended for commercial and industrial purposes that remains from the development of Toronto's Central Waterfront in the 20th century. West of Yonge Street, the Canada Malting Silos (1928, with subsequent additions) at present-day Eireann Quay and Bathurst Street, and the Toronto Terminal Warehouse (1928 and now known as Queen's Quay Terminal) at 207 Queen's Quay West are recognized heritage properties. At the east end of the Central Waterfront, Victory Soya Mills (1944) at 351 Lake Shore Boulevard East is also listed on the City's Heritage Register.⁸

3. EVALUATION AND APPLICATION OF O.REG 9/06 CRITERIA

The following evaluation applies Ontario Regulation 9/06 made under the Ontario Heritage Act: Criteria for Determining Cultural Heritage Value or Interest. The criteria are prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act, and the City of Toronto also uses these criteria when assessing properties for inclusion on the City of Toronto Inventory of Heritage Properties. There are three categories for a total of nine criteria under O. Reg 9/06. A property is only required to meet one criteria to warrant designation. As demonstrated below, the property at 55 Lake Shore Boulevard East meets several criteria amongst the three categories.

The evaluation table is marked "N/A" if the criterion is "not applicable" to the property or X if it is applicable to the property, with explanatory text below.

⁸ In 2016, City Council stated its intention to designate the property. As of the writing of this report, the designating by-law has not been passed.

DESIGN OR PHYSICAL VALUE

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

Rare, unique, representative or early example of a style, type, expression, material or construction method

The property 55 Lake Shore Boulevard East has cultural heritage value as a rare example of a combined provincial headquarters commercial and industrial complex. It was purpose-built for the LCBO and is comprised of a four-storey, rectangular-shaped, Office Building and a three-storey, rectangular-shaped, Warehouse. The components of the site are linked through a third-storey overhead copper clad pedestrian bridge, which connects the south wall of the Office Building to the north wall of the Warehouse, and a ground-level truck-loading bay.

The property at 55 Lake Shore Boulevard East has value as a representative example of the Modern style. Expressions of this architectural style can be seen in the shared construction materials of both buildings, including concrete, buff brick cladding and brick, stone, and metal detailing, and in the fenestration, the use of symmetry, and the detailing in their entrances.

Displays high degree of craftsmanship or artistic merit

The property at 55 Lake Shore Boulevard East has cultural heritage value for displaying a high degree of craftsmanship through its functional organization of the individual buildings that are linked through their designs and materials and are physically linked through a pedestrian bridge, with copper cladding and flat-headed openings, and a ground-level truck-loading bay. They are also distinguished individually by their scale, fenestration, and detailing.

HISTORICAL OR ASSOCIATIVE VALUE

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

Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community

The LCBO Complex is valued for its association with the acclaimed Toronto architectural partnership of Mathers and Haldenby, which prepared the plans for the complex in 1950. Headed by Alvan Sherlock Mathers (1895-1965) and Eric Wilson Haldenby (1893-1971) and following its formation in the 1920s, the firm was recognized for the wide range of projects it executed, including its contributions to the University of Toronto's St George campus and the industrial complexes for Coca-Cola Limited across Canada. The commission for the LCBO's headquarters in Toronto was followed by Mathers and Haldenby's combined office and warehouse facility (1961) for Christie Brown and Company in Etobicoke.

Direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community

The property at 55 Lake Shore Boulevard East also has historical and associative value through its association with the Liquor Control Board of Ontario (LCBO), the provincially-owned agency that, with the Liquor License Board of Ontario (LLBO), commissioned the complex. In operation since 1927, the LCBO consolidated its activities in this location with its office headquarters and the massive warehouse that included facilities for the distilling, bottling, and storage of its own brand of liquor. As the largest purchaser of liquor and spirits in the world, the LCBO oversaw its retail and distribution system across the province from this complex at 55 Lake Shore Boulevard East.

Yields, or has the potential to yield, information that contributes to an understanding of a community or culture

The associative value of the property at 55 Lake Shore Boulevard East is also through its contribution to the transformation of Toronto's harbour and waterfront after World War II. Prior to this, in the early-20th century, the harbour and waterfront had been extended and modernized with dredging, lakefill, breakwaters, permanent dock walls, and slips that provided multiple points of access for water, rail and road transportation. The section east of Yonge Street was prepared for the impending opening of the St Lawrence Seaway (1959) where large tracts of land were acquired for commercial and manufacturing facilities, including the marine terminals on the Queen Elizabeth Docks (no longer extant) and the LCBO Complex Quay East, which led to the post-war revitalization of Toronto's harbour and waterfront.

CONTEXTUAL VALUE

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

Important in defining, maintaining or supporting the character of an area

Contextually, the LCBO Complex supports and maintains the historic character of Toronto's central harbour and waterfront as it was expanded and modernized in the 20th century. Anchored on the east end by the extant silo of the Victory Soya Mills (completed 1948), this section of the harbour and waterfront east of Yonge Street is associated with the large-scale facilities that marked its post-World War II development and the opening of the St. Lawrence Seaway. The LCBO Complex is an important surviving reminder of the ongoing transformation of the central harbour and waterfront during this era.

Physically, functionally, visually or historically linked to its surroundings

The LCBO Complex is historically, visually, functionally, and physically linked to its setting where it occupies the entire block bounded by Lake Shore Boulevard East, Queen's Quay East, and Cooper and Freeland streets and was situated to access the water, rail and road links along Toronto's central harbour and waterfront. The relationship of the property to its setting is demonstrated by the placement, setback and orientation of the office and warehouse buildings, which are situated on the south side of Lake Shore Boulevard East between Cooper and Freeland streets where they are connected to one another by an overhead pedestrian bridge and a ground-level truck-loading bay. In this location, from which the LCBO oversaw its retail and distribution system across the province, the property reflects the commercial and industrial heritage of the area, along with the neighbouring Redpath Sugar Complex (1957) at 95 Queen's Quay East, which is also recognized on the City's Heritage Register.

CONCLUSION

Staff have completed the Research and Evaluation Report for the property at 55 Lake Shore Boulevard East and determined that the property 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 and physical, historical and associative and contextual values.

The property at 55 Lake Shore Boulevard East has design, associative and contextual value as the purpose-built, Modern style, combined provincial headquarters Office Building and Warehouse (1954) of the Liquor Control Board of Ontario (LCBO), a significant institution in Ontario, which was designed by the Toronto architectural partnership of Mather and Haldenby and contributes to the character of the Central

Waterfront neighbourhood where it is historically, visually, physically and functionally linked to its setting as a surviving post-World War II commercial and industrial complex.

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SIGNATURE

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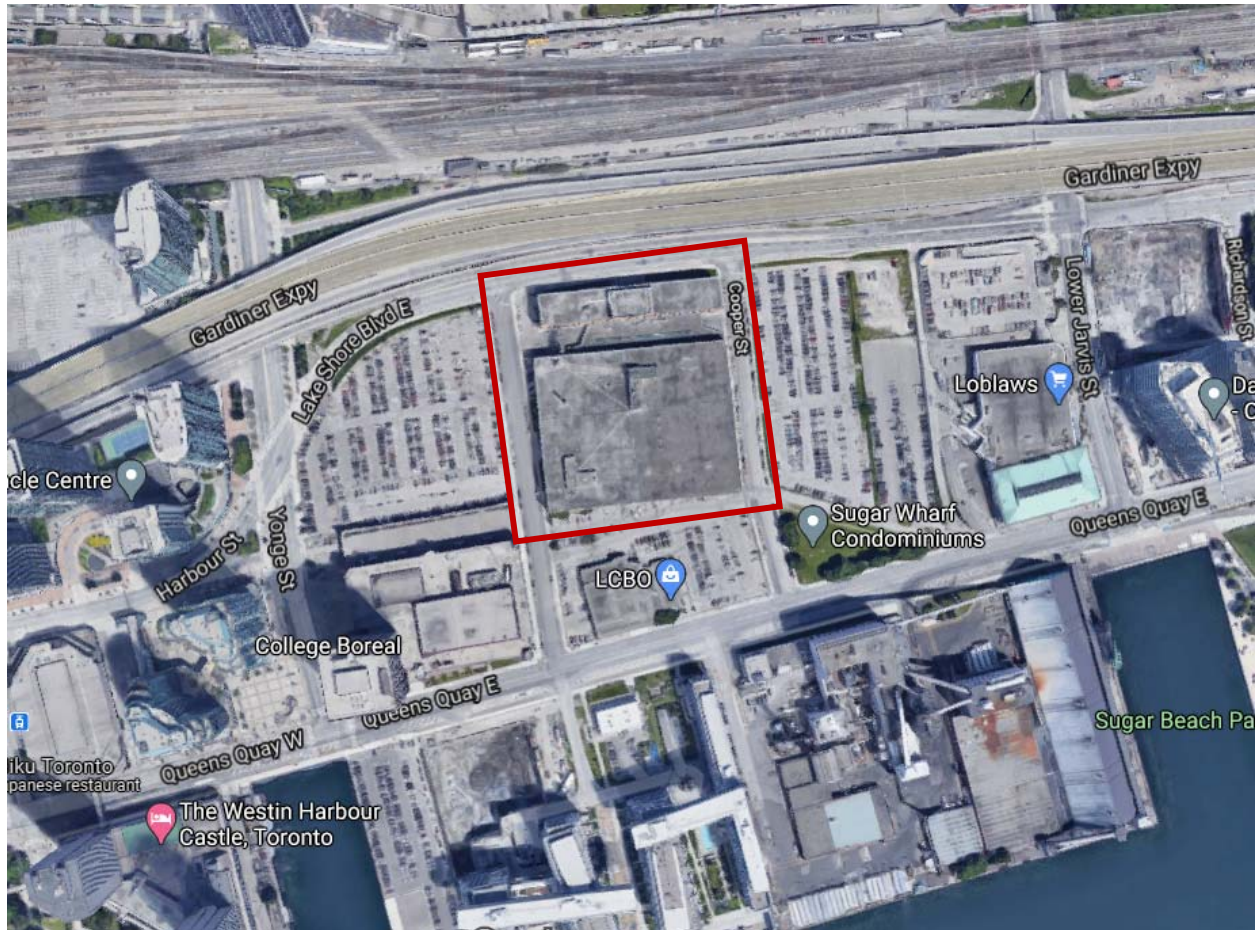
ATTACHMENTS

Attachment 1 – Maps and Photographs
Attachment 2 – List of Research Sources
Attachment 3 – Statement of Significance (Reasons for Designation) 165 Stanley Avenue

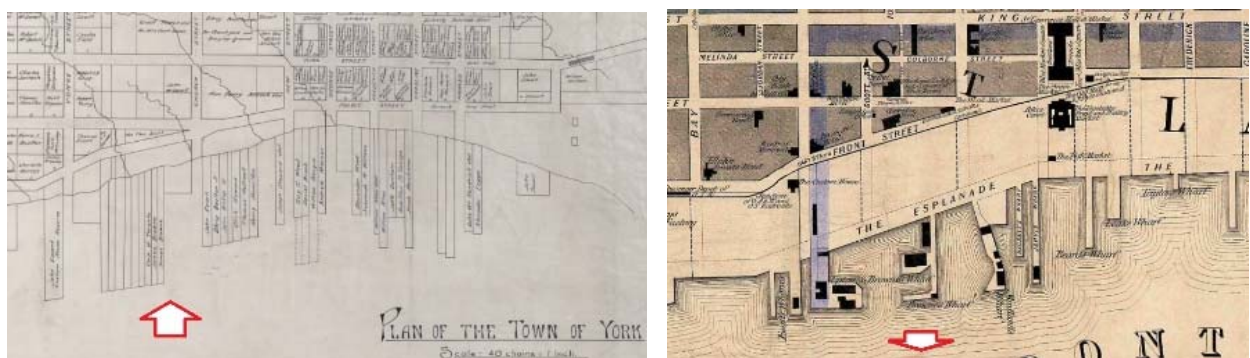


1. This location map is for information purposes only; the exact boundaries of the property are not show. The arrow marks the location of the site.

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST

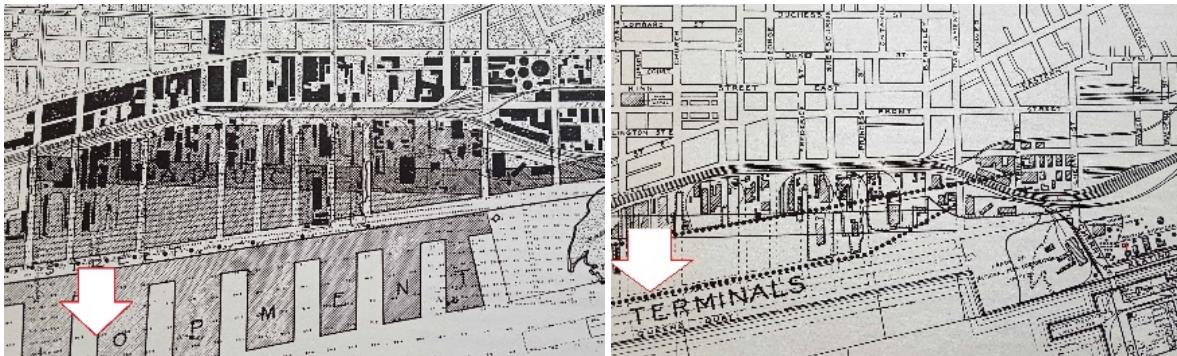


2. Aerial photograph showing the location of 55 Lake Shore Boulevard East (Google Streetview, 2020)

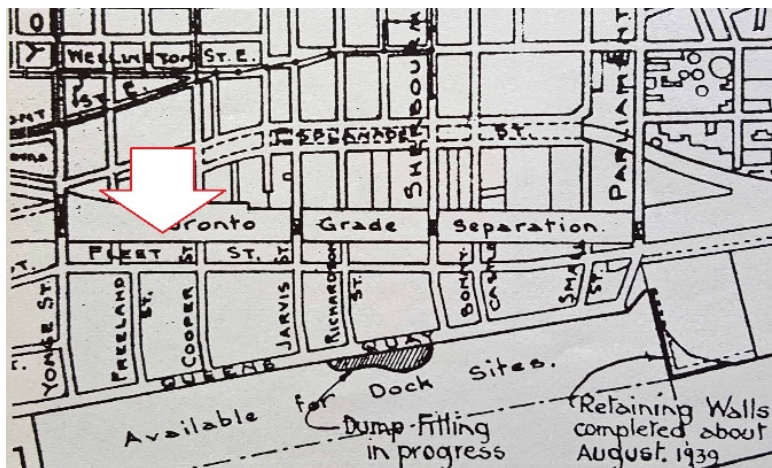


3a. Town of York Plan, 1818, and 3b. Fleming, et. al., Plan, 1857: showing the development of wharves along the waterfront in the early-19th century and its southward extension in the mid-1800s where the first railway line is in place

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST

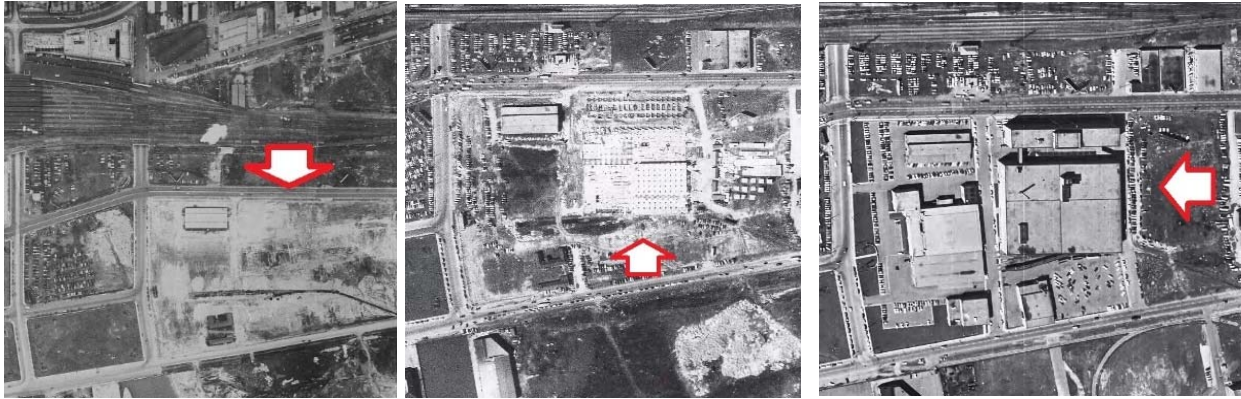


4a. and 4b. THC's Plans, 1912 (left) and 1914-21 (right): showing the agency's designs for the further development and expansion of the Central Waterfront



5a. and 5b. THC's Progress Plan, 1939 (left), and Underwriters' Survey Bureau Survey, 1964 (right): showing the status of the Central Waterfront during the World War II era when plans for the St Lawrence Seaway were underway (left), and the LCBO Complex in place (right)

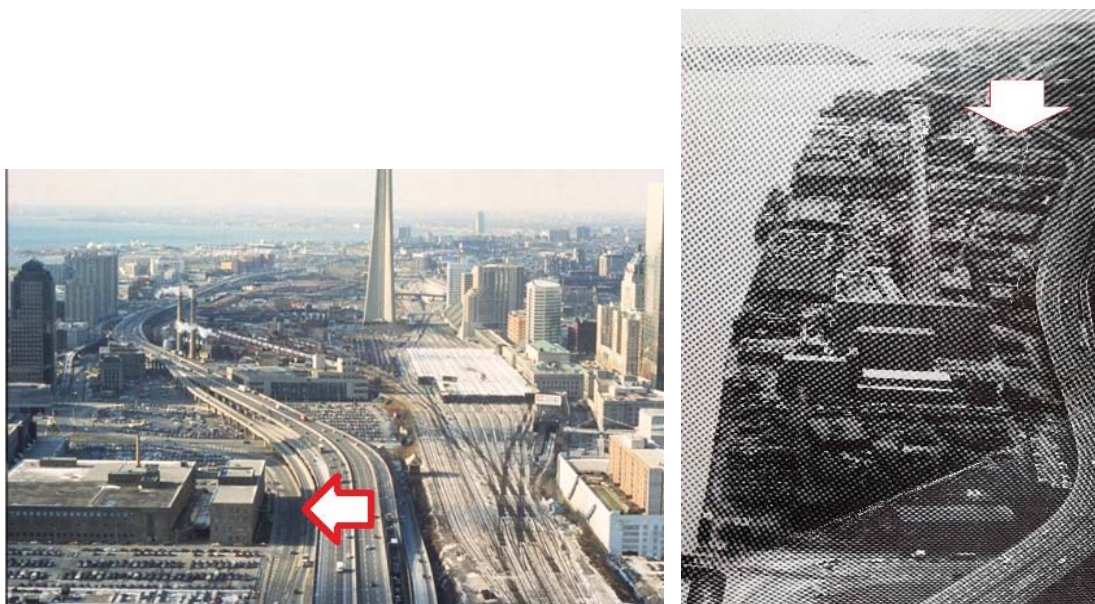
MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST



6a, 6b and 6c. Aerial photographs, 1947 (left), 1953 (centre) and 1956 (right), showing the cleared site, the foundations and the completion of the LCBO Complex



7a, 7b and 7c. Aerial photographs, 1950s (left), 1960s (centre) and 1970s (right), showing the changing context of the LCBO Complex



8a. and 8b. Aerial photographs, 1980s (left) and 1990s (right)

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST



9a, 9b and 9c. LCBO Office Building and Warehouse from the north (left), the Warehouse from the south (centre), and bridge connecting the Office Building and Warehouse (right) in 1955



9d, 9e and 9f. LCBO Garage (later retail store, left), the interior of the Office Building (centre), and the interior of the Warehouse (right), in 1955



10a, 10b and 10c. LCBO retail store and Warehouse (left), 1972; LCBO Office Building and Warehouse from west, 1991; and, LCBO Office Building and Warehouse from the east, 2014



11a and 11b. Details of the principal (north) elevation of the LCBO Office Building (Heritage Planning, 2020)

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST



12a and 12b. Detail of the main entrance in the principal (north) elevation of the Office Building (left) and one of the "Province of Ontario" crests (right) (Heritage Planning, 2020)



13a and 13b. Details of the entrances in the side (west) elevation of the Office Building on Freeland Street (left) and the side (east) elevation on Cooper Street (right) (Heritage Planning, 2020)

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST



14a and 14b. Details of the partially-concealed rear (south) wall of the Office Building at the side (west) end (left) and the side (east) end (right) (Heritage Planning, 2020)



15a and 15b. Details of the partially-concealed rear (north) elevation of the Warehouse at the side (east) end (left) and the side (west) end (right) (Heritage Planning, 2020)

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD EAST



16. Detail of the side (west) entrance to the Warehouse and the rolling garages in the one-storey connecting building (Heritage Planning, 2020)



17. Detail of the garage at the south end of the side (east) elevation of the Warehouse (Heritage Planning, 2020)

MAPS AND PHOTOGRAPHS: 55 LAKE SHORE BOULEVARD



18. Detail of the south elevation of the Warehouse fronting Queens Quay East (Heritage Planning, 2020)



19. Detail of the original garage south of the Warehouse that has been remodelled into a retail store (Heritage Planning, 2020)

Archival Sources

- Abstract Index of Deeds, Plan 754E, Block B, and Plan 159E, Marshland
- Archival Maps, 1797-1897, <http://oldtorontomaps.blogspot.ca/p/index-of-maps.html>
- Archival Photographs, Canadian Architectural Archives, City of Toronto Archives, and <http://urbantoronto.ca/news/2015/04/lcbo-lands-sale-fund-infrastructure-projects-across-ontario> (individual citations in Section 6).
- Assessment Rolls, City of Toronto, 1940 ff.
- Building Records, City of Toronto, Toronto and East York, 1950 ff.
- Goad's Atlases, 1884-1923 (Volume 1)
- Toronto Harbour Commission Plans, 1912, 1914-21 and 1939
- Underwriters Survey Bureau Atlas, 1954

Secondary Sources

- "Alvan Sherlock Mathers," entry in Biographical Dictionary of Architects in Canada, 1800-1905, <http://dictionaryofarchitectsincanada.org/node/1468>
- Archaeological Services Inc., in association with Historica Research Limited and Cuesta Systems Inc., The Archaeological Master Plan of the Central Waterfront, City of Toronto, 2003
- Englehardt, George W., Toronto, Canada: The Book of its Board of Trade, 1897-98, 1898
- Feltoe, Richard, Let Redpath Sweeten It, 1993
- Filey, Mike, A Walker's, Jogger's, Cyclist's, Boater's Guide to Toronto's Waterfront, 1988
- Gibson, Sally, More Than an Island, 1984
- -----, Toronto's Distillery District, 2008
- GBCA Architects, "Heritage Impact Assessment for 55 Lake Shore Boulevard East LCBO Headquarters Toronto, ON," (3 September 2019)
- Heritage Preservation Services, "Heritage Property Research and Evaluation Report, 351 Lake Shore Boulevard East," 2016
- "LCBO: Corporate Timeline," <http://www.lcbo.com/content/lcbo/en/corporate-pages/about/media-centre/corporate-timeline.html#.Wlfht4WcHIU>
- Mathers and Haldenby Fonds, Archives of Ontario, Fonds C315
- The Port and Harbour of Toronto, 1834-1934: Centennial Year, Toronto Harbour Commissioners, 1934
- Royal Commission on the Future of the Toronto Waterfront, Regeneration: Toronto Waterfront and the Sustainable City: final report, 1992
- Scott, Thompson, et. al., Punched Drunk, 2009
- Stinson, Jeffrey, and Michael Moir, Built Heritage of the East Bayfront, 1991
- Toronto Harbour: the passing years, Toronto Harbour Commissioners, 1985
- Wickson, Ted, *Reflections of Toronto Harbour*, 2004

The property at 55 Lake Shore Boulevard East 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 criteria of design and physical, historical and associative, and contextual values.

Description

Located east of Yonge Street and occupying the city block bounded by Lake Shore Boulevard East (north) and Queen's Quay East (south) between Cooper and Freeland streets, the property at 55 Lake Shore Boulevard East (including entrance addresses at 33, 43, and 53 Freeland Street and 2 Cooper Street) contains a combined commercial and industrial complex that was commissioned by the Liquor Control Board of Ontario (LCBO) and completed in 1954 according to the plans of the Toronto architectural partnership of Mathers and Haldenby. The LCBO complex consists of the four-storey Office Building facing Lake Shore Boulevard East that is linked by an overhead pedestrian bridge and a ground-level truck-loading bay to the three-storey Warehouse to the south. At the southwest corner of the property, the detached single-storey building was designed as a garage, repurposed in 1958 for a retail store (replacing the outlet that was originally located inside the office building), and subsequently modified. The property at 55 Lake Shore Boulevard East was listed on the City of Toronto's Inventory of Heritage Properties (now known as the Heritage Register) in 2005. In 2016, the provincial heritage site was sold by the Government of Ontario.

Statement of Cultural Heritage Value

Design or Physical Value

The property 55 Lake Shore Boulevard East has cultural heritage value as a rare example of a combined provincial headquarters commercial and industrial complex. It was purpose-built for the LCBO and is comprised of a four-storey, rectangular-shaped, Office Building and a three-storey, rectangular-shaped, Warehouse. The components of the site are linked through a third-storey overhead copper-clad pedestrian bridge, which connects the south wall of the Office Building to the north wall of the Warehouse, and a ground-level truck-loading bay.

The property at 55 Lake Shore Boulevard East has value as a representative example of the Modern style. Expressions of this architectural style can be seen in the shared construction materials of both buildings, including concrete, buff brick cladding and brick, stone, and metal detailing, and in the fenestration, the use of symmetry, and the detailing in their entrances.

The property at 55 Lake Shore Boulevard East has cultural heritage value for displaying a high degree of craftsmanship through its functional organization of the individual

buildings that are linked through their designs and materials and are physically linked through a pedestrian bridge, with copper cladding and flat-headed openings, and a ground-level truck-loading bay. They are also distinguished individually by their scale, fenestration, and detailing.

Historical or Associative Value

The LCBO Complex is valued for its association with the acclaimed Toronto architectural partnership of Mathers and Haldenby, which prepared the plans for the complex in 1950. Headed by Alvan Sherlock Mathers (1895-1965) and Eric Wilson Haldenby (1893-1971) and following its formation in the 1920s, the firm was recognized for the wide range of projects it executed, including its contributions to the University of Toronto's St George campus and the industrial complexes for Coca-Cola Limited across Canada. The commission for the LCBO's headquarters in Toronto was followed by Mathers and Haldenby's combined office and warehouse facility (1961) for Christie Brown and Company in Etobicoke.

The property at 55 Lake Shore Boulevard East also has historical and associative value through its association with the Liquor Control Board of Ontario (LCBO), the provincially-owned agency that, with the Liquor License Board of Ontario (LLBO), commissioned the complex. In operation since 1927, the LCBO consolidated its activities in this location with its office headquarters and the massive warehouse that included facilities for the distilling, bottling, and storage of its own brand of liquor. As the largest purchaser of liquor and spirits in the world, the LCBO oversaw its retail and distribution system across the province from this complex at 55 Lake Shore Boulevard East.

The associative value of the property at 55 Lake Shore Boulevard East is also through its contribution to the transformation of Toronto's harbour and waterfront after World War II. Prior to this, in the early-20th century, the harbour and waterfront had been extended and modernized with dredging, lakefill, breakwaters, permanent dock walls, and slips that provided multiple points of access for water, rail and road transportation. The section east of Yonge Street was prepared for the impending opening of the St Lawrence Seaway (1959) where large tracts of land were acquired for commercial and manufacturing facilities, including the marine terminals on the Queen Elizabeth Docks (no longer extant) and the LCBO Complex Quay East, which led to the post-war revitalization of Toronto's harbour and waterfront.

Contextual Value

Contextually, the LCBO Complex supports and maintains the historic character of Toronto's central harbour and waterfront as it was expanded and modernized in the 20th century. Anchored on the east end by the extant silo of the Victory Soya Mills (completed 1948), this section of the harbour and waterfront east of Yonge Street is associated with the large-scale facilities that marked its post-World War II development and the opening of the St. Lawrence Seaway. The LCBO Complex is an important surviving reminder of the ongoing transformation of the central harbour and waterfront during this era.

The LCBO Complex is historically, visually, functionally, and physically linked to its setting where it occupies the entire block bounded by Lake Shore Boulevard East, Queen's Quay East, and Cooper and Freeland streets and was situated to access the water, rail and road links along Toronto's central harbour and waterfront.

The relationship of the property to its setting is demonstrated by the placement, setback and orientation of the Office Building and Warehouse, which are situated on the south side of Lake Shore Boulevard East between Cooper and Freeland streets where they are connected to one another by an overhead pedestrian bridge and a ground-level truck-loading bay. In this location, from which the LCBO oversaw its retail and distribution system across the province, the property reflects the commercial and industrial heritage of the area, along with the neighbouring Redpath Sugar Complex (1957) at 95 Queen's Quay East, which is also recognized on the City's Heritage Register.

Heritage Attributes

Design or Physical Value

Attributes that contribute to the value of the property at 55 Lake Shore Boulevard East being a rare example of a combined provincial headquarters commercial and industrial complex and being a representative example of the Modern style:

The Office Building:

- The four-storey scale, rectangular-form and massing of the building
- The materials, with the buff brick cladding and the brick, stone and metal detailing, which complements the adjoining Warehouse
- The flat roofline with the stone coping and the penthouse with the brick cladding
- On the rear (south) elevation, the cargo door opening at the west end of the first (ground) floor, and the window openings, including those in the second floor that are reduced in height above the adjoining single-storey building that was designed as a truck-loading bay for the Warehouse (south)
- The overhead pedestrian bridge with the copper cladding and the flat-headed openings connecting the south wall of the Office Building to the north wall of the Warehouse
- The principal (north) entrance to the building, which is centred in the wall in the glazed porch with the granite detailing and the cantilevered roof, with the metal "Province of Ontario" crest on the right (west) and left (east) sides
- On all of the elevations, the symmetrical arrangement of the window openings, which are recessed and set in stone frames
- On the north elevation, the flat-headed window openings, which are reduced in height in the first (ground) floor with the continuous stone lintels and sills, and have metal balustrades in the upper three stories
- The side elevations (east and west), which display flat-headed window openings with stone trim and, in the upper stories, metal balustrades

- On the west elevation, the entrance (originally designed for the retail store), which is set in the raised porch with the glazing, metal detailing and cantilevered roof
- The east elevation, where the single entrance with the flat-headed surround is centered in the first (ground) floor
- On the interior, the entrance lobby (north) with the stone and metal detailing (the lobby was partially altered in the 1990s)

The Warehouse:

- The three-storey scale, rectangular-form and massing of the building
- The materials, with the concrete construction, the buff brick cladding, and the brick, stone and metal detailing, which complements the adjoining Office Building
- The flat roofline with the stone coping and the penthouse with brick cladding
- At the north end of the warehouse where it is connected to the Office Building (north), the single-storey building designed as a truck-loading bay with the brick cladding, the covered roof with the skylights, the canted corners, the openings for rolling doors (east and west) and, on the northeast corner, the flat-headed window openings with the continuous stone lintels and sills
- The overhead pedestrian bridge with the copper cladding and the flat-headed openings connecting the north wall of the Warehouse to the south wall of the Office Building
- On all of the elevations, the regular placement of the window openings, which are recessed and placed in stone surrounds
- The west elevation on Freeland Street, with the mixture of the flat-headed window openings with the stone trim, the punched windows and, in the first storey, the paired window openings that are protected by the canopy and placed beside the cargo door
- On the south elevation facing Queen's Quay East, the flat-headed window openings with the continuous lintels and sills at the west end, the punched windows in the remainder of the wall, and the entrances in the first (ground) floor (which are additions)
- The east elevation on Cooper Street, with the flat-headed window openings with the continuous stone lintels and sills in the first and third stories, the punched windows in the second floor, the two tall window openings for the stairwells (which have been blocked in), and the flat-headed entrance at the south end with the rolling steel door (designed to accommodate rail cars)
- The north elevation facing the office building, with the glazed entrance porch at the west end of the first floor (which has been altered), the flat-headed window openings with the stone trim, some of which have metal balustrades, the continuous sills and lintels in the first and third storeys, and the punched windows at the east end of the wall

Contextual Value:

Attributes that contribute to the value of the property at 55 Lake Shore Boulevard East as and being historically, visually, functionally and physically linked to its setting:

- The placement, setback and orientation of the Office Building on the south side of Lake Shore Boulevard East, between Cooper and Freeland streets, where it is connected to the Warehouse to the south by an overhead pedestrian bridge and a ground-level truck-loading bay. In this location, it reflects the commercial and industrial heritage of Toronto's central harbour and waterfront
- The placement, setback and orientation of the Warehouse, which is placed south of the Office Building, to which it is connected by the overhead pedestrian bridge and a ground-level truck-loading bay, and extends from Cooper Street (east) to Freeland Street (west). In this location, it reflects the commercial and industrial heritage of Toronto's harbour and central waterfront

Note: The original garage to the south of the warehouse building was not identified in the listing of the property at 55 Lake Shore Boulevard East on the City of Toronto Heritage Register and, with the alterations to the building that have impacted its integrity, it is not identified as a heritage attribute in this report.