

Inclusion on the City of Toronto's Heritage Register- 60 Birmingham Street

Date: March 25, 2021

To: Toronto Preservation Board
Etobicoke York Community Council

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

Wards: Etobicoke-Lakeshore – Ward 3

SUMMARY

This report recommends that City Council include the property at 60 Birmingham Street (including an active entrance address at 175 New Toronto Street) on the City of Toronto's Heritage Register for its cultural heritage value.

The subject property is situated on the north side of Birmingham Street, east of Islington Avenue, south of New Toronto Street, and west of Dwight Avenue. It is the site of the former Campbell Soup Company, Limited, of Canada, plant and is comprised of a complex of structures that were constructed from 1931-c.2000s (Figure 3). Campbell Soup Company, Limited, of Canada, continued to own and occupy the plant until 2019. It was designed by the prolific Toronto architectural firm Mathers & Haldenby, and the principal (south) elevation of the manufacturing building fronting Birmingham Street is a representative example of a factory-style building fashioned in the Art Deco style. In 1944, Mathers & Haldenby designed an eastern addition to the manufacturing building in the Art Deco style and continued to design additions to the complex until the early-1970s.

Following further research and evaluation, it has been determined that the property at 60 Birmingham Street meets Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act, which the City of Toronto also applies when evaluating properties for its Heritage Register.

A Site Plan Approval application was submitted on June 4, 2020 and is currently under review. Two community consultations were held on September 29, 2020. City staff have dialogued with the applicant and their consultants in identifying the cultural heritage value of the large industrial building complex.

Properties on the Heritage Register will be conserved and maintained in accordance with the Official Plan Heritage Policies.

RECOMMENDATIONS

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

1. City Council include the property at 60 Birmingham Street on the City of Toronto's Heritage Register in accordance with the Listing Statement (Reasons for Inclusion), attached as Attachment 3 to the report (March 25, 2021) from the Senior Manager, Heritage Planning, Urban Design, City Planning.

FINANCIAL IMPACT

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

DECISION HISTORY

There is no decision history.

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.

<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'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. Council must consult with its municipal heritage committee before a property that has not been designated under Part IV is added or removed from the municipal 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."

<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 3.1.5.2 states that properties of potential cultural heritage value or interest "will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural or scientific value. The contributions of Toronto's diverse cultures will be considered in determining the cultural heritage value of properties on the Heritage Register."

Policy 3.1.5.3 states that heritage properties "will be protected by being designated under the Ontario Heritage Act, and/or included on the Heritage Register". This includes designation under Parts IV or V of the Ontario Heritage Act, as well as listing under Section 27 of the Act.

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. Heritage Impact Assessments (HIA) are 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.

<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>

The Ontario Heritage Toolkit also provides guidance on the listing of non-designated properties on the Heritage Register. The Tool Kit provides direction on the purpose of listing heritage properties, and explains how the Provincial Policy Statement and the Ontario Heritage Act provide a framework for how listed properties fit within the land use planning system.

https://www.mtc.gov.on.ca/en/heritage/heritage_toolkit.shtml

COMMENTS

Identifying properties of cultural heritage value or interest is an essential part of a municipality's role in heritage conservation. Including non-designated properties in the municipal register is a means to identify properties that have cultural heritage value or interest to the community.

Descriptive Listings

Descriptive listings are prepared using a method by which properties are identified and recommended for inclusion on the Heritage Register. This approach to listing provides sufficient information to meet the requirements of Section 27 of the Ontario Heritage Act to list a non-designated property on the Heritage Register and satisfies direction found within the City's Official Plan to make use of Provincial criteria when adding properties to the Register.

A statement has been prepared explaining why the property is believed to have cultural heritage value and which includes a description of the property's design and appearance, its primary address, estimated date of construction, and pertinent historical information. The information provided within the Reasons for Inclusion on the City's Heritage Register will help to specify those features and attributes that may warrant conservation should the property be subject to development and/or further evaluated and determined to merit designation under Part IV of the Ontario Heritage Act.

A location map and photographs (Attachment 1) are attached.

Located on the north side of Birmingham Street, east of Islington Avenue, south of New Toronto Street, and west of Dwight Avenue, the property at 60 Birmingham Street is valued as a representative example of a factory-type building with Art Deco style details, which can be seen in the principal (south) elevation of the 1931 and 1944

manufacturing building fronting Birmingham Street and in the southernmost bay of the side (west) elevation fronting Third Street.

The property at 60 Birmingham Street has historical and associative value for its association with the work of the prolific Toronto architectural firm Mathers & Haldenby, who were engaged as architects from 1931 to the early-1970s. The subject property also has historical and associative value for its association with Campbell Soup Company, Limited, of Canada, whose plant at 60 Birmingham Street was responsible for employing several hundred people in New Toronto and the surrounding vicinity. The company also contributed to the Canadian agriculture industry by purchasing all vegetables, meats, poultry, and other farm products from Canadian farmers and all of their packaging material was made in Canada.

Contextually, the subject property supports the historic character of New Toronto, where the area bordered by Birmingham Street to the south, New Toronto Street to the north, Kipling Avenue to the west, and Dwight Avenue to the east, housed various industrial buildings from the 1930s onward. The subject property is physically, functionally, visually, and historically linked to its surroundings, where it occupies the entire block bounded by New Toronto Street to the north, Dwight Avenue to the east, Birmingham Street to the south, and Third Street to the west. This area in Toronto was specifically chosen for the location of the new plant because it was considered to be the one best adaptable for the needs of Campbell Soup Company, Limited, of Canada, as well as because of its proximity to the railway.

The property at 60 Birmingham Street is a landmark in the industrial neighbourhood of New Toronto.

Following research and evaluation according to Regulation 9/06, it has been determined that the property at 60 Birmingham Street has design and physical, historical and associative, and contextual value and is a local landmark.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1 - Location Map and Photographs
Attachment 2 - List of Research Sources
Attachment 3 - Listing Statement (Reasons for Inclusion) – 60 Birmingham Street

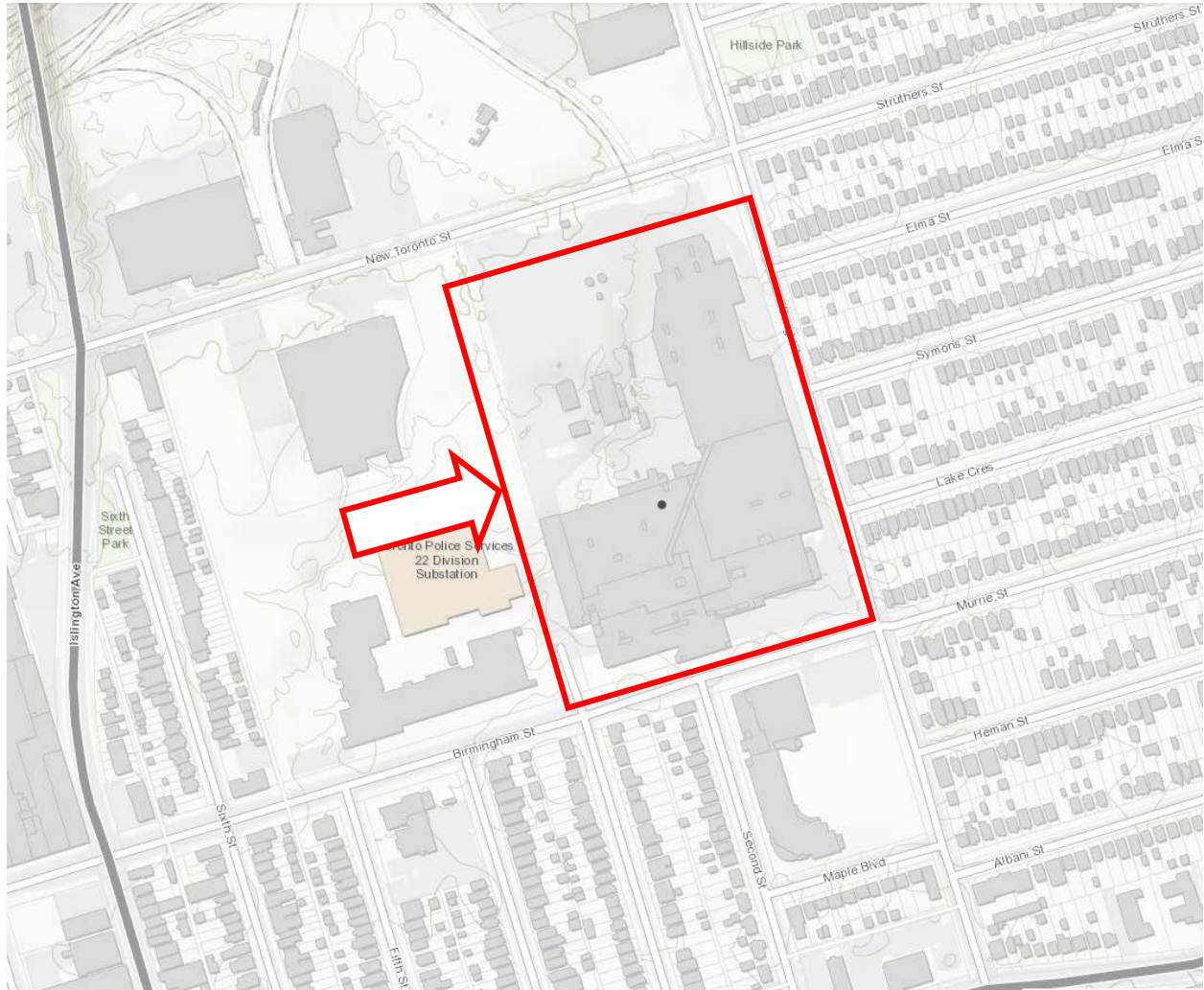


Figure 1. This location map is for information purposes only; the exact boundaries of the properties are not shown. The arrow marks the location of the sites.

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET



Figure 2. Aerial view of 60 Birmingham Street with the principal (south) elevation of the property in the foreground ([Source](#))

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET

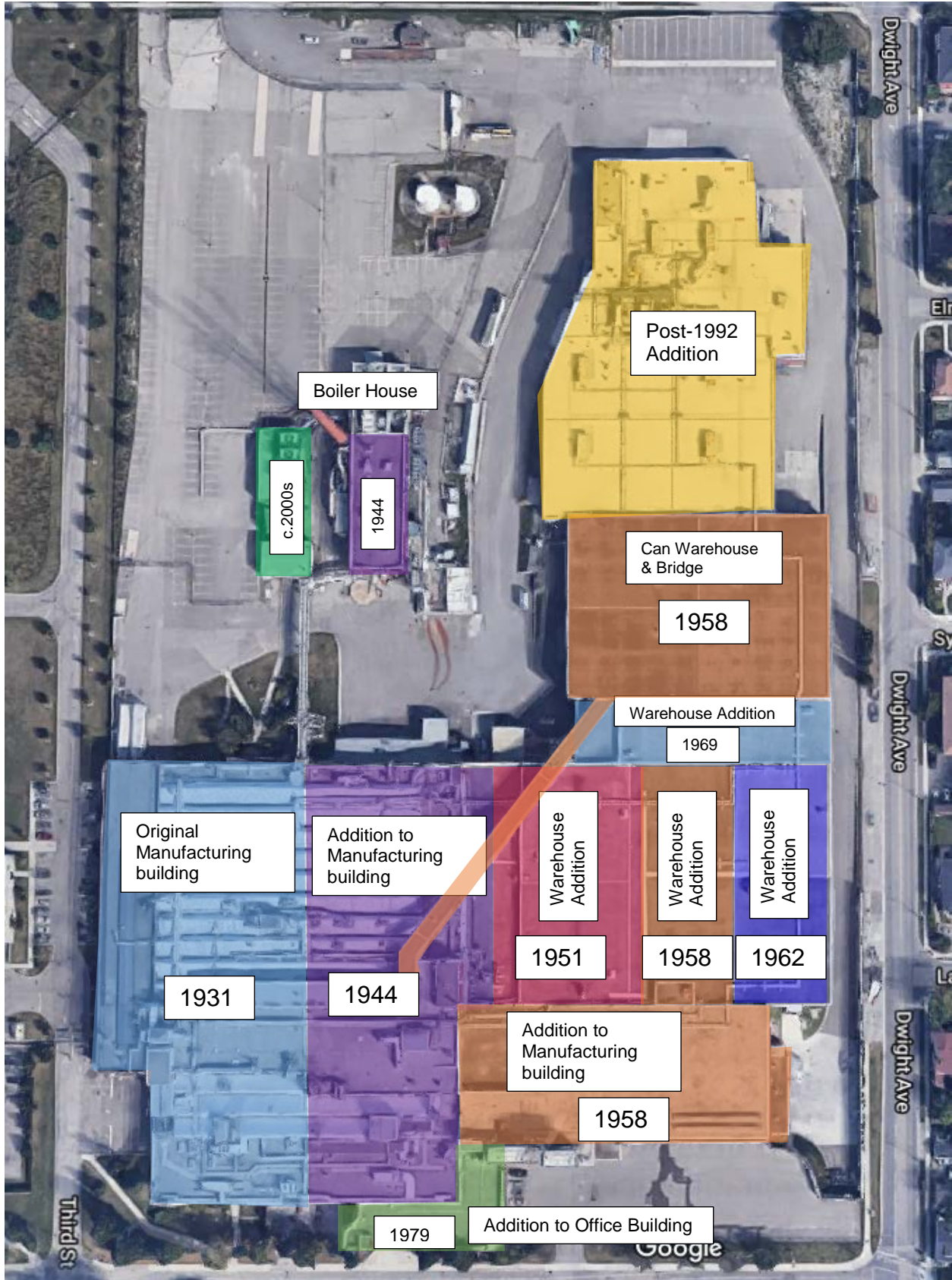


Figure 3. Aerial view annotated to show the various phases of construction

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET

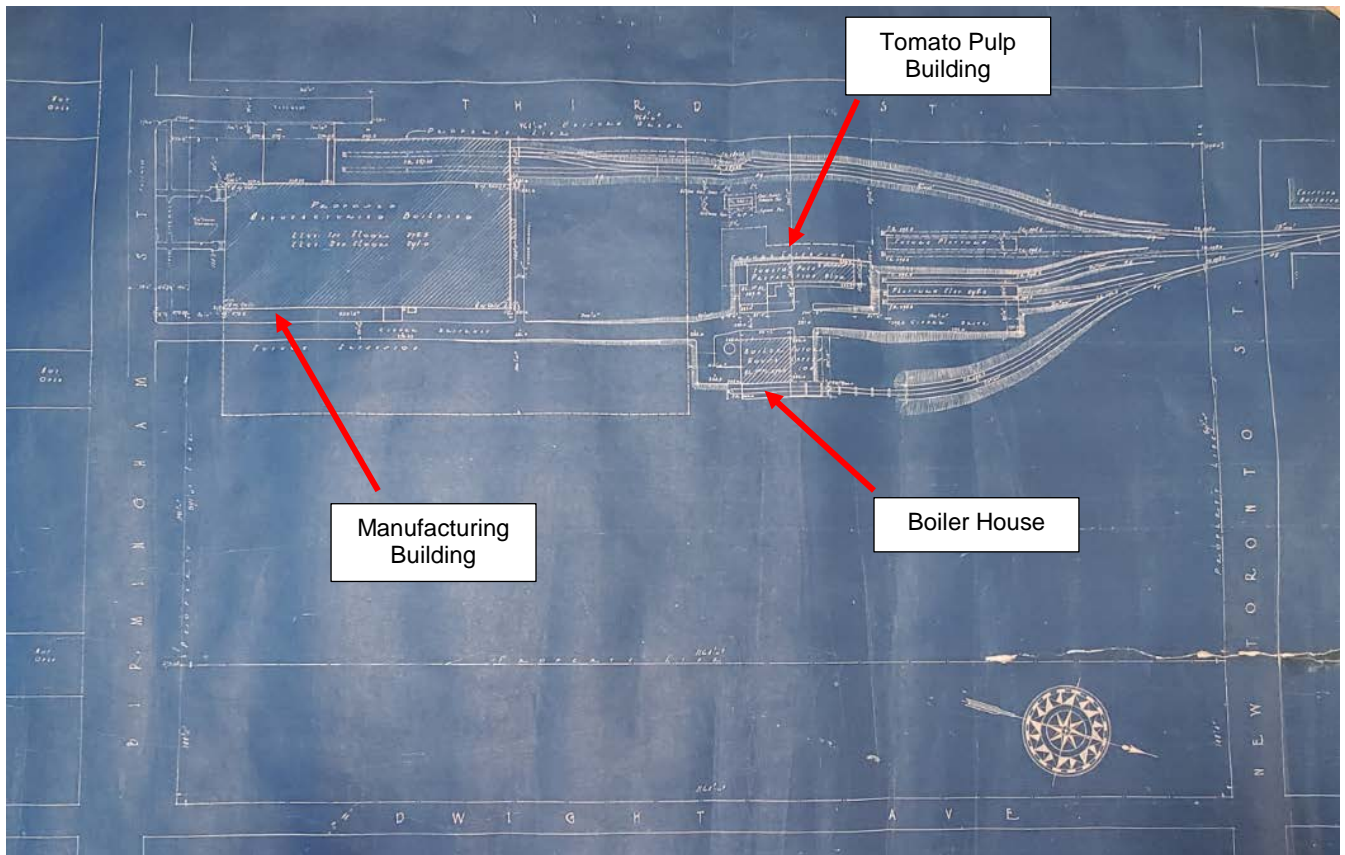


Figure 4. Site plan annotated to show the location of the manufacturing building, boiler house, and tomato pulp building, Mathers & Haldenby, 3 March 1931 (Courtesy of the Archives of Ontario)

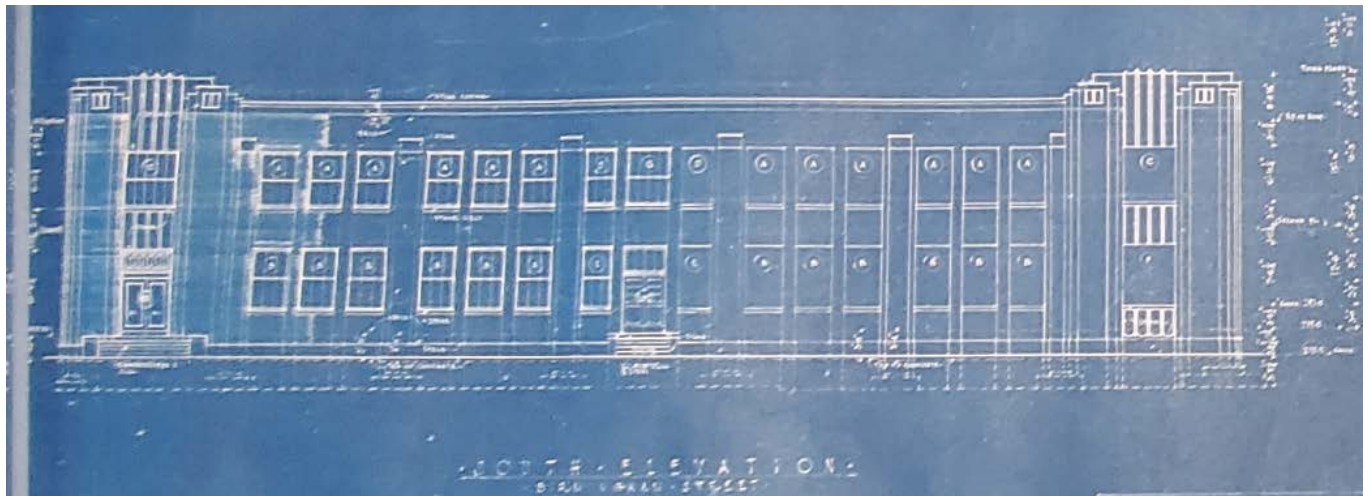


Figure 5. Plan of the principal (south) elevation of the manufacturing building, Mathers & Haldenby, 3 March 1931 (Courtesy of the Archives of Ontario)

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET

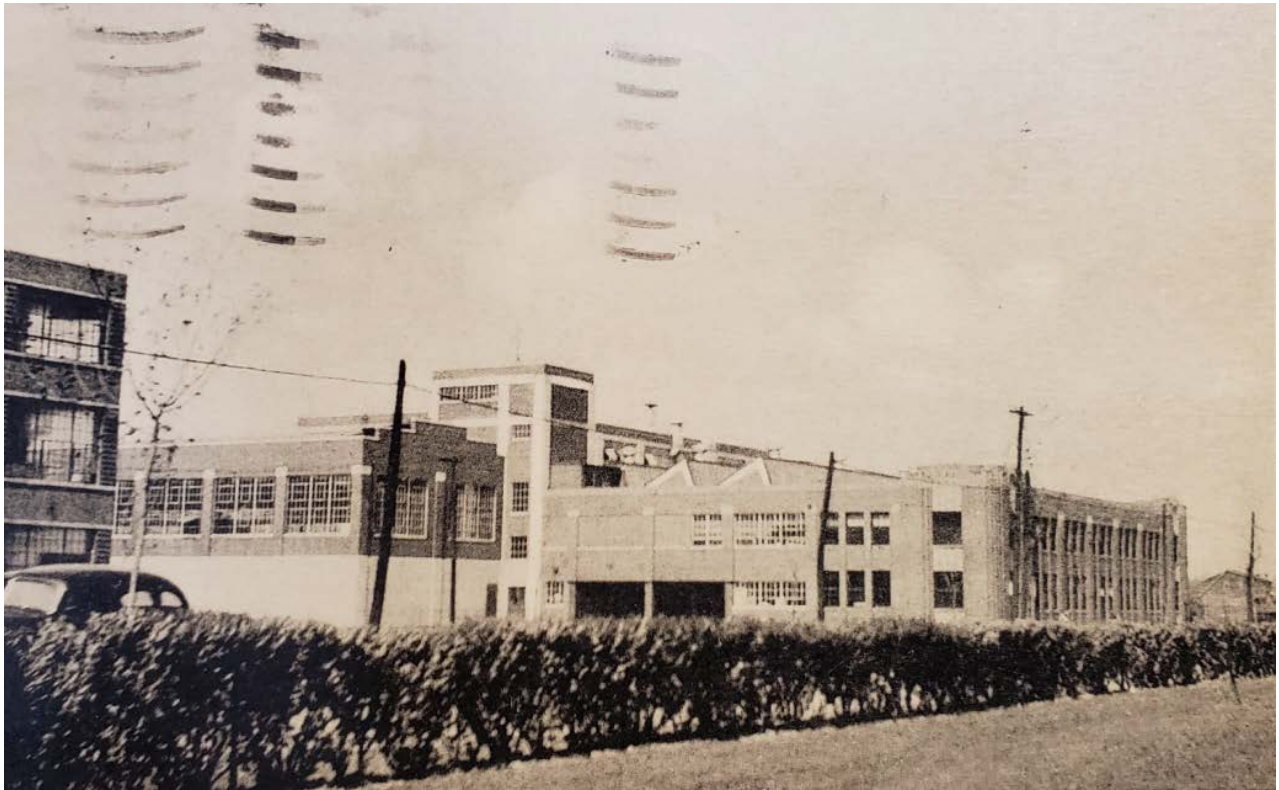


Figure 6. Image of the southwest corner of the original manufacturing building (c.1941)
(Courtesy of the City of Toronto Archives)



Figure 7. Promotional item illustrating the original 1931 manufacturing building
(Courtesy of the City of Toronto Archives)

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET



Figure 8. Principal (south) elevation of the original manufacturing building (ERA, 2018)



Figure 9. Partial view of the western portion of the principal (south) elevation (ERA, 2018)

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET



Figure 10. Southwest view (left) and the first southernmost bay of the west (side) elevation fronting Third Street (ERA, 2018)

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET

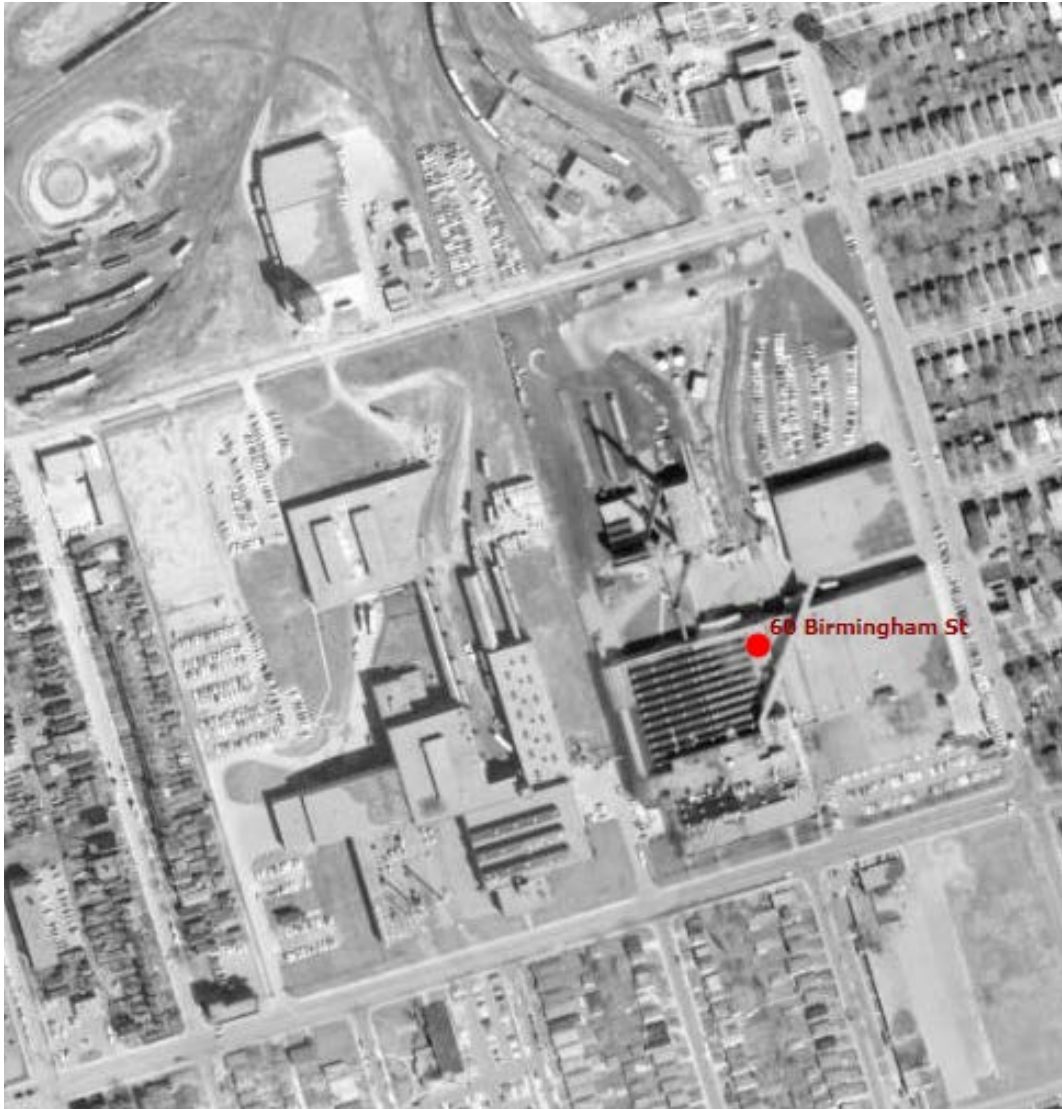


Figure 11. Aerial view showing the expansions made to the site to the east (1965)

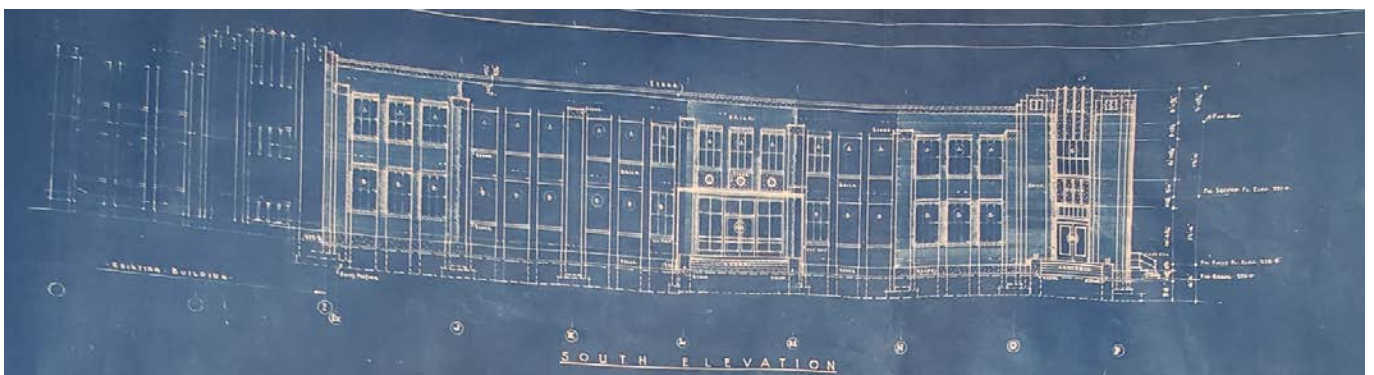


Figure 12. Plan of the principal (south) elevation of the addition to the manufacturing building, Mathers & Haldenby, 1944 (Courtesy of the Archives of Ontario)

LOCATION MAP AND PHOTOGRAPHS: 60 BIRMINGHAM STREET



Figure 13. Image of the principal (south) elevation of the 1931 and 1944 manufacturing building (1951) (Courtesy of the City of Toronto Archives)

Archival Sources

- Archives of Ontario
- City of Toronto Building Records
- Goad's Atlas Maps, 1884-1923
- City of Toronto Archives
- City of Toronto Directories
- City of Toronto Aerial Photographs

Secondary Sources

- Blumenson, John, *Ontario Architecture: A Guide to Styles and Building Terms 1784 to the Present* (Canada: Fitzhenry & Whiteside, 1990).
- "Board Approves Siding for New Soup Factory," *The Globe and Mail* (9 January 1931), p.12.
- ERA Architects Inc., "60 Birmingham Street: Heritage Impact Assessment," (11 May 2020).
- Hill, Robert, *Biographical Dictionary of Architects in Canada 1800-1950*, <http://www.dictionaryofarchitectsincanada.org/>
- "Huge New Industry for Canada: Campbell Company Picks New Toronto as Site for Plant," *The Globe and Mail* (2 December 1930), p.1.
- "Large Influx Seen of Foreign Labor to New Toronto: Reeve Declares Survey Will Be Made and Vagrancy Charged," *The Globe and Mail* (17 July 1931), p.11.
- "New Toronto Soup Firm Upholds Its Labor Policy," *The Globe and Mail* (20 October 1931), p.12.

DESCRIPTION:

60 BIRMINGHAM STREET	
ADDRESS	60 Birmingham Street
WARD	Etobicoke-Lakeshore – Ward 3
LEGAL DESCRIPTION	Plan 2690 BLKS C & S RP 64R13928 Part 1
NEIGHBOURHOOD/COMMUNITY	New Toronto
HISTORICAL NAME	Campbell Soup Company, Limited, of Canada Plant
CONSTRUCTION DATE	1931-c.2000s
ARCHITECT/BUILDER/DESIGNER	Mathers & Haldenby; Dunlop Farrow Aiken

60 Birmingham Street - Reasons for Inclusion on the City's Heritage Register:

Located on the north side of Birmingham Street, east of Islington Avenue, south of New Toronto Street, and west of Dwight Avenue, the property at 60 Birmingham Street is valued as a representative example of a factory-type building with Art Deco style details, which can be seen in the principal (south) elevation of the 1931 and 1944 manufacturing building fronting Birmingham Street and in the southernmost bay of the side (west) elevation fronting Third Street.

The Art Deco style was popularized in Ontario from the mid-1920s to the mid-twentieth century, and various commercial, institutional, industrial, and residential buildings throughout Toronto are ornamented with Art Deco style details. The Art Deco style is noted primarily for decorative ornament on buildings exhibiting Modern influences. At 60 Birmingham Street, Art Deco style details can be seen in the long, rectangular form and massing and two-storey scale, the materials, including brick and stone, the pilasters terminated by chamfered stone details that are marking the bay divisions and are rising to the height of the second-storey windows, the stone skirting that runs throughout the base, and the stone cornice. Also characteristic of the Art Deco style are the rhythmic arrangement of the flat-headed windows with stone sills and the stylized towers at the southwest corner and in the centre of the principal (south) elevation, which contain stepped profiles with strong vertical accents, fluted stone detailing, and ornamental parapets that are terminated by stylized finials.

The property at 60 Birmingham Street has historical and associative value for its association with the work of the prolific Toronto architectural firm Mathers & Haldenby, who were engaged as architects from 1931 to the early-1970s. 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. Mathers and Haldenby received several high-profile commissions, and as a result of the firm's ability to adjust to changing architectural tastes and embrace new technologies, they went on to receive several commissions linked to the Modern Movement in architecture.

The subject property also has historical and associative value for its association with Campbell Soup Company, Limited, of Canada, who operated their plant at 60 Birmingham Street for over 80-years. The plant was responsible for employing several hundred people in New Toronto and the surrounding vicinity. The company also contributed to the Canadian agriculture industry by purchasing all vegetables, meats, poultry, and other farm products from Canadian farmers and all of their packaging material was made in Canada.

Contextually, the subject property supports the historic character of New Toronto, where the area bordered by Birmingham Street to the south, New Toronto Street to the north, Kipling Avenue to the west, and Dwight Avenue to the east, housed various industrial buildings from the 1930s onward. The subject property is physically, functionally, visually, and historically linked to its surroundings, where it occupies the entire block bounded by New Toronto Street to the north, Dwight Avenue to the east, Birmingham Street to the south, and Third Street to the west. This area in Toronto was specifically chosen for the location of the new plant because it was considered to be the one best adaptable for the needs of Campbell Soup Company, Limited, of Canada. It also afforded them access to the railway for the transportation of goods through a branch line that was located at the north end of the property.

The property at 60 Birmingham Street is a landmark in the industrial neighbourhood of New Toronto. Located at the corner of Birmingham Street and Dwight Avenue for nearly 100-years, the property is meaningful to the community in that Campbell Soup Company, Limited, of Canada, continuously provided employment to over 100 persons in New Toronto and the surrounding area as part of their agreement with the municipality. According to *The Globe and Mail* in October 1931, of the 200 employees, 144 were from New Toronto, 41 from Mimico, 10 from Long Branch, and the remaining 33 from Humber Bay, Etobicoke, Port Credit, Swansea and Toronto.

Heritage Attributes

Design and Physical Value

Attributes that contribute to the value of the original 1931 and 1944 manufacturing building at 60 Birmingham Street as a representative example of a factory-type building with Art Deco style details:

- The long, rectangular form and massing and the two-storey scale
- The materials, including red brick with stone details
- The pilasters, which mark the division of bays and rise to the height of the second-storey windows and are terminated by chamfered stone details

- The flat-headed windows with stone sills that appear in groups of six, three in the first-storey and three in the second-storey, excluding in the third bay from the side (west) which has been outfitted with a doorway
- The flat-headed windows with stone sills that appear in the corner and central towers in groups of two, one in the first-storey and one in the second-storey
- The stone skirting that runs throughout the base
- The stone cornice that runs throughout and abuts the southwest corner and central towers
- The stylized towers at the southwest corner and in the centre of the principal (south) elevation, which contain stepped profiles with strong vertical accents, fluted stone detailing, and ornamental parapets that are terminated by stylized finials

Contextual Value

Attributes that contribute to the value of the property at 60 Birmingham Street as supporting the historic character of New Toronto and being physically, functionally, visually, and historically linked to its surroundings:

- The setback, placement, and orientation of the building on Birmingham Street where it occupies the entire block bounded by New Toronto Street to the north, Dwight Avenue to the east, Third Street to the west, and Birmingham Street to the south