

14 Duncan Street – Notice of Intention to Designate a Property under Part IV, Section 29 of the Ontario Heritage Act

Date: January 31, 2022

To: Toronto Preservation Board

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

Wards: Spadina-Fort York - 10

SUMMARY

This report recommends that City Council state its intention to designate the property at 14 Duncan Street (including entrance addresses at 180, 184, and 188 Pearl Street) under Part IV, Section 29 of the Ontario Heritage Act.

The property at 14 Duncan Street is situated on the northwest corner of Duncan and Pearl streets in the King-Spadina neighbourhood. It contains the Telfer Paper Box Building, a three-storey structure on a raised basement that was constructed in 1902 by the Telfer Manufacturing Company according to the designs of the well-known Toronto architects Gregg and Gregg. The property is fashioned in the Edwardian Classical style. Occupied for 60 years by the Telfer Paper Box Company, the facility was expanded in 1906 by Wickson and Gregg and again in 1925, when a westward extension was added as was a fourth-storey to this wing. The property was modified at the end of the 20th century when it was converted for commercial uses and continues to contribute to the distinctive heritage character of the King-Spadina neighbourhood, which is grounded in its early-mid 20th-century transformation as the city's primary manufacturing hub and its fashion district identity.

The property at 14 Duncan Street was included on the City of Toronto's Heritage Register on March 9, 2017 and was identified as a contributing property within the proposed King-Spadina Heritage Conservation District, adopted by City Council in 2017 and currently under appeal.

Following research and evaluation under Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation, staff have determined that the property at 14 Duncan Street merits designation under Part IV, Section 29 of the Ontario Heritage Act for its design and physical, historical and associative, and contextual values.

The property is currently the subject of a Zoning By-law amendment application to permit a mixed-use development on the site that proposes to conserve the Telfer Paper Box Building.

In June 2019, the More Homes, More Choice Act, 2019 (Bill 108) received Royal Assent. Schedule 11 of this Act included amendments to the Ontario Heritage Act. The Bill 108 Amendments to the Ontario Heritage Act came into force on July 1, 2021, which included a shift in Part IV designations related to certain Planning Act applications. Section 29(1.2) of the Ontario Heritage Act now restricts City Council's ability to give notice of its intention to designate a property under the Act to within 90 days after the City Clerk gives notice of a complete application.

The application currently under review was deemed complete prior to the amended legislation coming into force.

A Heritage Impact Assessment (HIA) is required for all development applications that affect listed and designated properties and will be considered when determining how a heritage property is to be conserved. Designation also enables City Council to review proposed alterations or demolitions to the property and enforce heritage property standards and maintenance.

RECOMMENDATIONS

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

1. City Council state its intention to designate the property at 14 Duncan Street (including entrance addresses at 180, 184, and 188 Pearl Street) under Part IV, Section 29 of the Ontario Heritage Act in accordance with the Statement of Significance: 14 Duncan Street (Reasons for Designation) attached as Attachment 3 to the report, January 31, 2022, from the Senior Manager, Heritage Planning, Urban Design, City Planning.
2. If there are no objections to the designation, 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.

FINANCIAL IMPACT

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

DECISION HISTORY

The property at 14 Duncan Street was included on the City of Toronto's Heritage Register on March 9, 2017.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE22.16>

On October 2, 2017, City Council adopted Item TE26.14, and in accordance with Section 41 of the Ontario Heritage Act, designated under by-law 1111-2017 amended by by-law 1241-2017, the King-Spadina Heritage Conservation District (HCD) and King-Spadina Heritage Conservation District Plan under Part V of the Ontario Heritage Act. The boundaries of the HCD include the subject property.

This plan is not currently in force and effect as it is the subject of appeal(s) to the Ontario Land Tribunal (OLT), previously known as the Local Planning Appeal Tribunal (LPAT).

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE26.14>

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 the 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. 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>

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. A property may be designated under section 29 of the Act if it meets one or more of the provincial criteria for determining whether it is of cultural heritage value or interest.

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

The Ontario Heritage Toolkit provides guidance on designating properties of municipal significance, including direction on the purpose of designating heritage properties and information about how the Provincial Policy Statement and the Ontario Heritage Act provide a framework for the conservation of heritage properties within the land use planning system. In June 2019, the More Homes, More Choice Act, 2019 (Bill 108) received Royal Assent. Schedule 11 of this Act included amendments to the Ontario Heritage Act (OHA). The Bill 108 Amendments to the OHA came into force on July 1, 2021, which included, amongst other matters, amendments to the listing and designation processes. Guidance from the Province related to the implementation of Bill 108 Amendments is forthcoming.

[Ontario Heritage Tool Kit \(gov.on.ca\)](https://www.ontario.ca/gov/ontario-heritage-toolkit)

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>

COMMENTS

The property is currently the subject of a Zoning By-law amendment application to permit a mixed-use development on the site.

The Telfer Paper Box Company building located on the property at 14 Duncan Street has cultural heritage value as an early-20th century factory building with Edwardian Classical styling designed by the Toronto architectural firm of Gregg and Gregg with a complementary west addition (1906) by architects Wickson and Gregg. As part of an important collection of former factories and warehouses that were constructed in the early-20th century in similar architectural styles, the subject property supports the historic character of the King-Spadina neighbourhood. The property at 14 Duncan Street is also physically, functionally, visually and historically linked to its setting. While the Telfer Paper Box Building was altered in the late-20th century, it retains its integrity and embodies its cultural heritage values and attributes.

14 Duncan Street (Telfer Paper Box Company Building)

Research and Evaluation according to Ontario Regulation 9/06



Northwest corner of Duncan and Pearl streets showing the Telfer Paper Box Building (Heritage Planning, 2022)

1. DESCRIPTION

14 Duncan Street: Telfer Paper Box Building	
ADDRESS	14 Duncan Street

WARD	Spadina- Fort York – 10
LEGAL DESCRIPTION	Plan 216E, Part Block B
NEIGHBOURHOOD/COMMUNITY	King-Spadina
HISTORICAL NAME	Telfer Paper Box Building
CONSTRUCTION DATE	1902
ORIGINAL OWNER	Telfer Manufacturing Company
ORIGINAL USE	Industrial (factory)
CURRENT USE*	Commercial * This does not refer to permitted use(s) as defined by the Zoning By-law
ARCHITECT/BUILDER/DESIGNER	Gregg and Gregg, architects Wickson and Gregg, architects
DESIGN/CONSTRUCTION/MATERIALS	Red brick cladding with brick, stone and wood detailing
ARCHITECTURAL STYLE	Edwardian Classicism
ADDITIONS/ALTERATIONS	See Section 3
CRITERIA	Design and Physical, Historical and Associative, and Contextual
HERITAGE STATUS	Listed
RECORDER	Loryssa Quattrociocchi and Kathryn Anderson (prior to January 2020)
REPORT DATE	January 31, 2022

2. BACKGROUND

This research and evaluation section of the report describes the history, architecture and context of the properties at 14 Duncan Street, 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 they merit designation under Part IV, Section 29 of the Ontario Heritage Act. A property may be designated under Section 29 of the Act if it meets one or more of the provincial criteria for determining whether it is of cultural heritage value or interest. 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 Statements of Significance are contained in Attachment 3.

i. HISTORICAL TIMELINE

Key Date	Historical Event
	The area now known as the City of Toronto is the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples, and is now home to many diverse First Nations, Inuit and Métis peoples. Toronto is covered by Treaty 13 signed with the Mississaugas of the Credit (1805), and the Williams Treaties (1923) signed with multiple Mississaugas and Chippewa bands.

1831	Upper Canada College (UCC) establishes its first campus on King Street West, remaining in this location until 1891.
1902 April	The former UCC lands are subdivided under Plan 223E. The Telfer Manufacturing Company is issued a building permit for a brick factory at the corner of Duncan and Pearl streets, naming Gregg and Gregg as the architects.
1902 May	Frank B. Allan acquires part of Block B under Plan 223E and immediately sells a portion of the allotment to representatives of the Telfer Manufacturing Company.
1902 August	The Telfer Manufacturing Company's building is valued at \$12,000 on the tax assessment rolls and occupied by the Telfer Paper Box Company.
1903	The update to Goad's Atlas shows the factory in place on the northwest corner of Duncan and Pearl streets.
1906 March	A building permit is issued for an addition to the Telfer Paper Box Company's factory, with Wickson and Gregg identified as the architects. The permit is to "erect a 3-storey + basement brick factory."
1906 August	The value of the building rises to \$18,000 in the tax assessment rolls, suggesting the west addition is in place.
1906 December	"The Globe" newspaper describes the Telfer Manufacturing Company's recent extension to the factory at the corner of Duncan and Pearl streets.
1912 October	George E. Shaw and Robert Northey become the sole owners of the property at 14 Duncan Street.
1921 December	Shaw and Northey incorporate the Telfer Paper Box Company, appoint James A. Northey (Robert's son) as general manager, and convey the Duncan Street property to Elizabeth Northey.
1924	The Telfer Paper Box Company is illustrated on the last update to Goad's Atlas.
1925	The Telfer Paper Box Company's complex is extended west on Pearl Street.
1930	The Telfer Paper Box Company acquires the subject property from Elizabeth Northey.
1943	The Underwriters' Survey Bureau Atlas illustrates the Telfer Paper Box Company's complex.
1962	The Telfer Paper Box Company sells the property at 14 Duncan Street to Arthur Caplan, and an application is made to alter the complex for a pillow manufacturing business.
1964	The "Telfer Paper Box Company" is labelled on the update to the Underwriters' Survey Bureau's atlas, although the property is under lease to the R. C. Tobias Company Limited according to land records.
1989	Applications are made to alter the complex, adding the corner entrance at Duncan and Pearl streets.
2012	City Council authorizes the study of the King-Spadina neighbourhood as a potential Heritage Conservation District (HCD) under Part V of the Ontario Heritage Act, with the property at 14 Duncan Street included within the study area boundaries.

2016 October	The draft King-Spadina HCD Plan is released, identifying 14 Duncan Street as a contributing heritage property.
2017 March	14 Duncan Street is Listed on the Heritage Register and was identified as contributing to the King-Spadina Heritage Conservation District, adopted by City Council and currently under appeal.

ii. HISTORICAL BACKGROUND

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

King-Spadina Neighbourhood:

The property at 14 Duncan Street is located in the King-Spadina neighbourhood, which is named for the major crossroads of King Street West and Spadina Avenue (Figures 1 and 2). After the founding of the Town of York (Toronto) in 1793, the area between the townsite and the Humber River was set aside as the Military Reserve where (Old) Fort York guarded the entrance to the harbour. As early as 1797, the rapid growth of the community led to its westward expansion to the boundary of the military lands near Peter Street where the “New Town” welcomed the Third Parliament Buildings and the inaugural campus of Upper Canada College. After the City of Toronto was incorporated in 1834, parts of the Military Reserve were sold and the area was opened for residential development. Toronto’s first steam railways transected the Military Reserve in the mid-1800s, followed by modest industries near the tracks. By the end of the 19th century when Upper Canada College and the provincial legislature were relocated to Deer Park and Queen’s Park, respectively, the large tracts of land they had occupied were developed with factories and warehouses. The Great Fire of 1904, which destroyed Toronto’s manufacturing district adjoining Front and Bay streets, hastened the industrial development of the adjoining King-Spadina neighbourhood. It remained the city’s manufacturing centre until the post-World War II era when many large-scale industries were drawn to the suburbs, leaving buildings vacant or underutilized.

The revitalization of King-Spadina began in the 1960s, when famed entrepreneur Edwin “Honest Ed” Mirvish restored the Royal Alexandra Theatre and converted the neighbouring warehouses to restaurants as the nucleus of the “Entertainment District.” This led to the transformation of other industrial buildings for commercial uses during the 1970s and 1980s. In 1996, the City of Toronto adopted the King-Spadina Secondary Plan, which removed the restrictive industrial zoning and encouraged the adaptive reuse of existing buildings. Today, the regeneration of King-Spadina continues as a sought-after mixed-use community where part of the neighbourhood has been identified and studied as a potential Heritage Conservation District.¹

Telfer Paper Box Building:

The subject property at 14 Duncan Street is located on land originally subdivided for Russell Square, the former Upper Canada College (UCC) campus on King Street West

¹ In 2012, City Council authorized the study of King-Spadina as a potential Heritage Conservation District for Part V designation under the Ontario Heritage Act, and prioritised the HCD Study in 2014.

(Figures 3, 4, and 5). When the boys' school moved to Deer Park in the 1890s, representatives of the University of Toronto (which formed the College's Board of Governors) originally rented out the premises to various businesses before registering a plan of subdivision in 1902. Frank B. Allan, who operated his company in the old college buildings, immediately purchased part of Block B under Plan 216E and sold a portion of this allotment to John Morton Lake, George E. Shaw and Robert Northey. Heading the Telfer Manufacturing Company, the trio acquired a building permit to construct a brick factory on the northwest corner of present-day Duncan and Pearl streets. The architects listed are Gregg and Gregg.

The building was in place by August 1902 and occupied by the Telfer Paper Box Company (Figures 6 and 7). When the west wing was added in 1906, which included a three-storey + a basement brick factory, the company was identified in a "Globe" newspaper article about activity in Toronto factories where "paper box manufacturing is a sort of business barometer, so far as other manufactures are concerned, because when there is a big demand for paper boxes all other factories are going, and going at a good pace (Figures 8 and 9)."² This reflected the use of paper boxes for the packaging, transport and storage of goods following the invention at the close of the 19th century of the first manufactured pre-cut folding paper boxes, including those made from corrugated cardboard. In 1925, a further westward addition on Pearl Street was made to the complex at 14 Duncan Street (Figures 10, 11, and 12). Architectural drawings illustrate that this was when the fourth-storey was added. Diversifying its production with additional packaging materials, the Telfer Paper Box Company remained at 14 Duncan Street until the early 1960s and, following its relocation to Toronto's suburbs, continued as "a leader in the packaging industry for many years."³

The Telfer Paper Box Building was converted to commercial uses in the 1970s and, a decade later, the complex was updated with the introduction of the corner entrance (southeast) on the 1902 building, changes to the fenestration, and the recladding of parts of the west additions. The property at 14 Duncan Street is identified as a contributing heritage property in the draft King-Spadina Heritage Conservation District Plan, which was issued in October 2016.⁴

Gregg and Gregg, Architects:

The Telfer Paper Box Building (1902) was designed by the Toronto architectural firm of Gregg and Gregg, headed by William Rufus Gregg (1851-1930) and his younger brother, Alfred Holden Gregg (1868-1945). The elder Gregg studied in Boston with H. H. Richardson, "the acknowledged leading architect in the United States at that time," before opening a solo practice in Toronto in 1893.⁵ A. H. Gregg joined his brother's firm as an articling student and became his partner in 1896.⁶ Gregg and Gregg accepted commissions for a range of projects, including industrial buildings in the King-Spadina neighbourhood. The latter included the Eclipse Whitewear Building (1903) at King Street

² *The Globe*, December 8, 1906, 6.

³ *Globe and Mail*, May 31, 1971, B3.

⁴ https://hcdtoronto.files.wordpress.com/2016/10/161025_ks-hcd-plan-draft1.pdf

⁵ RAIC Journal, December 1936, 18.

⁶ Archival records indicate that A. H. Gregg undertook additional architectural training in the United States and, while a partner in Gregg and Gregg, oversaw the firm's branch office in Ottawa.

West and John Street, as well as several projects on or adjoining Duncan Street where the Canada Printing Ink Building (1903) at 15 Duncan Street and the White Swan Mills Building (1903) at 156 and 158 Pearl Street are recognized on the City of Toronto's Heritage Register. Gregg and Gregg dissolved their partnership in 1904 when W. R. Gregg resumed his solo career and A. H. Gregg joined architect A. Frank Wickson in a practice that was continued by the successor firm of Wickson, Gregg and Blackwell. Wickson and Gregg's extensive portfolio involved commissions in King-Spadina, including the E. W. Gillett Factory (1907) at King Street West and Duncan Street (a designated heritage property), the Fleming Atwell Printing Company (1906) at Duncan and Pearl streets, and the west wing of the Telfer Paper Box Building (1906).

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 Telfer Paper Box Building was designed with features of Edwardian Classicism, the most popular style for a range of architectural types after 1900 (Figure 22). Identified by its sombre brick surfaces with stone detailing, the symmetrical placement of the door and window openings, and the application of classically-inspired decorative elements, the style is apparent on the Telfer Paper Box Building, including in the 1902 factory and the 1906 addition, in the arcade of round arches, the round, flat and segmental-arched window openings, cast stone window sills, and keystones. In the late-20th century, the alterations to the complex reflected the Post-Modern style popular in this era with the exaggerated scale of the vertical entrances (east and south) and the metal cornice.

The Telfer Paper Box Building (1902) rises three stories with a basement on a rectangular-shaped plan that is covered by a flat roof. Clad with red brick, the structure is trimmed with brick, stone and glass. The principal (east) elevation is organized into five bays by the round-arched arcade (Figure 23). Located in the centre, the main entrance was altered with its placement at the base of a three-storey glazed bay. At the left (south) end of this elevation, the opening was cut back for a corner entrance as part of the 1989-90 alterations (the cornice marking the corner entrance also dates to this period). In the upper floor, the window openings have been altered, with the original paired openings replaced by oversized single openings. On the side (south) elevation facing Pearl Street, the right (east) bay is cut back for the corner entrance (Figure 24). In the remainder of the first (ground) floor, the window openings were lowered as part of the conversion of the building from industrial to commercial use, while the upper stories contain the original flat-headed window openings with cast stone sills (Figure 25). The side (north) elevation is viewed from Duncan Street and displays flat-headed openings and a round-arched arcade (Figure 26). The rear (west) wall of the 1902 building adjoins the 1906 wing, which complements it in its scale, the red brick cladding, and the round-arched arcade with the flat-headed openings above the first floor. The fourth-floor addition to this wing dates to 1925, along with the westward extension, with both sections reclad as part of the late-20th-century updates to the complex (Figure 27).

iv. CONTEXT

The following section provides contextual information and analysis related to the property which is the basis for determining 'Contextual Value' according to O. Reg. 9/06 Criteria.

The Telfer Paper Box Building anchors the northwest corner of Duncan and Pearl streets. Directly north at the southwest corner of Adelaide Street West, the property at 18-22 Duncan Street contains part of a Boarding House (c.1833) associated with Upper Canada College that was converted to industrial uses in the early-20th century. The latter property is recognized on the City of Toronto's Heritage Register, along with the neighbouring Canada Printing Ink Building (1903) at 15 Duncan Street (Figure 28), the Southam Press Company Building (1910) at 19 Duncan Street (Figure 29), and the White Swan Mills Building (1903) at 156 and 158 Pearl Street (Figure 30). Directly south of the subject property on King Street West between Simcoe Street (east) and John Street (west), the collection of early-20th century warehouses is designated under Part IV, Section 29 of the Ontario Heritage Act.⁷

In the surrounding King-Spadina neighbourhood, numerous industrial and commercial buildings are included on the City of Toronto's Heritage Register, and others have been identified as contributing heritage properties in the King-Spadina Heritage Conservation District Plan [2017]. In the potential HCD, the view north of King Street West to Richmond Street West with the industrial buildings on the east and west sides of Duncan Street is identified as one of the vistas supporting the cultural heritage value of the area, and includes the property at 14 Duncan Street.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's Heritage Register. There are three categories for a total of nine criteria under O. Reg 9/06. A property may be designated under Section 29 of the Act if it meets one or more of the provincial criteria for determining whether it is of cultural heritage value or interest.

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

DESIGN OR PHYSICAL VALUE

Design or Physical Value	
i. rare, unique, representative or early example of a style, type, expression, material or construction method	✓

⁷ The block also contains the Royal Alexander Theatre (1907) at 260 King and the Princess of Wales Theatre (1993) at 300 King, which are also designated under Part IV, Section 29 of the Ontario Heritage Act.

⁸ https://hcdtoronto.files.wordpress.com/2016/10/161025_ks-hcd-plan-draft1.pdf, 35.

ii. displays high degree of craftsmanship or artistic merit	N/A
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 Telfer Paper Box Building is valued for its design and physical value as a representative example of an early, 20th-century factory building in the King-Spadina neighbourhood with Edwardian Classical detailing. The three-storey scale above a raised basement, rectangular form and massing, brick cladding, and flat roofline are characteristic of this building type. The Edwardian Classical style is the most popular style for a range of architectural types in the pre-World War I era, including industrial edifices. Elements of the style are seen in the principal (east) elevation in the symmetrical arrangement of the openings beneath the round-arched arcades with keystones, the segmental-arched openings in the first-storey, and in the side (south) elevation in one-bay round-arched arcade (the window openings have been enlarged) and the flat-headed openings with cast stone sills. The style can further be seen in the side (south) elevation of the 1906 westward addition in the symmetrical arrangement of the openings beneath the round-arched arcades, the round-arched window opening in the third-storey, the segmental-arched openings in the first- and second-storeys, and the cast stone sills in the second- and third-storeys. The style is also carried through to the side (north) elevation, which is viewed from Duncan Street, and displays flat-headed and a round-arched arcade. Following its conversion for commercial uses, the building was updated with the oversized cornice and vertical entrance bays in the principal (east) and side (south) elevations identified with late 20th-century Post-Modernism.

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	✓
ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture	✓
iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	✓

Direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community and yields, or has the potential to yield, information that contributes to an understanding of a community or culture

The cultural heritage value of the property at 14 Duncan Street is also through its contribution to the development, evolution and regeneration of the King-Spadina neighbourhood in the 20th century. When the area changed from an institutional enclave adjoined by residential subdivisions to Toronto's new manufacturing district after the Great Fire of 1904, the Telfer Paper Box Building was one of the first structures completed on the former Upper Canada College lands after the campus was redeveloped for industrial uses. Beginning in the post-World War II era, King-Spadina declined with the relocation of many industries to Toronto's suburbs. The restoration of

the Royal Alexandra Theatre by entrepreneur Edwin "Honest Ed" Mirvish in the 1960s and his conversion of the neighbouring early-20th century warehouses to restaurants began the revival of the area. In the 1980s, the property at 14 Duncan was converted from industrial to commercial uses as part of the ongoing regeneration of King-Spadina.

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

The property at 14 Duncan Street is valued for its association with the Toronto architectural firm of Gregg and Gregg, which received the commission prior to the dissolution of the partnership. While W. R. (William Rufus) Gregg and his younger brother, A. H. (Alfred Holden) Gregg practiced alone and with other partners during their careers, for the period between 1893 and 1904 when they worked together, the pair is credited with several factories in the King-Spadina neighbourhood. This includes surviving examples near the intersection of King and Pearl streets where the subject property is found. Gregg, in partnership with A. Frank Wickson, completed the complementary west wing (1906) of the Telfer Paper Box Building.

CONTEXTUAL VALUE

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

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

With its three-storey scale above a raised basement, rectangular form and massing, red brick cladding with brick, stone and wood detailing, and flat roofline, the value of the property at 14 Duncan Street is through its support for the historical character of the King-Spadina neighbourhood where it is part of an important collection of former factories and warehouses that were constructed in the early-20th century in similar architectural styles that changed the area from its origins as an institutional and residential district to Toronto's new manufacturing centre following the Great Fire of 1904.

Physically, functionally, visually or historically linked to its surroundings

Through its placement, setback, and orientation at the northwest corner of Duncan and Pearl streets, the Telfer Paper Box Company Building is physically, functionally, visually and historically linked to its setting where, with the heritage properties containing the Canada Printing Ink Building (1903) at 15 Duncan Street, the White Swan Mills Building (1903) at 156 and 158 Pearl Street, and the Southam Press Building (1908) at 19 Duncan Street, it contributes to the enclave of industrial buildings on and adjoining Duncan Street, north of King Street West.

CONCLUSION

Staff have completed the Research and Evaluation Report for the property at 14 Duncan Street 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 and that it is a significant built heritage resource.

The Telfer Paper Box Company building located on the property at 14 Duncan Street has cultural heritage value as an early-20th century factory building with Edwardian Classical styling designed by the Toronto architectural firm of Gregg and Gregg with a complementary west addition (1906) by architects Wickson and Gregg. As part of an important collection of former factories and warehouses that were constructed in the early-20th century in similar architectural styles, the subject property supports the historic character of the King-Spadina neighbourhood. The property at 14 Duncan Street is also physically, functionally, visually and historically linked to its setting. While the Telfer Paper Box Building was altered in the late-20th century, it retains its integrity and embodies its cultural heritage values and attributes.

Following research and evaluation under Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation, staff have determined that the property at 14 Duncan Street merits designation under Part IV, Section 29 of the Ontario Heritage Act for its design and physical, historical and associative, and contextual values.

CONTACT

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SIGNATURE

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Urban Design, City Planning

ATTACHMENTS

Attachment 1 – Maps and Photographs

Attachment 2 – List of Research Sources

Attachment 3 – Statement of Significance (Reasons for Designation): 14 Duncan Street



Figure 1. Location map showing the subject property's location at 14 Duncan Street anchoring the northwest corner of Duncan and Pearl streets. This location map is for information purposes only; the exact boundaries of the property is not shown

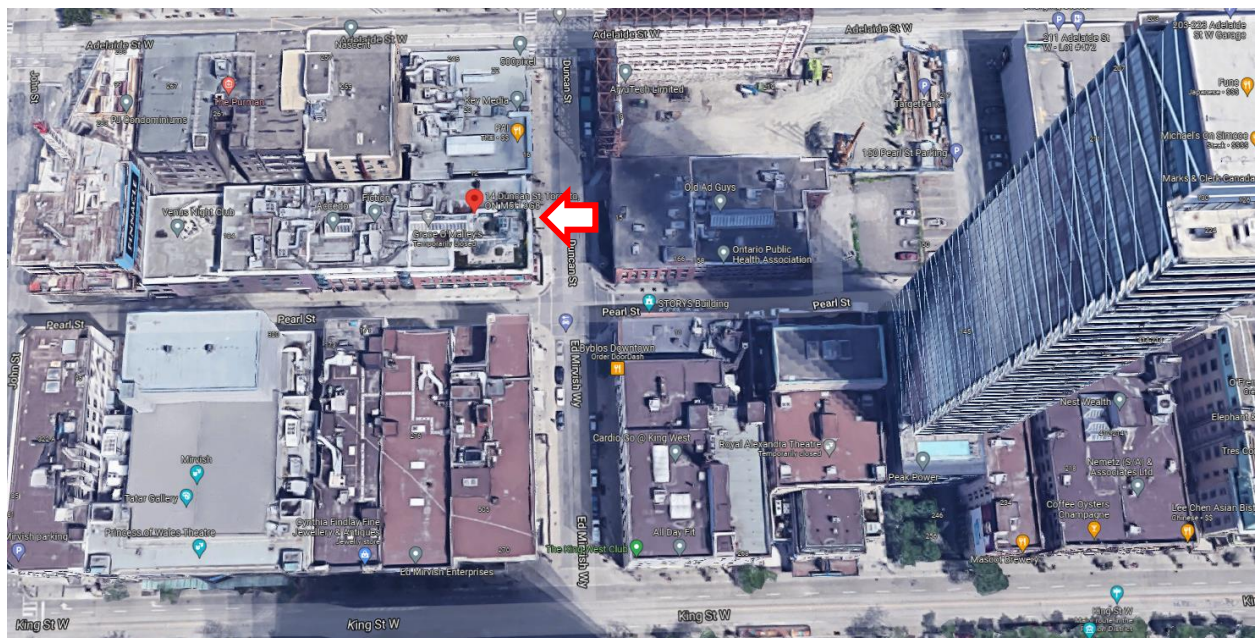


Figure 2. Aerial view of the property at 14 Duncan Street (Google Maps, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

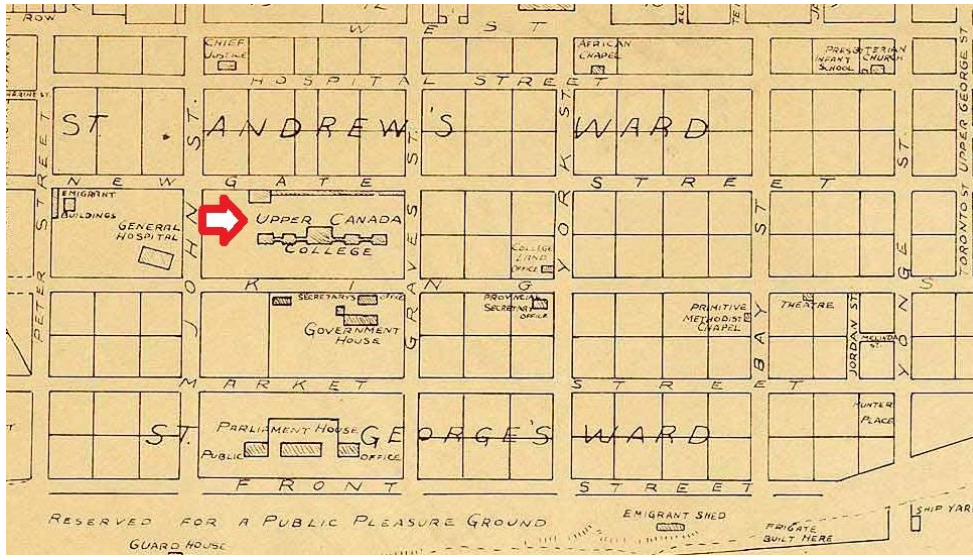


Figure 3. Bonnycastle and Tazewell, Map of the City of Toronto, 1834. At this time the subject property was part of the original campus of Upper Canada College

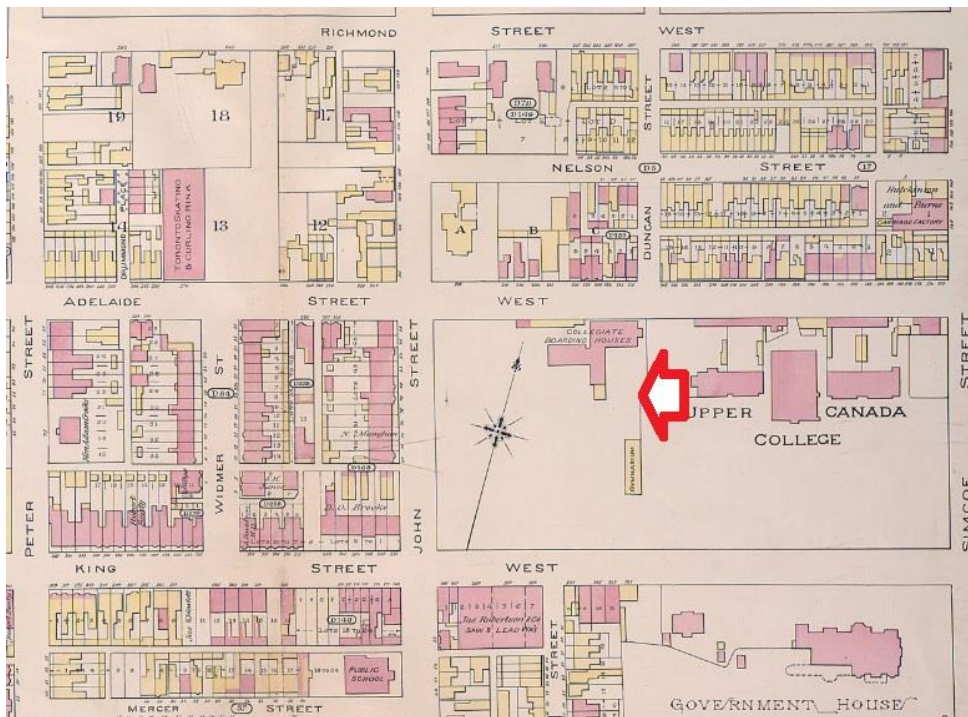


Figure 4. Goad's Atlas, 1884. The first Goad's fire insurance atlas depicting the area shows the buildings on the Upper Canada College campus prior to the institution's relocation to Deer Park in 1891

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 5. Archival photograph of Upper Canada College in 1890, prior to its relocation to Deer Park with one of the boarding houses. Located directly north of the subject property, the boarding house was converted to industrial uses in the early-20th century and listed on the City of Toronto Inventory of Heritage Properties (now known as the Heritage Register) in 1984 (Toronto Public Library, Item 2328, and Toronto Historical Board, 1991)

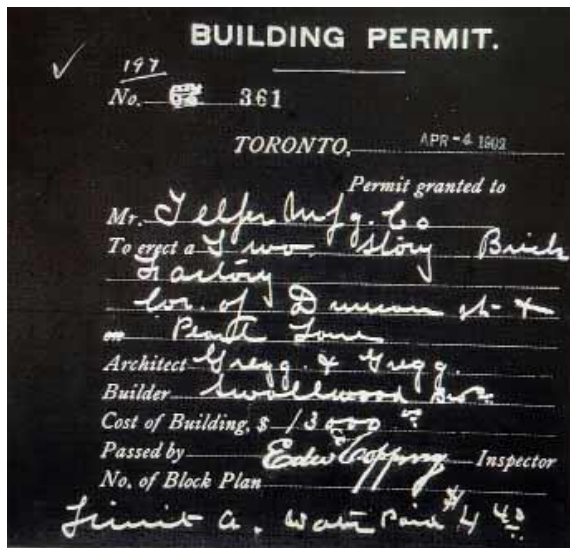


Figure 6. Building Permits in 1902 for the Telfer Paper Box Company's building on northwest corner of Duncan and Pearl streets (City of Toronto Archives)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

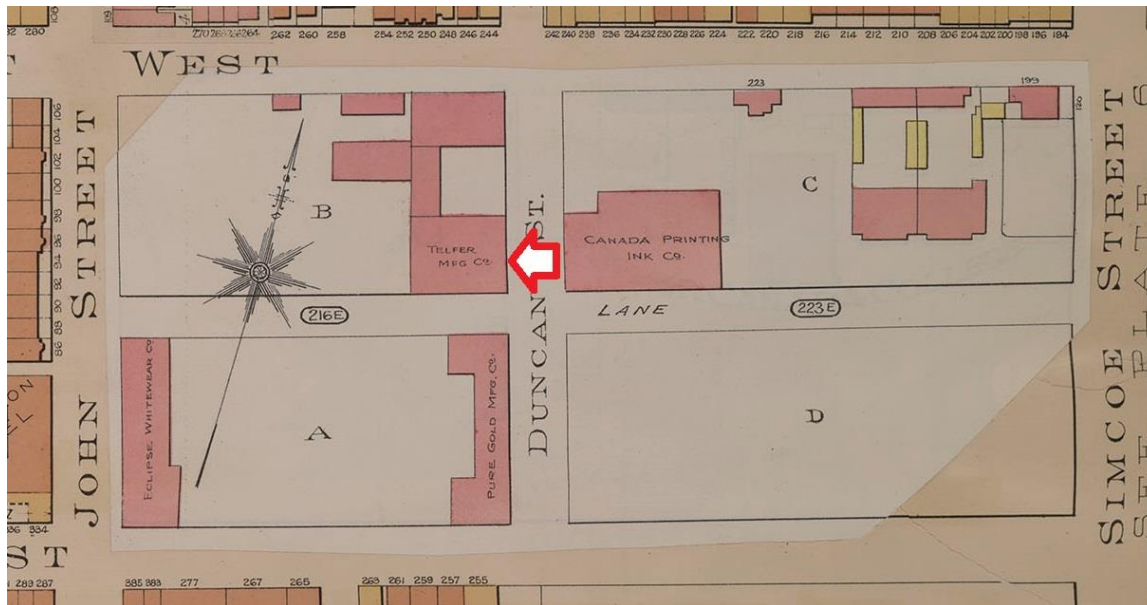


Figure 7. Goad's Atlas, 1903. The update to the fire insurance atlas shows the redevelopment of the former Upper Canada College campus where the subject building at the northwest corner of Duncan Street and the future Pearl Street is labelled "Telfer Manufacturing Company."

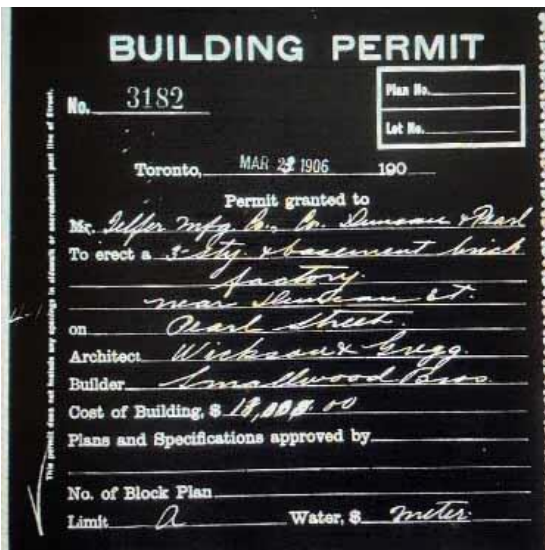
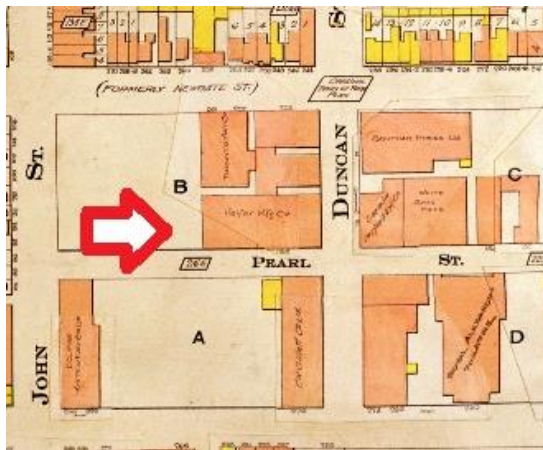
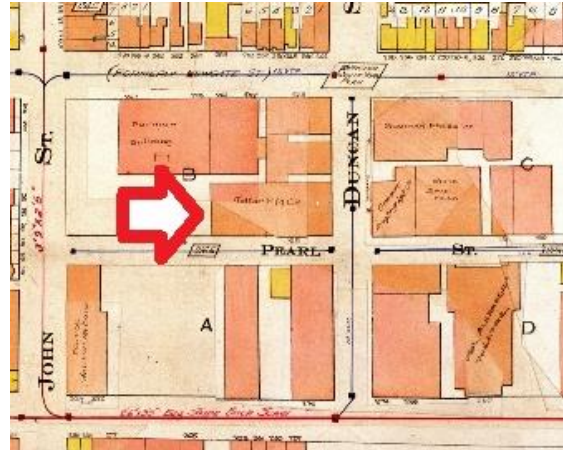


Figure 8. Building Permits in 1906 for the westward extension of the Telfer Paper Box Company's building (City of Toronto Archives)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



1913



1924

Figure 9. Goad's Atlases, Volume 1, 1913 (left) and 1924 (right): showing the subject property with the 1906 west addition and its changing surroundings

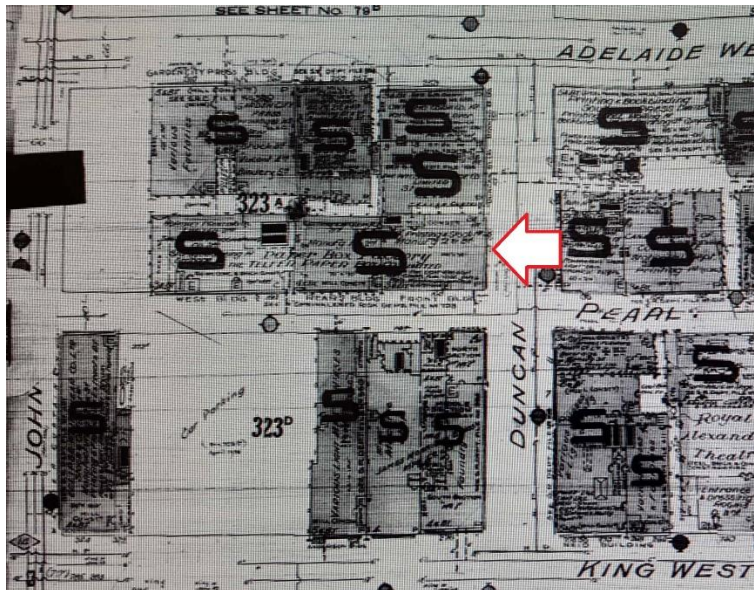


Figure 10. Underwriters' Survey Bureau Atlas, 1921 revised to 1943, showing the further westward extension of the complex with the 1925 addition

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

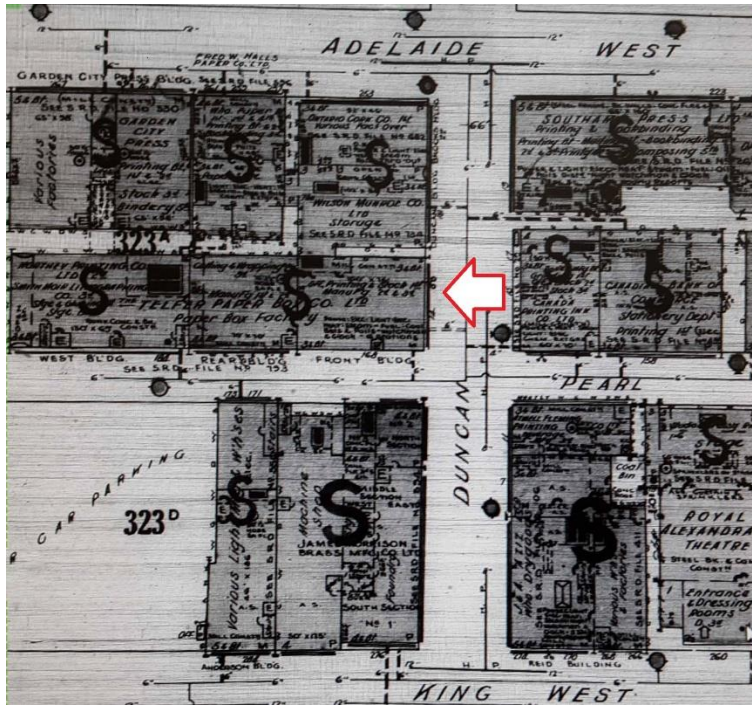


Figure 11. Underwriters' Survey Bureau Atlas, 1954 revised to 1964 (below): showing the further westward extension of the complex with the 1925 addition

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

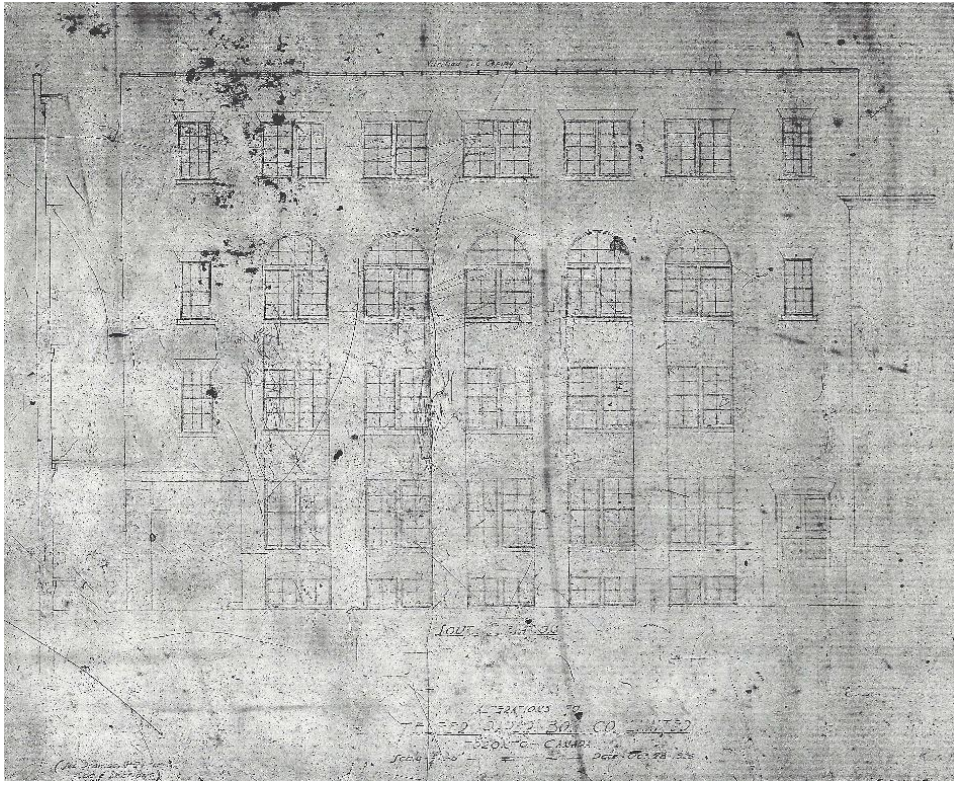


Figure 12. Architectural Drawing of 14 Duncan Street in 1925 showing the south elevation of the complementary westernmost addition to the complex on Pearl Street (City of Toronto Building Records, File #858270)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 13. Archival photograph of 14 Duncan Street in 1973, showing the principal (east) elevation on Duncan Street (City of Toronto Archives, Fonds 2043, Files 79 and 202).



Figure 14. Archival photograph of 14 Duncan Street in 1973, showing the extended south elevation on Pearl Street (below) (City of Toronto Archives, Fonds 2043, Files 79 and 202)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 15. Archival Photograph of 14 Duncan Street in 1973, showing contextual views on Duncan Street from Adelaide Street West. The property is located at the northwest corner of Duncan and Pearl streets and its placement can be understood in a streetscape of early-20th century industrial buildings in the King-Spadina neighbourhood (City of Toronto Archives, Fonds 2043, File 79).

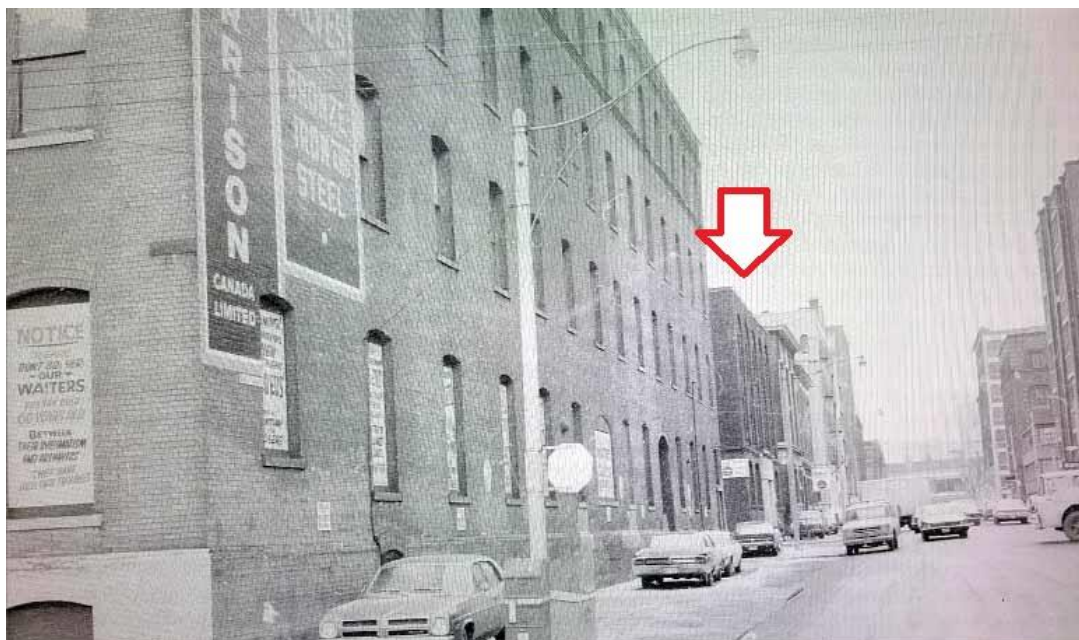


Figure 15. Archival Photograph of 14 Duncan Street in 1973, showing contextual views on Duncan Street from King Street West of the property at the northwest corner of Duncan and Pearl streets (City of Toronto Archives, Fonds 2043, File 79)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

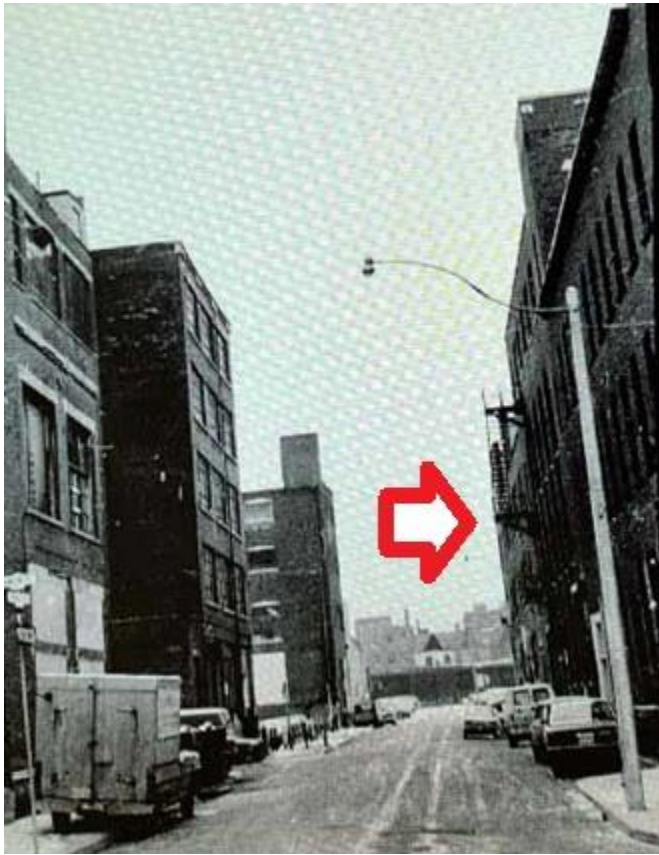


Figure 16. Archival Photograph of 14 Duncan Street in 1973, showing contextual views on Pearl Street, looking west toward John Street (City of Toronto Archives, Fonds 2043, File 202)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 17. Archival Photograph of 14 Duncan Street in 1973, showing contextual views on Pearl Street, looking east toward Duncan Street (City of Toronto Archives, Fonds 2043, File 202)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 18. Archival Photographs of 14 Duncan Street in 1973, showing the south elevation on Pearl Street with the 1906 wing and its fourth-floor addition before the alterations to the building (Toronto Historical Board)



Figure 19. Archival Photographs of 14 Duncan Street in 1989, showing the view of the Telfer Paper Box Building from Adelaide Street West (Toronto Historical Board)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

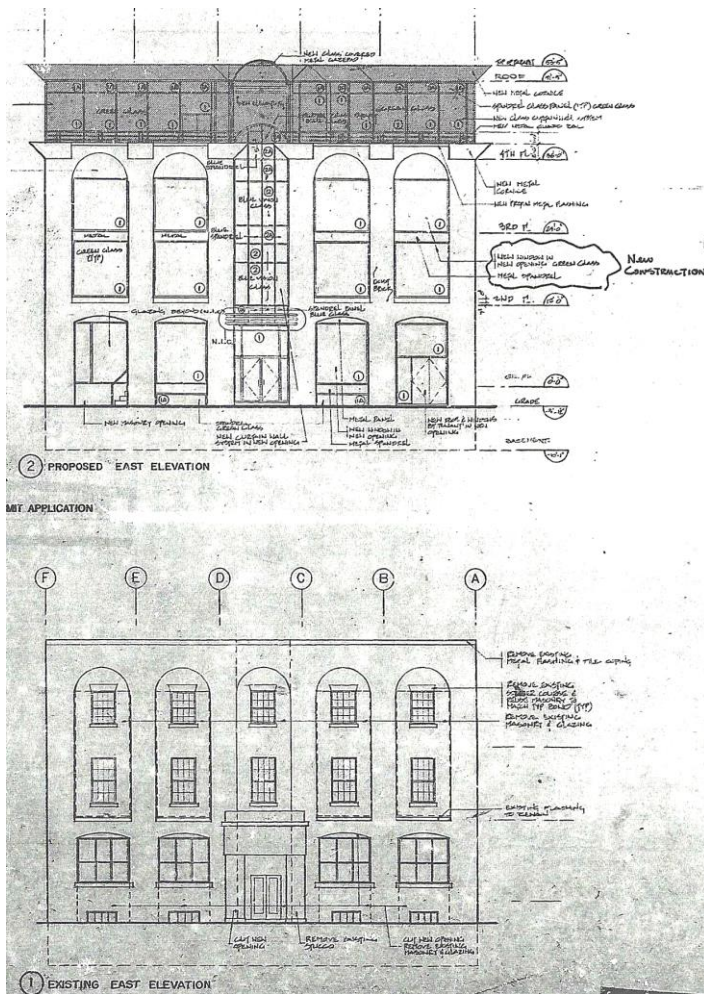


Figure 20. Architectural Drawings of 14 Duncan Street in 1989, showing the proposed changes to the principal (east) elevation (above) and the existing condition below (City of Toronto Building Records, Toronto and East York, File #285492)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

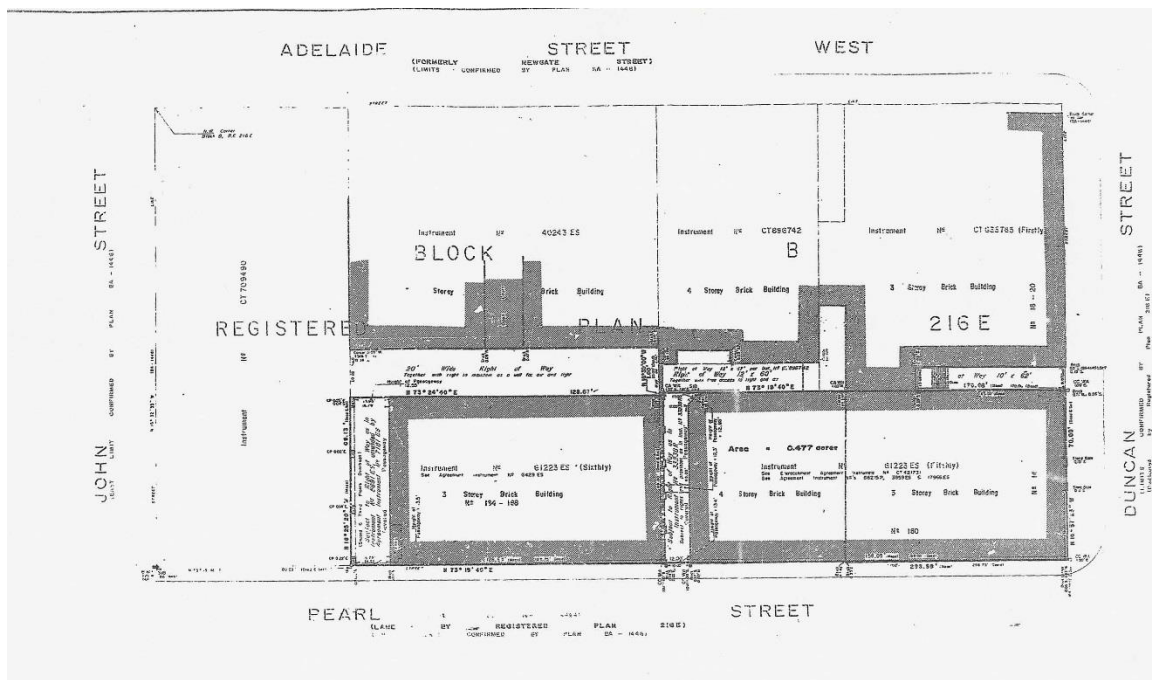


Figure 21. Architectural Drawing and Survey of 14 Duncan Street in 1989-90, showing the extended south elevation on Pearl Street prior to alterations (above) and the layout of the complex (below) (City of Toronto Building Records, Toronto and East York, Files #285492 and #422288)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 22. View of the southeast corner of 14 Duncan Street (Heritage Planning, 2022)



Figure 23. View of the principal (east) elevation of 14 Duncan Street (Heritage Planning, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 24. Detail of the corner entrance that was added to 14 Duncan Street in 1989-90 (Heritage Planning, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 25. Detail of the side (south) elevation of the 1902 portion of 14 Duncan Street (Heritage Planning, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 26. Detail of the side (north) elevation of 14 Duncan Street (Heritage Planning, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 27. Detail of the side (south) elevation, illustrating the 1902 building (right) and the 1906 addition (left) with the fourth-storey addition that was reclad in the late-20th century (Heritage Planning, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 28. The Canada Printing Ink Company building (1903), 15 Duncan Street, which was part of the collection of former factories and warehouses that had been constructed at Duncan and Pearl streets in the early-20th century (Heritage Planning, 2022)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET

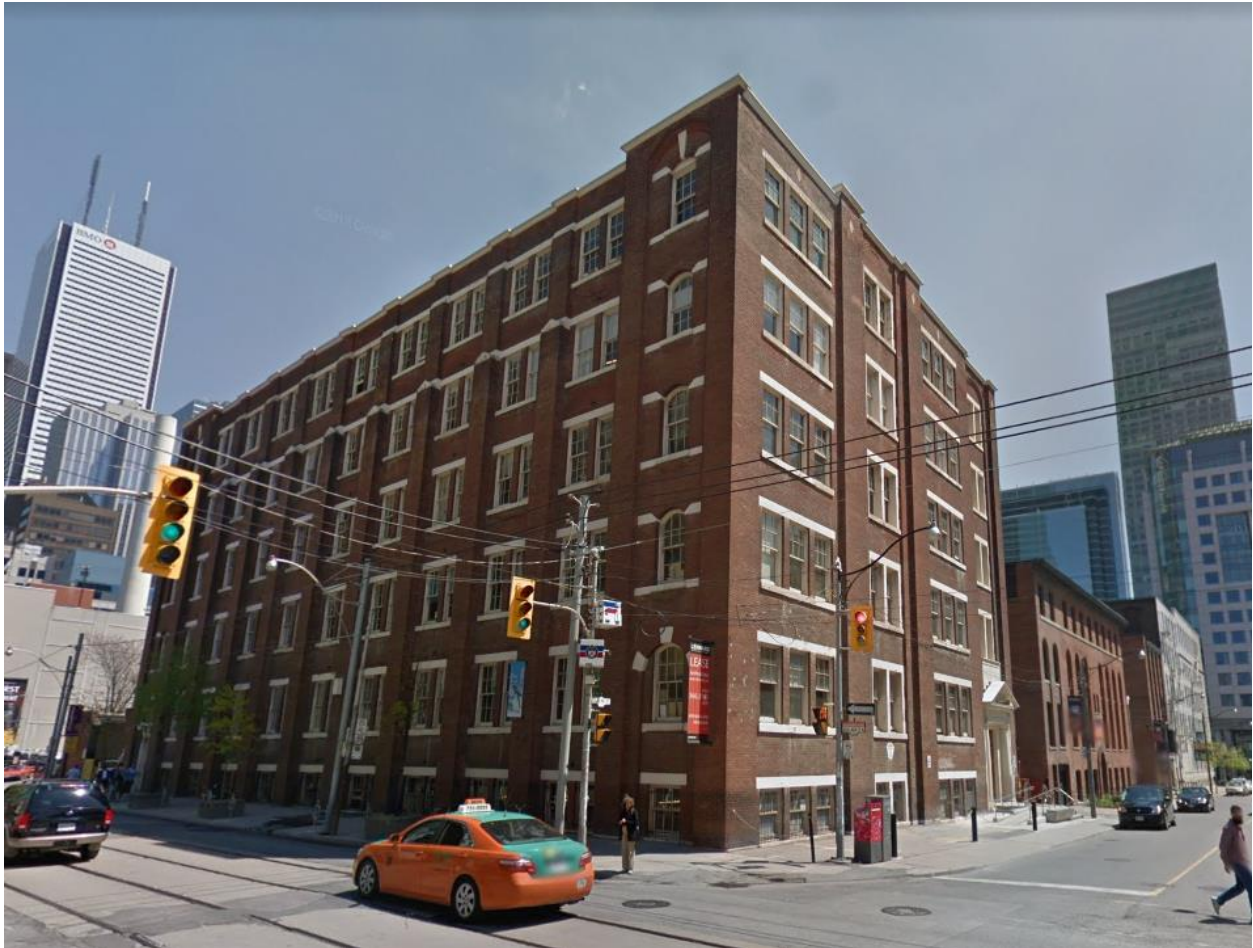


Figure 29. The Southam Press Building (1908), 19 Duncan Street which was part of the collection of former factories and warehouses that had been constructed at Duncan and Pearl streets in the early-20th century (Google Street View, 2013; the property is currently tarped)

MAPS AND PHOTOGRAPHS: 14 DUNCAN STREET



Figure 30. White Swan Mills Building (1903), 156 and 158 Pearl Street, which was part of the collection of former factories and warehouses that had been constructed at Duncan and Pearl streets in the early-20th century (Heritage Planning, 2022)

Archival Sources

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Archival Photographs, City of Toronto Archives, Toronto Historical Board and Toronto Public Library (individual citations in Section 6)
Assessment Rolls, City of Toronto, Ward 4, Division 1, 1900 ff.
Bonnycastle and Tazewell, Map of the City of Toronto, 1834
Building Permits #62, April 4, 1902, and #3182, March 23, 1906, City of Toronto Archives
Building Records, Toronto and East York, 1925 ff.
City of Toronto Directories, 1900 ff.
Goad's Atlases, 1884-1923
Underwriters' Survey Bureau Atlas, 1921 revised to 1943, and 1954 revised to 1964

Secondary Sources

"Alexander Frank Wickson," entry in *Biographical Dictionary of Architects in Canada, 1800-1950*, <http://dictionaryofarchitectsincanada.org/node/1278>
"Alfred Holden Gregg," entry in *Biographical Dictionary of Architects in Canada, 1800-1950*, <http://dictionaryofarchitectsincanada.org/node/2230>
"All Factories are Rushed Now," *The Globe*, December 8, 1906, 6
Arthur, Eric, *Toronto: No Mean City*, 3rd ed., revised and edited by Stephen A. Otto, 1986
Blumenson, John, *Ontario Architecture*, 1990
Dendy, William, *Lost Toronto*, 2nd revised ed., 1993
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Maitland, Leslie, Jacqueline Hucker and Shannon Ricketts, *A Guide to Canadian Architectural Styles*, 1992
McHugh, Patricia, *Toronto Architecture: a City Guide*, 2nd ed., 1989
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"The Telfer Paper Box Company Limited," *Globe and Mail*, May 31, 1972, B3
Twede, Diana, Cartons, *Crates and Corrugated Board: Handbook of Paper and Wood Packaging Technology*, 2005
"William Rufus Gregg," entry in *Biographical Dictionary of Architects in Canada, 1800-1900*, <http://dictionaryofarchitectsincanada.org/node/1600>

14 DUNCAN STREET
STATEMENT OF SIGNIFICANCE
(REASONS FOR DESIGNATION)

ATTACHMENT 3

The property at 14 Duncan Street (including entrance addresses at 180, 184, and 188 Pearl 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 and physical, historical and associative and contextual value.

Description

The property at 14 Duncan Street is located on the northwest corner of Duncan and Pearl streets in the King-Spadina neighbourhood. It contains the Telfer Paper Box Building, a three-storey structure on a raised basement that was constructed in 1902 by the Telfer Manufacturing Company according to the designs of the well-known Toronto architects Gregg and Gregg. The property is fashioned in the Edwardian Classical style. Occupied for 60 years by the Telfer Paper Box Company, the facility was expanded in 1906 by Wickson and Gregg and again in 1925, when a westward extension was added as was a fourth-storey to this wing. The property was modified at the end of the 20th century when it was converted for commercial uses.

The property at 14 Duncan Street was included on the City of Toronto's Heritage Register on March 9, 2017 and was identified as a contributing property within the proposed King-Spadina Heritage Conservation District, adopted by City Council in 2017 and currently under appeal.

Statement of Cultural Heritage Value

Design and Physical Value

The Telfer Paper Box Building is valued for its design and physical value as a representative example of an early, 20th-century factory building in the King-Spadina neighbourhood with Edwardian Classical detailing. The three-storey scale above a raised basement, rectangular form and massing, brick cladding, and flat roofline are characteristic of this building type. The Edwardian Classical style is the most popular style for a range of architectural types in the pre-World War I era, including industrial edifices. Elements of the style are seen in the principal (east) elevation in the symmetrical arrangement of the openings beneath the round-arched arcades with keystones, the segmental-arched openings in the first-storey, and in the side (south) elevation in one-bay round-arched arcade (the window openings have been enlarged) and the flat-headed openings with cast stone sills. The style can further be seen in the side (south) elevation of the 1906 westward addition in the symmetrical arrangement of the openings beneath the round-arched arcades, the round-arched window opening in the third-storey, the segmental-arched openings in the first- and second-storeys, and the cast stone sills in the second- and third-storeys. The style is also carried through to the side (north) elevation, which is viewed from Duncan Street, and displays flat-headed and a round-arched arcade. Following its conversion for commercial uses, the building

was updated with the oversized cornice and vertical entrance bays in the principal (east) and side (south) elevations identified with late 20th-century Post-Modernism.

Historical or Associative Value

The property at 14 Duncan Street is valued for its association with the Toronto architectural firm of Gregg and Gregg, which received the commission prior to the dissolution of the partnership. While W. R. (William Rufus) Gregg and his younger brother, A. H. (Alfred Holden) Gregg practiced alone and with other partners during their careers, for the period between 1893 and 1904 when they worked together, the pair is credited with several factories in the King-Spadina neighbourhood. This includes surviving examples near the intersection of King and Pearl streets where the subject property is found. Gregg, in partnership with A. Frank Wickson, completed the complementary west wing (1906) of the Telfer Paper Box Building.

The cultural heritage value of the property at 14 Duncan Street is also through its contribution to the development, evolution and regeneration of the King-Spadina neighbourhood in the 20th century. When the area changed from an institutional enclave adjoined by residential subdivisions to Toronto's new manufacturing district after the Great Fire of 1904, the Telfer Paper Box Building was one of the first structures completed on the former Upper Canada College lands after the campus was redeveloped for industrial uses. Beginning in the post-World War II era, King-Spadina declined with the relocation of many industries to Toronto's suburbs. The restoration of the Royal Alexandra Theatre by entrepreneur Edwin "Honest Ed" Mirvish in the 1960s and his conversion of the neighbouring early-20th century warehouses to restaurants began the revival of the area. In the 1980s, the property at 14 Duncan was converted from industrial to commercial uses as part of the ongoing regeneration of King-Spadina.

Contextual Value

With its three-storey scale above a raised basement, rectangular form and massing, red brick cladding with brick, stone and wood detailing, and flat roofline, the value of the property at 14 Duncan Street is through its support for the historical character of the King-Spadina neighbourhood where it is part of an important collection of former factories and warehouses that were constructed in the early-20th century in similar architectural styles that changed the area from its origins as an institutional and residential district to Toronto's new manufacturing centre following the Great Fire of 1904. Through its placement, setback, and orientation at the northwest corner of Duncan and Pearl streets, the Telfer Paper Box Company Building is physically, functionally, visually and historically linked to its setting where, with the heritage properties containing the Canada Printing Ink Building (1903) at 15 Duncan Street, the White Swan Mills Building (1903) at 156 and 158 Pearl Street, and the Southam Press Building (1908) at 19 Duncan Street, it contributes to the enclave of industrial buildings on and adjoining Duncan Street, north of King Street West.

Heritage Attributes

Design or Physical Value

Attributes that contribute to the value of the property at 14 Duncan Street being a representative example of an early, 20th-century factory building in the King-Spadina neighbourhood with Edwardian Classical detailing:

- The three-storey scale above a raised basement, the rectangular form and massing, and the flat roof (the current cornice and fourth-storey are additions)
- The materials including red brick cladding with brick, stone and wood detailing
- In the principal (east) elevation, the symmetrical arrangement of the openings beneath the round-arched arcades with keystones, the segmental-arched openings in the first-storey (the window openings have been enlarged), and in one-bay round-arched arcade (the window openings have been enlarged) and the flat-headed openings with cast stone sills in the side (south) elevation
- In the side (south) elevation of the 1906 westward addition, in the symmetrical arrangement of the openings beneath the round-arched arcades, the round-arched window opening in the third-storey, the segmental-arched openings in the first- and second-storeys, and the cast stone sills in the second- and third-storeys.
- In the side (north) elevation, which is viewed from Duncan Street, the round-arched arcade and the flat-headed window openings.

Contextual Value

Attributes that contribute to the value of the property as supporting the historic character of the King-Spadina neighbourhood:

- The three-storey scale above a raised basement, the rectangular form and massing, and the flat roof (the current cornice and fourth-storey are additions)
- The materials including red brick cladding with brick, stone and wood detailing

Attributes that contribute to the value of the property as being physically, functionally, visually and historically linked to its setting where it contributes to the enclave of industrial buildings on and adjoining Duncan Street, north of King Street West:

- The placement, setback, and orientation of the property at the northwest corner of Duncan and Pearl streets