

Inclusion on the City of Toronto's Heritage Register - Bloor Street Study Cultural Heritage Resource Assessment: St. Helen's Avenue to Perth Avenue Properties

Date: November 10, 2021

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: Davenport - Ward 9

SUMMARY

This report recommends that City Council include 12 properties with cultural heritage value on the City of Toronto's Heritage Register. The properties are good examples of the Warehouse/Factory, Main Street Commercial Row, and House-Form/Terrace typologies that support the historic context of the Bloor Street (St. Helen's Avenue to Perth Avenue) study area. All of the recommended properties meet Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation, which the City also applies when assessing properties for its Heritage Register.

The properties were identified through the Bloor Street Study Cultural Heritage Resource Assessment (CHRA): St. Helen's Avenue to Perth Avenue, and are located on Sterling Road, Bloor Street West, and St. Helen's Avenue. This report also presents the methodology and results of the Bloor Street Study CHRA including community consultation.

The 12 properties being recommended for inclusion on the Heritage Register are as follows:

- 284 St. Helen's Avenue
- 213 Sterling Road
- 270 Sterling Road
- 272 Sterling Road
- 274 Sterling Road
- 276 Sterling Road
- 1411 Bloor Street West

- 1419 Bloor Street West
- 1421 Bloor Street West
- 1422 Bloor Street West
- 1424 Bloor Street West
- 1426 Bloor Street West

The 12 properties that are recommended for inclusion on the Heritage Register in this report reflect the earliest residential development in the area, the commercial properties on Bloor Street that served nearby neighbourhoods and the industries lining the railway corridors that anchored the economy of the area for much of the twentieth-century and all are considered significant heritage resources.

The listing of non-designated properties with cultural heritage value on the Heritage Register extends interim protection from demolition and provides an opportunity for City Council to determine whether the property warrants conservation through designation under the Ontario Heritage Act should a development or demolition application be submitted. Heritage Impact Assessments (HIA) are required for development applications that affect listed properties.

RECOMMENDATIONS

1. City Council include the following 11 properties on the City of Toronto's Heritage Register in accordance with the Historic Context and Listing Statement (Reasons for Inclusion) attached as Attachment 3 to the report (November 10, 2021) from the Senior Manager, Heritage Planning, Urban Design, City Planning:

284 St. Helen's Avenue
 213 Sterling Road
 270 Sterling Road
 272 Sterling Road
 274 Sterling Road
 276 Sterling Road
 1419 Bloor Street West
 1421 Bloor Street West
 1422 Bloor Street West
 1424 Bloor Street West
 1426 Bloor Street West

2. City Council include the property located at 1411 Bloor Street West on the City of Toronto's Heritage Register in accordance with the Listing Statement (Reasons for Inclusion) attached as Attachment 4 to the report (November 10, 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

At its meeting of July 28 and 29, 2020, City Council directed the Chief Planner and Executive Director, City Planning to undertake an area study for the area generally bounded by Bloor Street West to the north, St. Helen's Avenue to the east, the Kitchener GO Rail corridor to the west, and Sterling Road to the south to develop a planning framework, including: an evaluation of appropriate built form, transportation and pedestrian networks, an overall public realm strategy including parks and open spaces, and potential heritage sites. An OPA or a SASP to implement the findings of the Planning Framework would be addressed as a second phase of the Study.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE16.77>

At its meeting on July 14, 2021, City Council endorsed the City-initiated Bloor Street West: St. Helen's Avenue to Perth Avenue Planning Framework. The Planning Framework included a summary of the Bloor Street Study CHRA: St. Helen's Avenue to Perth Avenue, including a list of the 13 properties identified as having heritage potential.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.TE26.31>

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, including the addition of a new objections process for listings and a two-step objection and appeal process for designations. 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 3.1.5.2 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."

The municipal Heritage Register is an important tool in planning for the conservation of heritage properties. The former City of Toronto began listing properties on the Heritage Inventory in 1973, with the inaugural set of 490 properties found within the old City of Toronto boundaries recognized for architectural, historical and/or contextual reasons. In the following decades, the surrounding municipalities of Scarborough, North York, York and Etobicoke which now form the amalgamated City of Toronto adopted their own lists of heritage properties; following amalgamation, these lists were combined and additional properties have been added over the years.

Non-designated listed properties do not have any protection under the Ontario Heritage Act, except insofar as an owner must give Council at least 60 days' notice of their intention to demolish or remove a structure on the property. Properties that are listed on the City's Heritage Register are flagged for review by Heritage Planning staff once a demolition permit has been submitted and owners must follow established Notice requirements under the Ontario Heritage Act following this action. Following further research and evaluation, staff may recommend designation of the property under Part IV of the Ontario Heritage Act and seek appropriate conservation.

Although inclusion on the Heritage Register as a listed property provides interim protection from demolition, it does not preclude an owner's ability to make exterior and interior alterations in the case when demolition or a planning application is not involved. Listing does not trigger maintenance requirements over and above existing property standards and it does not restrict altering, removing or adding any features on the property. It does not allow the City to withhold a building permit for non-demolition related alterations and it does not preclude a property from undergoing renovation.

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 OHA, as well as listing under Section 27 of the Act.

Listing a property does not necessarily mean that it will be subsequently designated, which is legally binding and requires owners to seek heritage approval for alterations and additions. Designation generally happens within one of three scenarios:

- a property owner gives notice of an intention to demolish the listed building and further evaluation recommends designation
- a listed property is included within a planning application and a Heritage Impact Assessment (HIA) is submitted and the subsequent evaluation directs appropriate conservation measures and designation within the planning approvals process

- a property owner wishes to take advantage of one of the city's heritage incentive programs and requests further staff evaluation and designation, as appropriate

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>

In 2019 City Council adopted the City-wide Heritage Survey Feasibility Study and in the fall of 2020 staff introduced a streamlined approach for listing multiple non-designated properties on the Heritage Register. City Council adopted this approach through a series of staff reports on multiple listing relating to Planning Studies in December 2020.

In developing an improved listing process, staff surveyed international best practices, including reviewing the approach to listing of municipalities across Ontario. The Ontario Heritage Act requirements under Section 27 of the Act state that if Council believes a property to be of cultural heritage value or interest, the listing must include "a description of the property that is sufficient to readily ascertain the property".

Two methods have been adopted to streamline the process for listing properties on Toronto's Heritage Register: the use of a historic context statement accompanied by an address list and property information (i.e. building type and date of construction), and descriptive listings. These two methods meet the requirements of the Ontario Heritage Act and the City's Official Plan (all properties are evaluated against the Provincial criteria "Contextual Value") and both provide sufficient information to communicate the reasons for listing.

COMMENTS

Bloor Street Study Cultural Heritage Resource Assessment Survey Area

City Council directed City Planning to undertake an area study for the area generally bounded by Bloor Street West to the north, St. Helen's Avenue to the east, the Kitchener GO Rail corridor to the west, and an east-west portion of Sterling Road to the

south. The study area boundary is depicted in Attachment 1: Bloor Street Study Boundary. As part of Phase One of the Planning study, staff initiated the Bloor Street Study Cultural Heritage Resource Assessment (CHRA). The boundaries of the Bloor Street Study CHRA were the same as the Planning Study boundary.

Bloor Street Study Cultural Heritage Resource Assessment

City Planning undertakes a Cultural Heritage Resource Assessment (CHRA) to document an area's development history and to ensure that properties of cultural heritage value or interest are appropriately identified, understood and conserved, often in tandem with a planning study. Identifying properties of cultural heritage value or interest is an essential part of a municipality's role in heritage conservation.

CHRAs prioritize an understanding of the historic context of the area and how properties relate to and support that context. The historic context statement approach builds upon work completed for planning and urban design studies where an historic overview and description of the present-day context of the area has been prepared. Unlike traditional narrative histories, historic context statements explain the contemporary form and character of an area through the identification of significant periods of historical evolution and analysis of key themes. They also relate properties to one another in order to inform the identification of buildings and landscapes with cultural heritage value.

CHRAs apply provincial criteria to evaluate properties for their cultural heritage value or interest. The evaluation is informed by both background historic research and community engagement in order to produce an understanding of the historical context of an area and what communities value.

The Bloor Street Study CHRA was undertaken as part of Phase One of the Bloor Street Study: St. Helen's Avenue to Perth Avenue, and informed its recommendations. The CHRA was undertaken by Heritage Planning, with Common Bond Collective as heritage consultant and was closely coordinated with Phase One of the larger Bloor Street Study. Common Bond Collective and Heritage Planning staff presented updates to, and sought input from, all stakeholder and community meetings. The Bloor Street Study CHRA also benefitted from the input of a Heritage Focus Group.

A draft Bloor Street Study Historic Context Statement informed a survey of all 134 properties within the study area, which was conducted by Common Bond Collective. As a result of that survey, Common Bond Collective recommended a list of 13 properties that were considered to have potential cultural heritage value according to Provincial criteria contained in Ontario Regulation 9/06.

The results of the larger Bloor Street Study: St. Helen's Avenue to Perth Avenue, including a summary of the CHRA and its outcomes, were adopted by City Council on July 14, 2021, through the City-initiated Bloor Street: St. Helen's Avenue to Perth Avenue Planning Framework report.

Cultural Heritage Resource Assessment Methodology

Common Bond Collective, heritage consultants, was contracted to prepare a Historic Context Statement for the study area, and to complete a survey of all properties within the study area in order to recommend a list of properties that could be considered to meet provincial criteria for determining cultural heritage value. The Bloor Street Study Historic Context Statement was refined through public engagement, and identified the historic context for the Bloor Street Study area.

Informed by an understanding of the area's historic context, research and by input from community engagement through community, stakeholder and Heritage Focus Group meetings, Common Bond Collective completed a survey and evaluation of all properties in the study area against Provincial Criteria (Reg. 9/06) to identify those that may merit inclusion on the Heritage Register. A draft list of properties with heritage potential were presented to and reviewed by Heritage Planning staff. The resulting draft list of identified properties was presented to the Bloor Street Study project team and to the local Councillor prior to being presented to the community through the final Heritage Focus Group, the final Stakeholder Advisory Committee, and the final Community Meeting.

CHRAs conclude with a final report. Common Bond Collective has completed a Bloor Street Study CHRA Final Report which is posted on the Bloor Street Study webpage.

Historic Context Statement

Heritage Planning's approach to Historic Context Statements is an emerging best practice within Phase One of the Toronto Heritage Survey. A Historic Context Statement was prepared for the study area by Common Bond Collective. Drafts of the Bloor Street Study CHRA Historic Context Statement were reviewed by a Heritage Focus Group and were shared with all participants in the final community consultation meeting for feedback. The Historic Context Statement was posted online in May 2021, prior to the consideration by Toronto and East York Community Council of the final report of Phase One of the Bloor Street Study: St. Helen's Avenue to Perth Avenue. It remains online as part of the Bloor Street Study CHRA final report.

In summary, the Historic Context Statement first identifies the Study Area as part of the homelands of Indigenous peoples for millennia. Following the signing of Treaty 13 with the Mississaugas of the Credit First Nation (1787/1805), the land was surveyed into large Park and Township lots. Between 1853 and 1884, five railway lines were constructed that helped transform the study area and its surroundings from a rural and agricultural landscape to a neighbourhood of residential streets adjacent to railway lines and industry.

Railway construction led first to land speculation and subdivision as the initial land grants were surveyed into 50 foot wide residential building lots along Perth Avenue and Sterling Road in the 1880s. Proximity to multiple railway lines then attracted industry and manufacturing with major operations including the Canadian Fairbanks-Morse

complex, the Lochrie Rope and Bicycle Company, the Hancock Planing Mill, as well as several other foundries and factories.

Perth Avenue and Sterling Road saw an early period of residential construction immediately following subdivision, followed by further residential development between 1910 and 1914. Both periods were characterized by modest two-storey dwellings with a high proportion of duplex and terraced forms. Given their proximity to the railway line and industry, many of these houses were likely occupied by labourers employed at industries within the Study Area and beyond.

Bloor Street's development was varied, including industrial facilities, prominent residences, duplex and terrace residences, and mixed-use buildings often prominently located at corner locations. These mixed-use buildings provided commercial space for grocers, butchers, confectioners, tailors, and shoemakers.

Industry and manufacturing remained significant economic activities in the study area into the 1980s, although different companies came to occupy the industrial buildings constructed at the beginning of the century. By the 1990s, many of the study area's large, industrial operations were declining or closed altogether. This was particularly true along the portion of Bloor Street in the study area. This change resulted in the adaptive re-use of existing industrial buildings as well as demolition and large-scale, infill residential development on former (and substantial) industrial parcels.

Community Consultation

The Bloor Street Study CHRA was closely coordinated with the larger Bloor Street Study: St. Helen's Avenue to Perth Avenue. Common Bond Collective and Heritage Planning staff presented updates to, and sought input from, two Stakeholder Advisory Committee meetings and two Community Meetings. In addition, the CHRA was informed by input from a Heritage Focus Group composed of local historians, representatives of local neighbourhood organizations, and property owners with insight into the area's heritage. Planning staff leading the larger Planning Study also attended the Heritage Focus Group meetings, as did a representative of the local Councillor's office. Summaries of the two Heritage Focus Group meetings are posted on the Bloor Street Study: St. Helen's Avenue to Perth Avenue webpage. As a result of the ongoing COVID-19 pandemic, all consultation meetings were held virtually through the City's chosen consultation platform, Webex.

At the first Community Meeting (November 5, 2020) and Stakeholder Advisory Committee meeting (December 7, 2020), staff presented on the goals, process, and common outcomes of a CHRA, and sought input on community values. At the first Heritage Focus Group (January 7, 2021), which consisted of 11 community participants, staff again presented the goals, process, and outcomes of a CHRA, and Common Bond Collective presented a summary of a draft historical overview of the study area, which was distributed prior to the meeting. Participants were then asked to respond to three questions:

- What specific themes or aspects of the study area's history do you think are important to understand as part of the Cultural Heritage Resource Assessment?
- What people, organizations, communities, or events in the study area's history do you think are important to understand as part of the Cultural Heritage Resource Assessment?
- What buildings, areas, or features of the study area do you think have heritage value in relation to the neighbourhood's history?
- What else should we know about the study area as we complete a heritage survey?

Participants highlighted the importance of the area as a working-class neighbourhood related to industry, which was in turn related to the railway lines that bounded the study area. Immigration related to available jobs in industries was noted as significant, as was the transition of former industrial buildings to arts and culture uses in the last few decades. Participants valued the residential buildings in the study area for their association with families supported by workers in the factories, commercial buildings on Bloor Street West for their association with businesses that served the local community, and the former industrial buildings for their historical and contemporary uses.

Following the first Heritage Focus Group, Common Bond Collective revised the historical overview based on community input, incorporated it into a Historic Context Statement, and completed the heritage survey. Updates to the Historic Context Statement, a summary analysis of the historic context, and 13 identified properties were presented to the second Heritage Focus Group (January 26, 2021).

The Heritage Focus Group was generally in agreement with the identified properties. Participants requested additional properties on Sterling, Perth, and Bloor Street be reconsidered for their heritage potential. Common Bond Collective reviewed these properties, but determined they did not merit inclusion on the Heritage Register according to Ontario Regulation 9/06. Some participants also expressed concern that the identification of 13 properties would not preserve the character of the study area, and expressed an interest in understanding the area as a district, like the Distillery District. Staff advised that the Heritage Register was only one tool that could be used to support the character of an area, and that the Planning Study would be developing policies for Character Area D, that would support its low-scale, residential character.

Following the final Heritage Focus Group meeting, Common Bond Collective engaged in further research on several properties identified by the community to determine if new information was available that might change their evaluation. Following research and further analysis, the original list of 13 properties identified as having potential cultural heritage value was confirmed, and no additional properties were added to the list. It was also concluded that there was insufficient evidence available at this time to support further study of the area as a Heritage Conservation District.

At the second Stakeholder Advisory Committee meeting (February 10, 2021) and the second and final Community Meeting (April 12, 2021), Heritage Planning Staff presented a summary of the Historic Context Statement as well as the 13 properties identified as having heritage potential through the heritage survey. Staff also presented

a summary of the input from the Heritage Focus Group. At the final Community Meeting, a participant raised concerns about the depth of information included in the Historic Context Statement regarding Indigenous history. The summary of Indigenous history within the Historic Context Statement was then updated with a longer summary informed by an interview with Indigenous historian and ancestral knowledge keeper, Philip Cote, and by the Mississaugas of the Credit First Nation.

Finally, community input was received prior to and during the consideration of the Bloor Street Study: St. Helens Avenue to Perth Avenue Planning Framework – Final Report by Toronto East York Community Council on June 24, 2021. Prior to the meeting, the South Junction Triangle Grows community organization submitted a letter to the Toronto Preservation Board supporting the listing on the Heritage Register of properties identified through the CHRA, and requesting the further listing of "the early 1900s houses on Sterling Road and south Perth." This letter was supported by 18 emails from local residents.

These requests have been considered carefully through a further review of the CHRA results on Perth Avenue and Sterling Road. Staff concluded that properties on these two streets had been thoroughly reviewed within the scope of the Bloor Street Study CHRA. Staff noted that the particular prevailing character of Sterling Road, defined by a narrow right of way of 9 metres, resulting shallow or non-existent front yards, the predominance of 2-2.5 storey semi-detached or terrace buildings with narrow lot frontages, and the common features of front porches and gable roofs, should be carefully considered through the development of a Site and Area Specific Policy as part of Phase 2 of the Bloor Street Study: St. Helen's Avenue to Perth Avenue.

Staff also noted that, given Sterling Road's particular character, properties on Sterling Road should be further considered for potential heritage value when a city-wide understanding of residential streets in industrial neighbourhoods could be achieved through the future work of the Toronto Heritage Survey. Given its city-wide perspective, the Toronto Heritage Survey will be better able to assess the heritage value of those properties in a context beyond the small Bloor Street Study CHRA area, and in the context of other early-twentieth-century residential streets adjacent to former industrial areas.

Finally, multiple written submissions and oral deputations to Toronto and East York Community Council on June 24, 2021 raised concerns about the impact of a development application on 221 Sterling Road (including entrance addresses at 225 and 227 Sterling Road), one of the 13 identified properties. All submissions supported the identification of 221 Sterling Road as a property with heritage potential, and advocated for its conservation. In addition to the heritage value of the property, submissions highlighted the value of the use of the former industrial building as live/work space for artists, artisans, and cultural industries, and argued for recognition of the building as an arts and culture hub. These submissions have been considered through a separate staff report, going forward due to a prescribed event under the Ontario Heritage Act, which is recommending 221 Sterling Road for inclusion on the Heritage Register.

Bloor Street Study CHRA Final Report

Common Bond Collective has submitted a final report for the Bloor Street Study CHRA, which is available on the Bloor Street Study webpage. The final report includes descriptions of the methodology followed, community consultation, a description of identified themes, the Historic Context Statement, and the list of properties identified as having heritage potential. It also includes the following recommendations:

- That the 13 properties identified through the CHRA be included on the Heritage Register
- That the properties located at 213 and 221 Sterling Road are strong candidates for designation under Part IV of the OHA, and that Heritage Planning undertake more in-depth research, conduct a site visit to the interior of the complex and complete a Cultural Heritage Evaluation Report (CHER) to determine the cultural heritage value or interest of the property
- That the City of Toronto investigate opportunities for recording oral histories of residents and commemoration/interpretation, potentially as part of development projects
- That a copy of Bloor Street Study CHRA final report should be included in the local history collection at the Bloor-Gladstone library

This staff report acts on the first recommendation by recommending 12 of the 13 identified properties for listing on the Heritage Register. In preparation for this staff report, further review of the 13 identified properties was undertaken to verify preliminary findings and confirm the evaluations. The properties being recommended for inclusion within this report have all been determined to have cultural heritage value relating to one or more provincial criteria. One of the 13 identified properties, 221 Sterling Road, is not included in this report's recommendations and will be considered in a separate report recommending its inclusion on the Heritage Register. The properties reflect the evolution of the Bloor Street Study area from residential subdivision through commercial and industrial development at the beginning of the last century, and include two industrial properties which have been adaptively reused since the retreat of industry from the area in the late twentieth century. The 12 properties recommended for listing may have additional values which could be determined through further evaluation.

CONCLUSION

Following research and evaluation, it has been determined that 12 properties identified through the Bloor Street Study CHRA: St. Helen's Avenue to Perth Avenue, included in Attachment 3 and Attachment 4 of this report, have been determined to have heritage value relating to design, physical, historical and contextual values and warrant inclusion on the City's Heritage Register.

The 12 properties being recommended for inclusion on the Heritage Register in this report reflect the evolution of the Bloor Street Study area from early residential subdivision through commercial and industrial development at the beginning of the last century, and include two industrial properties which have been adaptively reused since

the retreat of industry from the area in the late twentieth century. The 12 recommended properties are good examples of the Warehouse/Factory, Main Street Commercial Row, and House-Form/Terrace typologies that support the historic context of the Bloor Street (St. Helen's Avenue to Perth Avenue) study area.

Additionally, City staff have acted upon the CHRA recommendation to undertake further in-depth research and evaluation of the property located at 221 Sterling Road, conduct a site visit to the interior of the complex, and consult with the artists and tenants to determine the cultural heritage value or interest of the property. A resulting staff report regarding designation of the property under Part IV of the OHA will also be considered by the Toronto Preservation Board and Council.

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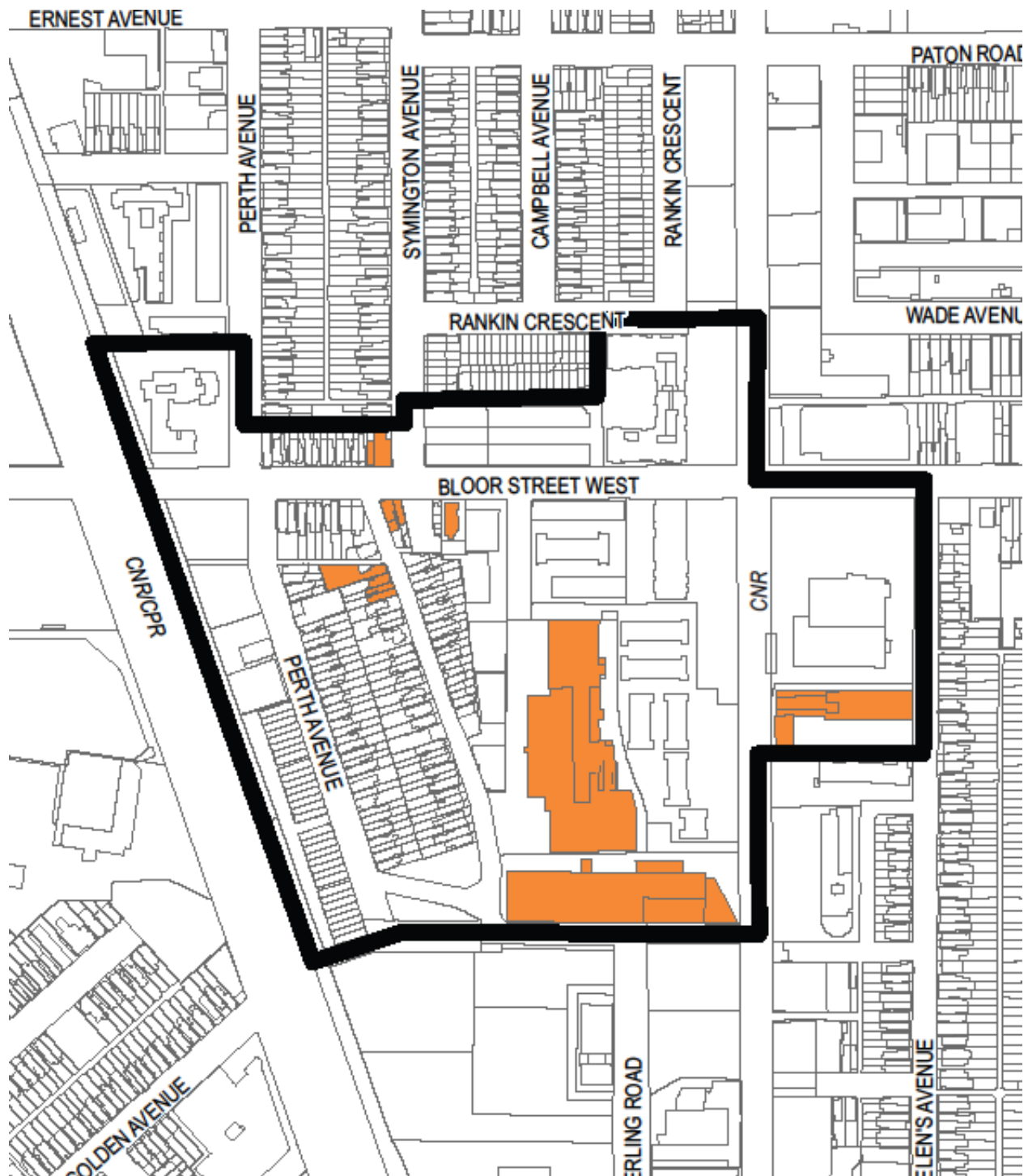
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ATTACHMENTS

Attachment 1 - Map Showing Bloor Street Study Area and the Properties Identified as having Heritage Potential through the Bloor Street Study CHRA
Attachment 2 - Building Types of Properties Recommended for Inclusion on the Heritage Register
Attachment 3 - Historic Context and Listing Statement (Reasons for Inclusion)
Attachment 4 - Listings Statement (Reasons for Inclusion)

Map Showing Bloor Street Study Area and the Properties Identified as having Heritage Potential through the Bloor Street Study CHRA



*Note: 221 Sterling Road, shown on this map, is being recommended for inclusion on the Heritage Register through a separate report.

Building Types

The CHRA area is composed of low-scale residential buildings along Perth Avenue and Sterling Road as well as former industrial properties on Sterling Road and St. Helen's Avenue. The portion of Bloor Street West within the CHRA area contains a mixture of mid-rise residential buildings, mixed-use commercial buildings and low-scale residential buildings. The following building types pertain to the prevalent, historic building types found in the CHRA area.

Main Street Commercial Row

The Main Street Commercial Row type reflects typical patterns of development along arterial roads in the 19th and through the mid-20th century. They are generally designed to accommodate retail at-grade, with residential or commercial use above and their form is long and narrow, maximizing the number of storefronts on any given block. These buildings were designed in a variety of architectural styles and vernacular interpretations, most typically with brick cladding and more rarely with clapboard siding, various rooflines and heights ranging from 1 to 4 storeys. Individual row buildings may be constructed in isolation or as a part of a larger, contiguous development consisting of multiple row buildings with shared characteristics.

Common Features

- 1-4 storeys
- public retail/commercial use at-grade with private/residential uses above
- generally one part of a row of buildings with the same or similar architectural scale, design, proportions and materials
- brick or clapboard cladding
- flat roof with parapet, gable roof, or mansard roof with dormers
- storefronts of varying designs, often with side or centre entrance, display windows, transoms and/or signboard

Warehouse / Factory

The nineteenth and early-twentieth century warehouse / factory building type is a large building type, generally occupying a significant portion of a city block and reaching 2-4 storeys in height. Its internal post-and-beam structure is indicated in the elevations with regular bays of uniformly sized window openings. Typically clad in brick, its principal, street-facing elevation is usually elaborately designed with stone trim and classical-style elements which could be featured at the entrance, the windows, string courses and roof lines.

Common Features

- 2-4 storeys in height

- typically larger footprint than other building types frequently occupying a large portion of a block to allow window openings on as many sides as possible
- regular rhythm of bays on all elevations with uniformly sized window openings
- principal, main street-facing elevation has more elaborate detailing at the entrance, ground floor level, windows and cornice often in a classical style with stone or stone detailing at the base and brick or stone cladding on the upper levels
- formal primary entrances, with secondary access and loading bays on the side elevations

House-form, Terrace

Terrace housing is a common form of continuous or row housing, and is defined by a collection of at least 3 units connected by a common wall to buildings on either side, but each having an independent primary entrance and generally not connected on the interior. Terraces were a prevalent working and middle class building type throughout the 19th century within the inner city and in particular within proximity of industrial employment, however faded into the 20th century with the rise of apartment housing, and the ability to access greater land for housing development.

Common Features

- 2-2.5 storeys on raised basement or foundations
- flat, mansard or gable roof, often with a continuous cornice or roofline shared across multiple units
- generally part of a row of at least 3 similar or identical units, each with its own primary entrance
- variety of cladding material, including brick, polychromatic brick, board and batten or stucco, and occasionally with wood or stone detailing

**Historic Context and Listing Statement
(Reasons for Inclusion)**

ATTACHMENT 3

The historic context of the Bloor Street Study Cultural Heritage Resource Assessment area can be described as an industrial neighbourhood containing industrial and manufacturing building types lining the railway corridors, a preponderance of duplex and terrace residential property types on Perth Avenue and Sterling Road, and a mixture of industrial, commercial, and residential properties on Bloor Street. From the first construction of railways in the 1850s to the first residential subdivision plans and industrial developments in 1880s, the area has been defined by the following themes:

Transportation Networks: Roads (Bloor Street West); Railways
 Economic Activity: Industry & Manufacturing; Commerce and Service Industries
 Urban Environment: Residential Development

The following properties are good examples of the Warehouse/Factory, Main Street Commercial Row, and House-Form/Terrace typologies that support the historic context of the Bloor Street (St. Helen's Avenue to Perth Avenue) study area. All properties have been evaluated and determined to meet Ontario Regulation 9/06, the provincial criteria for determining cultural heritage value or interest.

Address	Date of Construction (est.)	Building Type	Theme
284 St. Helen's Avenue	c.1910	Warehouse/Factory	Economic Activity - Industry & Manufacturing Urban Development - Residential Development
213 Sterling Road (including 219 Sterling Road)	c.1910	Warehouse/Factory	Economic Activity - Industry & Manufacturing
270 Sterling Road	c.1890	House-form, terrace	Urban Environment - Residential Development
272 Sterling Road	c.1890	House-form, terrace	Urban Environment - Residential Development
274 Sterling Road	c.1890	House-form, terrace	Urban Environment - Residential Development
276 Sterling Road	c.1890	House-form, terrace	Urban Environment - Residential Development

Address	Date of Construction (est.)	Building Type	Theme
1419 Bloor Street West	c.1912	Commercial Main Street Row	Urban Environment - Commercial Development
1421 Bloor Street West	c.1910	Commercial Main Street Row	Urban Environment - Commercial Development
1422 Bloor Street West	c.1913	Commercial Main Street Block	Urban Environment - Commercial Development
1424 Bloor Street West	c.1913	Commercial Main Street Row	Urban Environment - Commercial Development
1426 Bloor Street West	c.1913	Commercial Main Street Row	Urban Environment - Commercial Development

Listing Statement (Reasons for Inclusion)

ATTACHMENT 4

Address: 1411 Bloor Street West



Year Built: c.1894

Description: Located on the south side of Bloor Street West, east of Sterling Road, the property at 1411 Bloor Street West comprises a two-and-a-half-storey, detached house-form structure. The building was constructed c.1894 for James Lochrie, an early landowner and industrialist in the area. It was built on the same lot as his James Lochrie Rope Manufacturer buildings (demolished), which were some of the earliest industrial buildings in the area. By 1896, Lochrie's manufacturing facility had added bicycles to its product list, and in 1918, it was listed as producing ammunition. Lochrie was still living at 1411 Bloor Street west in 1930, the year of his death.

The building has rough-hewn stonework at the raised basement and first storey, with red brick at the upper level. Asymmetrically composed with Queen Anne Revival stylistic elements, it includes a two-storey bay window, a recessed primary entry with a wood-panelled door beneath a canopy, and a recessed balcony at the second storey, marked by a pair of Tuscan Doric colonettes. The cross-gable roof ends in a tiered front gable with a gambrel silhouette, featuring a central bay window and shingles with decorative scalloped profiles. A large corbel bracket supports the first tier of the roof at the east edge of the elevation.