

518 Church Street - Inclusion on the City of Toronto's Heritage Register

Date: May 24, 2022

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: Toronto Centre - Ward 13

SUMMARY

This report recommends that City Council include the property at 518 Church Street on the City of Toronto's Heritage Register for its cultural heritage value.

Located on the southwest corner of Church Street and Maitland Street, the property at 518 Church Street comprises a three-storey brick building, originally constructed as part of a row of six residences (508-518 Church Street) in c.1856-1858. It was converted to commercial use by the late-19th century, initially as a grocery and later as a restaurant. The property has evolved physically in its 160-year history, including the loss of the adjacent residential units of the historic row (now a parking lot). The other surviving units are located at 508 and 510 Church Street. Situated within the centre of the Church and Wellesley Village, the subject property is important in defining the area's character.

Following research and evaluation, it has been determined that 518 Church Street meets Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act, which the City of Toronto also applies when evaluating properties for its Heritage Register. The property at 518 Church Street is significant due to its design/physical and contextual value.

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

RECOMMENDATIONS

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

1. City Council include the property at 518 Church Street on the City of Toronto's Heritage Register in accordance with the Listing Statement (Reasons for Inclusion), attached as Attachment 3 to the report (May 24, 2022) from the Senior Manager, Heritage Planning, Urban Design, City Planning.

FINANCIAL IMPACT

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

DECISION HISTORY

There is no decision history.

BACKGROUND

Heritage Planning Framework

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

The City of Toronto's Official Plan contains a number of policies related to properties on the City's Heritage Register and properties adjacent to them, as well as the protection of areas of archaeological potential. Indicating the integral role that heritage conservation plays in successful city-building, Section 3.1.5 of the Official Plan states that, "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable City that can contribute to other social, cultural, economic and environmental goals of the City."

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

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

Policy 3.1.5.4 states that heritage resources on the City's Heritage Register "will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and adopted by Council."

Policy 3.1.5.6 encourages the adaptive re-use of heritage properties while Policy 3.1.5.26 states that, when new construction on, or adjacent to, a property on the Heritage Register does occur, it will be designed to conserve the cultural heritage values, attributes and character of that property and will mitigate visual and physical impacts on it. Heritage Impact Assessments (HIA) are required for development applications that affect listed and designated properties. An HIA shall be considered when determining how a heritage property is to be conserved.

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

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

The 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.

In 2019 City Council adopted the City-wide Heritage Survey Feasibility Study, and requested that the City Planning Division prioritize outstanding nominations for the inclusion of properties on the Heritage Register in the first phase of the Toronto Heritage Survey. This work is ongoing.

COMMENTS

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

The property at 518 Church Street was nominated for designation under the Ontario Heritage Act in February 2021.

Descriptive Listings

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

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

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

Located on the southwest corner of Church Street and Maitland Street, the property at 518 Church Street comprises a three-storey brick building, originally constructed as part of a row of six residences (508-518 Church Street) in c.1856-1858. The property has evolved physically in its 160-year history, including the loss of the adjacent residential units of the historic row (now a parking lot). The other surviving units are located at 508 and 510 Church Street. A Notice of Intention to Designate the properties at 508 and 510 Church Street under Part IV, Section 29 of the Ontario Heritage Act was adopted by City Council in May 2022.

Situated within the centre of the Church and Wellesley Village, the subject property falls within the Church Street Village Character Area, as defined by the North Downtown Yonge Urban Design Guidelines, adopted by Council in 2013. The property is important in defining the area's character. It contributes to an eclectic streetscape that features a variety of commercial typologies as well as a predominance of nineteenth-century residential buildings converted to commercial use. For over four decades Church and Wellesley has been the geographical heart of Toronto's 2SLGBTQ+ communities, with a concentration of queer community spaces, clubs, bars, restaurants, to which the subject property has contributed.

Following research and evaluation according to Ontario Regulation 9/06, it has been determined that the property at 518 Church Street is significant due to its design/physical and contextual value. City Staff have yet to determine if the subject property has associative and historical value pending additional background historic research.

CONTACT

Tatum Taylor, MSHP, CAHP
Heritage Planner, Heritage Planning
Urban Design, City Planning
Tel: 416-338-5462; fax: 416-392-1973
E-mail: Tatum.Taylor@toronto.ca

SIGNATURE

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

ATTACHMENTS

Attachment 1 - Location Map and Photographs
Attachment 2 - List of Research Sources
Attachment 3 - Listing Statement (Reasons for Inclusion) - 518 Church Street

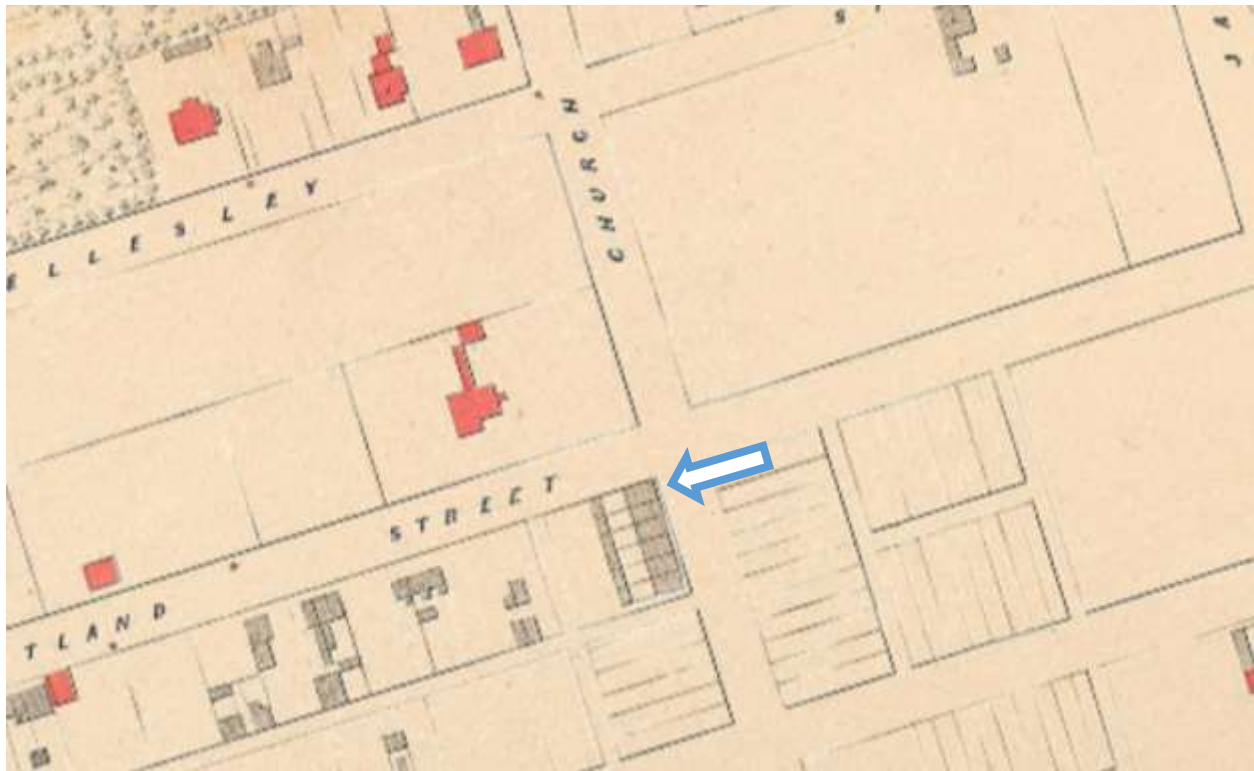


Figure 2: 1858 Boulton Atlas of the City of Toronto; location of 518 Church Street indicated by the arrow.



Figure 3: 1889 Goad's Atlas of the City of Toronto; location of 518 Church Street indicated by the arrow.



Figure 4: 1903 Goad's Atlas of the City of Toronto; location of 518 Church Street indicated by the arrow.



Figure 5: 1913 Goad's Atlas of the City of Toronto; location of 518 Church Street indicated by the arrow.



Figure 6: 1924 Goad's Atlas of the City of Toronto; location of 518 Church Street indicated by the arrow.



Figure 7: 1954 aerial photograph; location of 518 Church Street indicated by the arrow.



Figure 8: 1965 aerial photograph; location of 518 Church Street indicated by the arrow.



Figure 9: 1978 aerial photograph; location of 518 Church Street indicated by the arrow.



Figure 12: Full historic row of six residential buildings at 508-518 Church Street; location of 518 Church Street indicated by the arrow; image dated to c.1945-1958. (<https://www.acotoronto.ca/building.php?ID=13162>)



City of Toronto Archives, Fonds 1526, File 8, Item 30

Figure 13: The subject property, identified as Harry's Steak House, 1971 (City of Toronto Archives, Fonds 1526, File 8, Item 30)

518 Church Street

Archival Sources

- Aerial photographs, City of Toronto mapping, 1939, 1954, 1965, 1978, 2005, 2015, 2020
- Boulton Atlas of the City of Toronto and Vicinity, 1858.
- Goad's Atlas of the City of Toronto, 1880, 1889, 1903, 1913, 1924.
- Toronto City Directories, 1850-1969 (<https://www.torontopubliclibrary.ca/history-genealogy/lh-digital-city-directories.jsp>).

Secondary Sources

- "518 Church Street," Architectural Conservancy of Toronto, TOBuilt, <https://www.acotoronto.ca/building.php?ID=13162>

518 Church Street



View of the east (primary) and north elevations of 518 Church Street, located at right, with the two other remnants of the historic row (508 and 510 Church Street) located at left (Heritage Planning, 2022)

Description:

518 Church Street	
ADDRESS	518 Church Street
WARD	Toronto Centre - Ward 13
LEGAL DESCRIPTION	PLAN D88 PT LOT 6
NEIGHBOURHOOD/COMMUNITY	Church & Wellesley

518 Church Street	
HISTORICAL NAME	394 Church Street; 440 Church Street
CONSTRUCTION DATE	c.1856-1858
ARCHITECT/BUILDER/DESIGNER	Undetermined
RECORDER	Heritage Planning: Tatum Taylor
REPORT DATE	April 2022

518 Church Street - Reasons for Inclusion on the City of Toronto's Heritage Register:

Located on the southwest corner of Church Street and Maitland Street, the property at 518 Church Street comprises a three-storey brick building, originally constructed as part of a row of six residences (508-518 Church Street) in c.1856-1858. The property has evolved physically in its 160-year history, including the loss of the adjacent residential units of the historic row (now a parking lot). The other surviving units are located at 508 and 510 Church Street. A Notice of Intention to Designate the properties at 508 and 510 Church Street under Part IV, Section 29 of the Ontario Heritage Act was adopted by City Council in May 2022.

The subject property's east (primary) elevation includes a halved front gable; the adjacent property at 516 Church Street, which contained the gable's other half, was demolished between 1954 and 1965. The east elevation also features a gabled dormer with surviving wood trim and brackets, and a dentilled cornice; these details are present in a photograph of the building that dates to c.1945-1958. Window openings on the north elevation are also consistent with those shown in this historic photograph. Other architectural details, including storefront design and window trim, have changed multiple times through the years.

By the late 19th century, the property appears to have been converted to commercial/mixed-use, initially as a grocery and later as a restaurant. Since the 1980s, it has been occupied by restaurants and entertainment venues associated with the LGBTQ2S+ community; it currently houses O'Grady's.

Situated at the centre of the Church and Wellesley neighbourhood (also known as The Village), one block south of its eponymous intersection, the subject property is important in defining the area's character. It contributes to an eclectic streetscape that features a variety of commercial typologies as well as a predominance of nineteenth-century residential buildings converted to commercial use. The property is also physically, functionally, visually, and historically linked to its surroundings. For over four decades, Church and Wellesley has been the geographical heart of Toronto's LGBTQ2S+ community, with a concentration of queer community spaces, clubs, bars, restaurants, to which the subject property has contributed.

