

Designation of the Parkdale Main Street Heritage Conservation District Plan under Part V of the Ontario Heritage Act

Date: May 24, 2022

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: Parkdale-High Park - Ward 4

SUMMARY

This report recommends that City Council designate the area referred to as Parkdale Main Street as a Heritage Conservation District ("HCD") and adopt the Parkdale Main Street (the "District") HCD Plan by by-law under Part V of the Ontario Heritage Act. The designation of Parkdale Main Street as an HCD and adoption of the HCD Plan will manage change within the District to conserve the area's cultural heritage value through the implementation of contextual policies and guidelines.

The study of Parkdale Main Street for designation as an HCD was led by Heritage Planning staff and was initiated in 2015 on Council direction. The Parkdale Main Street HCD Study process and the HCD Plan have been prepared in accordance with provincial legislation and *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*.

RECOMMENDATIONS

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

1. City Council, in accordance with Section 41 of the Ontario Heritage Act, designate by by-law the area shown on Attachment 1 to the report (May 24, 2022) from the Senior Manager, Heritage Planning, Urban Design, City Planning, as the Parkdale Main Street Heritage Conservation District.

2. City Council adopt by by-law the Parkdale Main Street Heritage Conservation District Plan as the district plan for the Parkdale Main Street Heritage Conservation District, attached as Attachment 5 to the report (May 24, 2022) from the Senior Manager, Heritage Planning, Urban Design, City Planning.

3. If there are any appeals to the by-law under Section 41 of the Ontario Heritage Act, City Council direct the City Solicitor, together with the City's outside counsel and any other appropriate City staff and/or outside consultants to appear before the Ontario Land Tribunal to defend the by-law.

FINANCIAL IMPACT

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

DECISION HISTORY

In July 2014, City Council directed City Planning to undertake a West Queen West Planning Study to review the policy context, built-form and heritage value of the properties on Queen Street West, between Bathurst Street and Roncesvalles.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE34.77>

On March 31, 2015, City Council adopted an amended prioritization system for heritage conservation districts, authorized a revised West Queen West boundary for study as a potential Heritage Conservation District, and directed the Chief Planner and Executive Director, City Planning to initiate the study of the West Queen West district as a result of the application of the prioritization criteria.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG2.8>

On June 22, 2017, the Toronto Preservation Board endorsed the recommendation of the West Queen West HCD Study to proceed with the preparation of two Heritage Conservation District Plans within the study area, the Parkdale Main Street and West Queen West Heritage Conservation Districts.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PB24.2>

On September 30, 2020, City Council directed the Chief Planner and Executive Director, City Planning to prepare necessary Zoning By-law Amendments to implement Official Plan Amendment 445, having regard for Heritage Conservation District Plans under development, and existing site-specific zoning permissions.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE14.5>

On December 16, 2020, City Council adopted a report from the Senior Manager, Heritage Planning, Urban Design, City Planning, recommending the inclusion of 360 properties within the West Queen West and Parkdale Main Street Areas on the City of Toronto's Heritage Register.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE21.18>

BACKGROUND

Legislative Framework

Provincial Policy Statement and Planning Act

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) (the "Growth Plan"). 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 (the "OHA") 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 (the "PPS"), 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 PPS. The PPS 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 PPS 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 PPS 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

The Growth Plan builds on the PPS 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 Métis 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>

Ontario Heritage Act

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 OHA, or designation of districts under Part V of the OHA.

Section 27 of the OHA 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 OHA 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>

Under Part V of the OHA municipalities are enabled to establish heritage conservation districts where their official plan contains provisions relating to the establishment of such. The City of Toronto's Official Plan supports identification, evaluation and designation of heritage conservation districts. Section 41.1 of the OHA describes the requirements for the HCD Plan, including: a statement of objectives; a statement of district significance explaining the cultural heritage value or interest of the HCD; a description of heritage attributes; policies, guidelines and procedures for achieving the

stated objectives; and a description of alterations that may be undertaken by property owners without obtaining a heritage permit. The OHA requires that, prior to the by-law adopting a HCD plan is made, information relating to the proposed HCD plan, including a copy of the plan, is made available to the public, that at least one public meeting is held regarding the HCD plan (Community Council), and that the municipal heritage committee (Toronto Preservation Board) be consulted.

The Ontario Heritage Toolkit, produced by the Ministry of Heritage, Sport, Tourism and Culture Industries, provides guidance on designating properties of municipal significance, including direction on the purpose of designating heritage conservation districts and information about how the PPS and the OHA provide a framework for the conservation of heritage properties within the land use planning system. It provides guidance on how to conduct HCD studies and plans, identify cultural heritage value and heritage attributes, determine district boundaries, and prepare a statement of objectives. http://www.mtc.gov.on.ca/en/heritage/heritage_toolkit.shtml

In June 2019, the More Homes, More Choice Act, 2019 (Bill 108) received Royal Assent. Schedule 11 of this Act included amendments to the 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 Part IV designation processes. Guidance from the Province related to the implementation of Bill 108 Amendments is forthcoming.

City of Toronto's Official Plan

The City of Toronto's Official Plan (the "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."

Official Plan Policy 3.1.5.30 provides for the establishment of HCDs and their designation and conservation. It states, "Potential heritage conservation districts will be identified and evaluated to determine their significance and cultural heritage values, in a Heritage Conservation District study. Heritage Conservation Districts that have been evaluated to be significant for their heritage value will be designated and conserved."

Policy 3.1.5.2 states that properties and HCDs of potential cultural heritage value or interest will be identified and evaluated consistent with provincial regulations and criteria and that the evaluation of HCDs may also consider additional criteria such as social, community, natural and scientific value. Policy 3.1.5.3 directs that HCDs will be protected by being designated under the OHA and included on the Heritage Register. Policy 3.1.5.4 states that properties on the Heritage Register (including those within HCDs) will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada.

Policy 3.1.5.32 states, "Impacts of site alterations, developments, municipal improvements, and/or public works within or adjacent to Heritage Conservation Districts will be assessed to ensure that the integrity of the districts' heritage values, attributes, and character are conserved. This assessment will be achieved through a Heritage Impact Assessment..." Policy 3.1.5.33 states, "Heritage Conservation Districts should be managed and conserved by approving only those alterations, additions, new development, demolitions, removals and public works in accordance with respective Heritage Conservation District plans." 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.

In addition to the direction of Section 3.1.5, the Official Plan provides support for heritage conservation within the context of accommodating growth and change. Section 2.2.1 Downtown: The Heart of Toronto states that "Downtown is where our history is richest" and that "Given that this is one place in Toronto where "change is constant", we must ensure that our built heritage is respected, nurtured and improved." Policy 2.2.1.10 directs that "the architectural and cultural heritage of Downtown will be preserved by designating buildings, districts and open spaces with heritage significance and by working with owners to restore and maintain historic buildings." Policy 2.2.1.11 speaks to providing guidance within HCDs, by directing that design guidelines specific to districts of historic or distinct character will be developed and applied to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings.

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

Heritage Conservation Districts in Toronto: Procedure, Policies and Terms of Reference ("HCDs in Toronto") was adopted by Toronto City Council in March 2012 in order to provide a consistent approach for the studying and planning of HCDs in the city. In addition, the Standards and Guidelines for the Conservation of Historic Places in Canada ("Standards and Guidelines") is the benchmark for recommending conservation treatments and approaches. The Official Plan references the Standards and Guidelines as a key guidance document, requiring that properties on the Heritage Register be conserved and maintained consistent with the Standards and Guidelines.

Amendment No. 445 to the Official Plan ("OPA 445") was adopted by Council on September 30, 2020 as Site and Area Specific Policy 566 ("SASP 566"). It was developed through a collaborative consultation process alongside the West Queen West HCD Study, to ensure that OPA 445 and the proposed HCD Plans function in a coordinated manner to support a vibrant, livable, walkable and sustainable main street in the West Queen West and Parkdale Main Street areas. OPA 445 is currently under appeal to the Ontario Land Tribunal ("OLT").

Further, properties at the east edge of the District, which are designated as Employment Areas, are subject to Site and Area Specific Policy 154.

City of Toronto Archaeological Management Plan

The intent of the Archaeological Management Plan is to ensure that archaeological resources are appropriately conserved, and that archaeological sites are adequately considered and studied prior to any form of development or land use change that may affect them. It identifies general areas of archaeological potential, as well as specific areas of known extant archaeological sites referred to as Archaeologically Sensitive Areas.

City of Toronto Reconciliation Action Plan 2022-2032

City of Toronto Reconciliation Action Plan, adopted by City Council in April 2022, will guide its actions to advance truth, justice and reconciliation for the next 10 years, from 2022 to 2032. It builds on the City's existing commitments to Indigenous peoples and takes them even further through meaningful actions.

<https://www.toronto.ca/legdocs/mmis/2022/ex/bgrd/backgroundfile-222934.pdf>

Parkdale Hub

In March 2017, City Council adopted a motion requesting the formation of an interdivisional group to determine the feasibility of a coordinated City plan to revitalize the City-owned properties at the intersection of Queen Street West and Cowan Avenue to better serve the Parkdale community. The Parkdale Hub project is a transformational city-building initiative that will deliver wide-ranging social, cultural and economic benefits to the Parkdale community. It is being led by CreateTO, in collaboration with City Real Estate Management, Parks Forestry & Recreation, Toronto Public Library, Housing Secretariat, Toronto Parking Authority, and City Planning.

<https://createto.ca/project/parkdale-hub/>

COMMENTS

Project Background

In Toronto, heritage conservation districts are identified and designated through a phased process which involves completion of an HCD Study and then an HCD Plan. The West Queen West HCD Study (the "HCD Study") was prioritized for study by Toronto City Council in March 2015. At this meeting, the study area was established to extend along Queen Street West from Roncesvalles Avenue to Bathurst Street with the intention to coincide with boundaries of the Queen Street West Planning Study (the "Planning Study").

In February 2016, the City engaged EVOQ Architecture Inc. (formerly known as FGMDA Architects) to conduct the HCD Study for the study area. Following a detailed analysis of the area and community consultation, the HCD Study recommended two HCD Plan areas: the West Queen West HCD extending between Bathurst and Dufferin streets; and the Parkdale Main Street HCD extending between Dufferin Street and

Jameson Avenue/Macdonell Avenue. The HCD Study and its recommendations were endorsed by the Toronto Preservation Board in June 2017.

Work on the two HCD Plans was initiated in fall 2018. Heritage Planning staff collaborated with Community Planning and Urban Design teams on the Planning Study, which resulted in the adoption, with amendments, of OPA 445, SASP 566, by City Council on September 30, 2020. OPA 445 was subsequently appealed to the OLT. Building on the work of the HCD Study, Heritage Planning staff undertook additional research and review of potential heritage properties within the study area and identified a list of properties recommended for inclusion on the Heritage Register, including 110 properties within the Parkdale area (between Dufferin Street and Roncesvalles Avenue). A report with addresses, historic context statements, and descriptive listings was adopted by Council on December 16, 2020.

The HCD Study staff report states that the surrounding Parkdale residential area may warrant further study and evaluation in the future. Of the above-mentioned 110 heritage properties within the Parkdale area, 22 are located outside the Parkdale Main Street HCD boundaries between Jameson Avenue/Macdonell Avenue and Roncesvalles Avenue. In total, 28 properties located within the area between Jameson Avenue/Macdonell Avenue and Roncesvalles Avenue are currently on the Heritage Register, of which two properties are Part IV designated. These properties include pre-war apartments, a hotel, banks, theatres, and main street commercial rows and blocks.

City staff continued work on the draft HCD Plan, and excerpts from the document were released in April 2022 for public review and comment for a period of two weeks. The HCD Plan was finalized by Heritage Planning staff and revisions were made, where appropriate, based on internal and external consultation and the review of written comments. This HCD Plan, while led by Heritage Planning, was undertaken in collaboration with the Community Planning and Urban Design sections of City Planning. Staff from Legal Services Division together with the City's outside legal counsel, as well as Transportation Services and the Indigenous Affairs Office have also been consulted.

Community Consultation

Community consultation meetings were held for the HCD Study phase on June 23, 2016 and November 29, 2016. In addition to the two public meetings, a working group consisting of local residents, property owners, business owners and community representatives met in July and October 2016. In June 2017, the HCD Study report was presented for endorsement to the Toronto Preservation Board to proceed to the plan phase.

Community consultation meetings for the HCD Plan phase were held concurrently for the Parkdale Main Street HCD, West Queen West HCD and the Planning Study. A community consultation meeting was held on October 17, 2019 to present the two HCD Plans, including draft objectives, statement of cultural heritage value and heritage attributes, contributing properties, and policy recommendations. Additionally, meetings with the West Queen West Business Improvement Area (BIA) and Parkdale Village BIA were held on October 30, 2019 and February 3, 2020, respectively, to present and discuss the draft recommendations.

In March and April 2022, a new Local Advisory Committee comprising representatives from community organizations based in Parkdale was formed to review portions of the draft HCD Plan and provide feedback to City staff. Some members had participated in the earlier working groups, while other members were new. During this time, City staff also worked with the Sunnyside Historical Society, who provided additional historical research and information about local properties.

A Community Consultation meeting was held on April 20, 2022 to present an overview of the HCD process and excerpts from the draft HCD Plan for Parkdale Main Street. The Local Advisory Committee and Community Consultation meetings were facilitated by Third Party Public, as an external consultant.

Heritage Planning staff also reached out to a number of Indigenous-led organizations and programs serving the Indigenous community in Parkdale to seek input into the cultural heritage values of the Plan area, and on policy development. In May 2022, Heritage Planning staff was able to attend a weekly drop-in meeting of the Niiwin Wendaanimak (Four Winds) program at the Parkdale Queen West Community Health Centre to provide background about the project and to receive comments and feedback on a variety of issues related to the proposed Parkdale Main Street HCD. Following the meeting, the draft statement of cultural heritage value, statement of objectives and draft policies and guidelines related to Indigenous communities were updated to reflect the feedback received. A meeting summary and the revised policies were circulated back to the program administrator for confirmation and further input. A return visit to the drop-in group was cancelled due to an emergency closure of the building. The draft statement of cultural heritage value, statement of objectives and revised policies and guidelines relating to Indigenous communities were also reviewed by representatives of the Mississaugas of the Credit First Nation.

These consultations resulted in further refinements to the HCD Plan for clarity and consistency with provincial legislation.

Cultural Heritage Value

The proposed Parkdale Main Street HCD is the historic main street of the Village and Town of Parkdale, and reflects its evolution from a village, to a streetcar suburb, and present-day urban community. It is an evolved historic district, with a concentration of late-19th and early 20th century commercial buildings. The development of Parkdale and its main street is closely tied to the expansion of the railway. It was first incorporated as a village in 1879 following the opening of the North Parkdale Station at Queen Street West and Dufferin Street. The construction of the Queen Street Subway (the underpass at Dufferin Street) and extension of streetcar service into Parkdale in 1887 improved the area's connection to the rest of the city, and the improved access to City services sparked a sharp increase in the development of commercial buildings along Queen Street West. By the time of annexation by the City of Toronto in 1889, most of Queen Street West between Dufferin Street and Jameson Avenue had been built out, and Parkdale's ten years as an independent village and town can be understood as being largely responsible for its present-day character. This distinct character is in contrast to the lower density and formerly industrial character of Queen

Street West east of Dufferin Street (the historic city limits), as well as the lower density and residential character of Queen Street West, west of Jameson Avenue, which was developed primarily after annexation.

The District is an example of early village main street commercial development in Toronto. It conveys a defined sense of place with most of the buildings in the District constructed from the 1880s to the 1930s. The District is representative of late-19th and early 20th century commercial and apartment building construction, and the concentration of commercial and civic buildings along Queen Street West and Cowan Avenue reinforces the historic core and commercial centre of the Town of Parkdale. The District includes a collection of buildings representing a diverse range of architectural styles. The buildings are mostly 2-3 storeys with a variety of roof profiles. The District is also a welcoming place for Indigenous peoples and newcomers to build community. It is an area that has historically and continues to be the home of a diverse mix of social classes, from working to middle class with successive waves of immigrants. See Attachment 3 for the Statement of Cultural Heritage Value and Heritage Attributes.

Statement of Objectives

The OHA requires that HCD plans contain a statement of objectives to be achieved through the designation of the HCD. These objectives are an important link between the values identified in the statement of cultural heritage value and the policies that are intended to conserve those values of the District, including its heritage attributes.

The overall objective of the Parkdale Main Street HCD Plan is the protection, conservation and management of its heritage attributes including contributing properties so that the District's cultural heritage value is protected in the long-term. See Attachment 2 for the full Statement of Objectives.

Proposed Boundary

The proposed HCD Plan area is the commercial main street of Parkdale and encompasses all properties fronting onto Queen Street from Dufferin Street and the Queen Street Subway to the east to Jameson Avenue to the west as well as existing lanes to the rear of those properties. The District extends on the north side of Queen Street beyond Jameson Avenue to include five properties west of Macdonell Avenue. The District also includes the cluster of civic and religious institutions located on Cowan Avenue, the heart of the historic Village of Parkdale. The boundary limits include the full right-of-way on existing laneways and Cowan Avenue, and run along the centreline of Noble Street and Jameson Avenue. See Attachment 1 for a map of the HCD boundary.

The proposed boundary for the Parkdale Main Street HCD has been modified from the boundary of the West Queen West HCD Study area. In addition to the area being divided into two HCD plan areas, the boundary was expanded to include properties on Cowan Avenue south to Melbourne Avenue, and north of Queen Street on Lansdowne Avenue to include 10 Lansdowne Avenue (former Parkdale Assembly House). These modifications were evaluated using the criteria provided in the Ontario Heritage Trust's toolkit regarding the delineation of HCD boundaries.

Contributing and Non-Contributing Properties

The HCD Plan identifies properties as contributing or non-contributing, in keeping with HCDs in Toronto. Contributing properties are those that support the identified significant cultural heritage values, character and integrity of the District, while non-contributing properties do not support the Statement of Cultural Heritage Value.

A multi-step process was used to determine the classification of properties as contributing or non-contributing in the Parkdale Main Street HCD. First, a review of the construction date of the property was undertaken. As noted in the statement of Cultural Heritage Value, the District's period of significance is the 1880s-1930s. If a building was constructed within this date range it was then examined individually to determine if it supported one or more of the District's cultural heritage values and whether it retained sufficient heritage integrity to warrant inclusion as a contributing property. In cases where a building's integrity was substantially compromised, the properties were classified as non-contributing. Buildings constructed outside the period of significance were preliminarily classified as non-contributing before being individually evaluated to determine if they contributed to the District's cultural heritage value. See Attachment 4 for the Map of Contributing Properties.

In April and May 2022, Heritage Planning staff conducted a field review to re-examine commercial buildings to give consideration to historic storefront components. The identified buildings were evaluated through analysis of historical and archival information to determine whether the extant storefront components were linked to the original design of the property or related to a significant historical alteration. The assessment identified twenty contributing properties with visible historic components that merit conservation through their contribution to the District's cultural heritage value.

Part IV Designated Properties

The Ontario Heritage Act allows a property to be designated individually under Part IV of the OHA as well as included within an HCD and designated under Part V of the OHA. The designation of an HCD does not preclude designation of individual properties under Part IV, and the policies of the HCD Plan will continue to apply to Part IV designated properties.

In the Parkdale Main Street HCD, all properties will be designated under Part V of the Ontario Heritage Act. The Part V HCD designation will conserve and maintain the cultural heritage value and heritage attributes of the District as a whole. Some properties located within the District are also designated under Part IV of the Ontario Heritage Act, which protects the cultural heritage value of individual properties and their identified heritage attributes. These properties are designated by municipal by-law containing a Statement of Significance that defines its cultural heritage value and heritage attributes as an individual property. Interventions on properties designated under Part IV will also conserve the individual property's cultural heritage value and heritage attributes. Part IV designations may include attributes such as interior features and other detailed attributes that are unique to the property.

All Part IV properties within the District have been identified as contributing properties. Where there is a property with a Part IV designation the cultural heritage value and

heritage attributes identified in the Part IV designating by-law are to be conserved in accordance with Section 3.1.5 of the Official Plan in addition to the requirements of the HCD Plan.

District Policies and Guidelines

The OHA requires that all HCD plans include "policy statements, guidelines and procedures for achieving the stated objectives and managing change" in the district.

The Parkdale Main Street HCD Plan contains policies and guidelines that are intended to manage change within the District in order to meet the objectives of the HCD Plan and to conserve the cultural heritage value and heritage attributes of the District. These policies and guidelines will inform decisions on alterations, additions, new development and demolition within the District. See Attachment 5 for the HCD Plan.

In the HCD Plan, policies describe what is required when undertaking work on a property within the District. Policies are required components of the designating by-law and are not discretionary, unless otherwise indicated. Guidelines provide suggested methods of satisfying associated policies but do not carry the mandatory weight of policy. Guidelines recognize that there may be a variety of strategies that could satisfy any given policy.

Policies and Guidelines for Contributing Properties

The Official Plan requires that properties on the Heritage Register be conserved and maintained consistent with the Standards and Guidelines, which has been adopted by City Council as the guiding document for the planning, stewardship and conservation of properties on the Heritage Register. An HCD plan gives context-specific guidance on how to achieve consistency.

HCDs in Toronto requires that all properties within HCDs be categorized as either contributing or non-contributing to the District's cultural heritage value and heritage attributes. Separate sets of policies and guidelines have been developed for contributing and non-contributing properties to manage change within the District.

The HCD Plan prohibits the demolition and removal of buildings on contributing properties, except in the case of a catastrophic loss and where losses were not the result of demolition by neglect, deferred maintenance or purposeful damage to the property.

The HCD Plan requires that contributing properties be conserved and maintained to ensure the conservation of the District's cultural heritage value, heritage attributes and integrity, based on an understanding of the property and how it contributes to the District. The HCD Plan provides policies and guidelines to inform the conservation of building assemblies for contributing properties (roofs, windows and doors, exterior walls, storefronts and entrances), as well as the design of compatible alterations and additions, signage, and lighting. These policies and guidelines also address combined properties (those properties with both contributing and non-contributing portions) and code compliance.

Policies and Guidelines for Non-Contributing Properties

While non-contributing properties do not individually contribute to the heritage character of the District, their proximity to and evolution alongside contributing properties gives them the potential to significantly impact the heritage character of neighbouring properties and the District as a whole should they be modified or developed. Any aspect of new development to non-contributing properties, including replacement buildings, additions or alterations, must comply with the policies and guidelines of this HCD Plan for non-contributing properties.

The HCD Plan requires that new development, additions and alterations to non-contributing properties be compatible with cultural heritage value and heritage attributes of the District and adjacent contributing properties. The HCD Plan provides policies and guidelines to inform the design of compatible new development, alterations and additions to non-contributing properties, as well as the design of exterior walls, roofs, signage, and lighting. The HCD Plan also addresses combined properties and alterations to properties that are adjacent to the District.

Policies and Guidelines for Parks and Public Realm

The Parks and Public Realm policies and guidelines address Masaryk Park and the Parkdale Amphitheatre, as well as the District's historic nodes, streetscape and laneways, views and gateways, public art and the approach to work undertaken within the right-of-way. Public art was identified as having particular importance to community members. The Plan recognizes the importance of allowing for flexibility in artistic expression by excluding prescriptive policies while encouraging works that enhance Parkdale's cultural heritage, community identity and sense of place.

Archaeology

The Official Plan policies for archaeological resources apply for the HCD Plan area. In addition to obtaining a permit under Part V of the OHA for any archaeological sites or resources identified as heritage attributes of the District, the procedures for archaeology identified within the City of Toronto Archaeological Management Plan must also be adhered to.

Procedures

The HCD Plan describes the heritage permit process, including categories of work for which no heritage permit is required, consistent with the Municipal Code. The HCD Plan identifies circumstances when a Heritage Impact Assessment will or may be required, for both contributing and non-contributing properties.

Recommendations

Recommendations in the HCD Plan include the preliminary review of the HCD Plan within the first 10 years after it has come into force, which may identify if any updates are warranted. Additional recommendations include the potential creation of an HCD Advisory Committee to ensure ongoing community based feedback in the

implementation of the HCD Plan and heritage permit process, and the facilitation of heritage awareness within the District.

Unlike appeals under the Planning Act, under Part V of the Ontario Heritage Act an HCD cannot come into force until all appeals have been resolved or dismissed. As such, the Parkdale Main Street HCD Plan (if it is approved by City Council and appealed to the OLT) will not be binding on new development applications until such time as the Ontario Land Tribunal approves the document as a whole. Thus, individual designation of contributing properties (under Part IV of the OHA) may still be used to protect cultural heritage values and attributes of these properties until the HCD Plan comes into force.

CONCLUSION

The Parkdale Main Street HCD Plan meets the requirements of the Ontario Heritage Act and other provincial legislation, including all statutory requirements for notification, consultation, study and content. City Planning staff are of the opinion that the HCD Plan is in conformity with the Ontario Heritage Act, Provincial Policy Statement, Growth Plan, Official Plan policies, and best practices in heritage planning. Once adopted and in force, the HCD Plan will enable City Council to better conserve the cultural heritage value and heritage attributes of Parkdale Main Street and to manage and guide future change.

City Planning staff recommend designation of Parkdale Main Street under Part V of the Ontario Heritage Act, including adoption by by-law of the Parkdale Main Street HCD Plan. The proposed Parkdale Main Street HCD has cultural heritage value as an evolved historic district, and the HCD Plan provides a framework to help conserve and maintain the character of this important historic main street for generations to come.

CONTACT

Pourya Nazemi, M.Arch., Ph.D., CAHP
Senior Heritage Planner
Heritage Planning,
Urban Design, City Planning
Tel: 416-338-5702; fax: 416-392-1973
E-mail: Pourya.Nazemi@toronto.ca

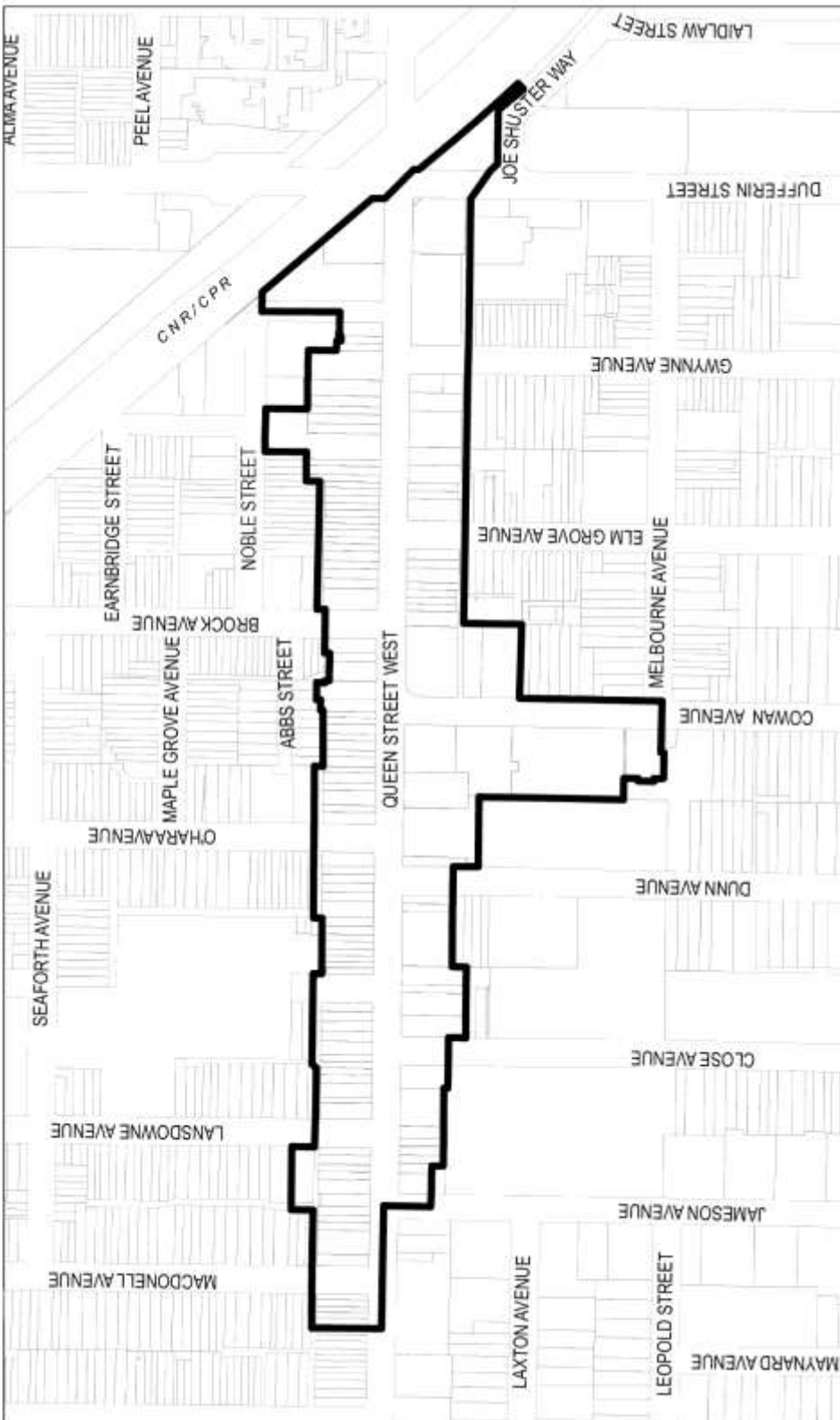
SIGNATURE

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

ATTACHMENTS

- Attachment 1 – Parkdale Main Street Heritage Conservation District – Boundary
- Attachment 2 – Statement of Objectives
- Attachment 3 – Statement of Cultural Heritage Value and Heritage Attributes
- Attachment 4 – Map of Contributing Properties
- Attachment 5 – Parkdale Main Street Heritage Conservation District Plan

DISTRICT BOUNDARY



Toronto
Parkdale Main Street
Proposed Heritage Conservation District

Proposed Plan Boundary

↑
 Not to Scale
 04/01/2022

Proposed Plan Boundary

STATEMENT OF OBJECTIVES

The overall objective of the Parkdale Main Street Heritage Conservation District (HCD) Plan is the protection, conservation and management of its heritage attributes and contributing properties so that the District's cultural heritage value is protected in the long-term. The cultural heritage value of the District consists of its historic, associative, contextual, design, physical, social and community values. The heritage attributes of the District include its built form, streetscape, function, public realm and archaeological resources.

Specific objectives of this Plan are set out below. Although the following objectives are numbered, the numeric sequence does not establish a priority among the objectives.

1. Conserve and maintain the cultural heritage value of the District as expressed through its heritage attributes, contributing properties, building typologies, public realm, and archaeological resources.
2. Conserve the legibility of the District's period of significance as expressed through the District's heritage attributes.
3. Conserve and maintain the legibility of the historic Parkdale Village Main Street and the civic core on Cowan Avenue.
4. Conserve and maintain the District's contributing properties, Part IV designated properties and listed properties.
5. Conserve the historic main street character of the District, including its consistent streetwall, scale, fine-grained built form, rear service laneways, and pedestrian orientation of buildings, and support the mixed commercial, retail, or residential uses that main street character implies.
6. Ensure alterations to contributing properties are compatible and conserve and maintain the heritage attributes of the District.
7. Ensure that new development and additions conserve and maintain the cultural heritage value of the District in general, particularly with respect to the historic scale, form and massing of its contributing properties and the public realm, and the general built form pattern.
8. Encourage high-quality architecture in the design of new development, additions and alterations that is compatible with the District's cultural heritage value.
9. Conserve and maintain the District's human-scale built form, defined by predominantly 2 to 3 storey buildings, that supports and enhances the pedestrian main street experience and sense of place.

10. Promote excellence in streetscape, lighting, landscape, signage, and civic design to enhance the public realm that supports the District's ongoing use by pedestrians as a historic main street and reinforces its cultural and civic role.
11. Conserve and enhance the identified views and gateway within the District that contribute to a sense of place and retain the prominence of landmarks, reference points and points of entry.
12. Ensure compatibility of materials between new and old, including but not limited to, type, colour, scale, finish and details.
13. Conserve and maintain the well-defined and articulated streetwalls of the District.
14. Conserve the scale and heritage attributes of the District's historic storefronts to acknowledge and support the diversity of shops and retail activity that reflect and support the cultural and economic diversity of the District.
15. Ensure that archaeological resources are conserved.
16. Conserve and enhance the social, cultural and community values of the District as a vibrant and welcoming community, as expressed through the community's activism in leading collaborative and equitable social change that supports local artists, residents, business owners and service users, and the collection of civic and religious buildings and public space around Cowan Avenue as a focal point for social and civic activities.
17. Honour and celebrate the area's historic and contemporary Indigenous heritage.

**STATEMENT OF CULTURAL HERITAGE VALUE AND
HERITAGE ATTRIBUTES****Description of Historic Place**

The Parkdale Main Street Heritage Conservation District is the commercial main street of Parkdale and encompasses all properties fronting onto Queen Street from Dufferin Street and the Queen Street Subway (the underpass at Dufferin Street) to the east to Jameson Avenue to the west as well as existing lanes to the rear of those properties. The District extends on the north side of Queen Street beyond Jameson Avenue to include five properties west of Macdonell Avenue and north on Lansdowne Avenue to include 10 Lansdowne Avenue (former Parkdale Assembly House). The District also includes the Masaryk Park and Community Centre (former Fire Hall and Parkdale Curling Club), St. John's Parish Polish National Catholic Church of Canada (Cowan Avenue Methodist Church), Church of the Epiphany and St. Mark (St. Mark's Anglican Church) and former Parkdale Telephone Exchange buildings on Cowan Avenue, which as a group form part of a cluster of civic and religious institutions in the heart of the historic Village of Parkdale.

Statement of Cultural Heritage Value

The District has cultural heritage value as the historic civic and commercial core of the former Town of Parkdale, an autonomous village that has evolved into a distinct urban community within the City of Toronto.

The District has historic and associative value as part of the ancestral lands of the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples. When this portion of Queen Street West was upgraded from a trail into a road at the turn of the 19th century, it connected to a part of the Toronto Carrying Place trail - a historic system of Indigenous trails. The road connected to the portion of the Toronto Carrying Place trail that extended from the bottom of the Humber River and continued east along Lake Ontario's shoreline, intersecting with what would become today's Roncesvalles Avenue, just west of the District's boundaries. Historic names for the portion of Queen Street West that runs through Parkdale include Lake Shore Road (due to its association with the historic lake shore Indigenous trail), Niagara Road and Burlington Road (two communities to the west that it led towards) and Lot Street.

The District also has historical and associative value as the historic commercial main street of the former Town of Parkdale and through its reflection of its evolution from a village to a streetcar suburb, and present-day urban character. The Village of Parkdale developed in the 1870s as several land holders in the area registered major plans of subdivision and established the District's current street layout, with Queen Street as its commercial spine and civic centre at Cowan Avenue, located a short distance to the west of the new railway station at Queen Street West and Dufferin Street. Rear laneways servicing many of the commercial main street properties were also established during this initial period of development, including the one running between

Cowan Avenue and Dufferin Street that is now called Milky Way. Parkdale was first incorporated as a village in 1879 and then as the Town of Parkdale in 1885, and was developed to the west of the city limits and the military reserve lands, referred to as the Garrison Commons. Queen Street, formerly called Lot Street, was a concession road that divided land grants to the north and south of the street. The District's street layout is a result of uncoordinated, ad hoc subdivision of the park and farm lots in the area, as various land holders parcelled and sold off portions of their properties. The Brock estate was one of the first Park Lots to be subdivided (1850 plan of subdivision) and laid the foundation of the Village of Brockton to the north of the District, with Brock Avenue as the central street that terminated at Queen Street. Early development within the District was spurred by the advent of railway construction in the years 1856-1879. Access to the area was greatly increased with the North Parkdale Station (opened in 1878 and destroyed by fire in 1977), which was located at Queen Street West and Dufferin Street and was the last stop before Union Station.

At the heart of the Village of Parkdale was the collection of civic buildings centered at Queen Street West and Cowan Avenue. These include the Masaryk Park and Community Centre (former Fire Hall and Curling Club), Gallery 1313 (former Police Station No.6), the Polish National Catholic Church of Canada (former Cowan Avenue Methodist Church), Church of the Epiphany and St. Mark (St. Mark's Anglican Church) and the Parkdale Telephone Exchange buildings on Cowan Avenue. The former Parkdale Town Hall, which housed fire and police services in addition to the council chambers was located at this intersection as well, and was replaced by the extant building in 1931.

The name for the area, "Parkdale", is attributed to the Toronto House Building Association, which began purchasing land in the area in 1875 in anticipation of the railway station being constructed. The Toronto House Building Association promoted the area as a picturesque village with access to Lake Ontario and clean water, in comparison to the increasingly polluted and congested downtown Toronto. The first residents of the Village of Parkdale were a mix of merchants and professionals migrating from surrounding rural areas, company owners or managers from Toronto, and a large proportion of railway and factory workers taking advantage of affordable housing that was within walking distance to their places of work. Workers housing was generally closer in proximity to Queen Street West and the railway tracks, with middle and upper-middle class housing being constructed to the south and in proximity to Lake Ontario. When Parkdale was annexed by the City of Toronto in 1889, subsequent access to City services sparked a sharp increase in the development of commercial buildings along Queen Street West. The construction of the Queen Street Subway (the underpass at Dufferin Street) and extension of streetcar service into Parkdale in 1887 improved the area's connection to the rest of the city. Parkdale's ten years as an independent corporation created a character distinct from the commercial development east of the historic city limits at Dufferin Street, with a cluster of civic buildings built to support the village's community activities.

The District has contextual value as an example of early village main street commercial development in Toronto. The District conveys a defined sense of place with most of the buildings in the District constructed from the 1880s to the 1930s, coinciding with the period of the area's incorporation as a separate municipality and the wave of

development following its annexation into the City of Toronto in 1889. The railway corridor at Dufferin Street defines and reinforces this historic demarcation of the city limits with the Queen Street Subway marking the eastern gateway into the District. Jameson-Macdonell marks the western boundary of the District.

The collection of historic buildings along Queen Street West defines a continuous commercial streetwall articulated with commercial block buildings with a cluster of civic buildings centered at Cowan Avenue, and reinforces the identity of Parkdale as a distinct, autonomous community. The grouping of civic and religious buildings around Cowan Avenue expresses the importance of the area as a civic centre, both historically and in the present day, with many of the buildings continuing to serve the area's diverse resident and business communities. The concentration of main street commercial buildings establishes a main street character that reflects the history of the street as the principal commercial artery of the historic Town of Parkdale and eastern connection to Toronto. The streetwall is defined by low-rise buildings with a variety of rooflines. The streetwall is articulated by a rhythm of narrow storefronts with recessed entrances, and a strong datum line of sign bands.

The District has design and physical value as a representative of late-19th and early 20th century commercial and apartment building construction. The concentration of late-19th and early 20th century commercial and civic buildings along Queen Street West and Cowan Avenue reinforce the historic core and commercial centre of the Town of Parkdale. The Edwardian apartment buildings with commercial storefronts at the west end of the District speak to the early densification of the community as it transitioned from an independent village into a distinct community within the City of Toronto. The buildings display various architectural influences from Italianate, Second Empire, Romanesque Revival (Richardsonian Romanesque), Queen Anne Revival, Edwardian/Edwardian Classicism, Beaux-Arts/Edwardian and Art Deco styles and 19th Century and 20th Century vernacular. The buildings are mostly 2-3 storeys with a variety of roof profiles - including gabled roofs, mansard roofs with rounded windows and dormers and flat roofs with decorative parapets that establish the human-scale of the District. The buildings also share common materials and detailing, with brick as the predominant material and with upper storeys often displaying polychrome brick patterns, projecting string courses that accentuate windows and articulate floor heights, and corbeled courses that decorate cornices and parapets. Ground floor storefronts display a variety of designs, from historic to contemporary, that are unified through similar patterns of recessed entrances and display windows generating a distinctive rhythm and articulation along the street. Sign bands create a continuous and strong datum line.

The District has social and community value as a welcoming place for Indigenous peoples and newcomers to build community. It is also an area that has historically and continues to be the home of a diverse mix of social classes, from working to middle class with successive waves of immigrants, including early rural migrants and the Polish and Tibetan communities. With the deinstitutionalization of the Provincial Asylum beginning in the 1960s and subsequent influx of patients into the neighbourhood's residential areas, the community has a history of tolerance and acceptance of mental illness as well as social service providers and users. Community activism on issues related to social equity and mental health is also a long-standing tradition in the community.

The cluster of civic buildings around Cowan Avenue including the public library, Masaryk Hall Community Centre, the Church of the Epiphany and St. Mark's and the St. John's Parish Polish National Catholic Church have been focal points for civic activities since their inception. The Parkdale Village Arts Collective and Gallery 1313 (in former Police Station No. 6) reinforce and sustain cultural activities.

Heritage Attributes

- The historic main street character of the District with continuous streetwall and fine-grained built form
- The main street commercial buildings from the period of the independent Town of Parkdale that define the origin of the distinct culture of the community
- The node of civic buildings at Cowan Avenue that collectively define the social and civic nucleus of the historic Town of Parkdale
- The narrow lot frontages, the rear laneways that provide service and delivery access to commercial main street properties, and residential streets that meet Queen Street West at T-intersections, reflecting the street layout resulting from the ad hoc subdivision of Park Lots and farm lots by various property owners
- The collection of civic and institutional landmark buildings that have historically and continue to facilitate social and community activities in the District
- The consistent historic streetwall, fine-grained streetscape pattern and human scale of the District defined by predominantly 2 to 3 storey buildings
- The range of commercial building typologies, including main street commercial row and block buildings, representative of commercial architecture in the late-19th and early 20th centuries and the evolution of the District from suburban village to distinct community within Toronto
- The collection of buildings representing a diverse range of architectural styles, including but not limited to Second Empire, Gothic Revival, Italianate, Queen Anne Revival, Romanesque Revival/Richardsonian Romanesque, Edwardian/Edwardian Classicism, Beaux-Arts, Art Deco and 19th Century and 20th Century vernacular
- The predominant use of brick, and the overall quality of the ornamentation and detailing of masonry, including the use of polychromatic brickwork
- The architectural details of contributing properties including: the proportion and rhythm of windows, often set within narrow bays with arched lintels; accent bay and oriel windows; the variety of roof profiles and details including the use of gabled roofs, mansard roofs with dormers, flat roofs with expressed cornices and articulated parapets; the chamfered and articulated corners of corner buildings
- The identified historic storefronts, with their cornices and sign bands creating a datum line, their large display windows, raised bases and recessed entrances
- The fabricated grade change to the Queen Street Subway, a historic transit and rail interchange that facilitates vehicular and pedestrian transit below the railway at Queen Street West and Dufferin Street and demarcates the eastern gateway into the Town of Parkdale;
- The identified gateway and views of landmarks, which define a sense of place and support an understanding of the District's cultural heritage value
- The District's archaeological resources

**PARKDALE MAIN STREET HCD
MAP OF CONTRIBUTING PROPERTIES**

ATTACHMENT 4

