

## **220 Cowan Avenue and 1313 Queen Street West – Alterations to Designated Heritage Properties**

**Date:** October 3, 2023

**To:** Planning and Housing Committee

**From:** Chief Planner and Executive Director, City Planning

**Wards:** Parkdale-High Park - Ward 4

### **SUMMARY**

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This report recommends that City Council approve the alterations proposed for the designated heritage properties at 220 Cowan Avenue and 1313 Queen Street West under Section 33 of the Ontario Heritage Act in connection with a proposed development of the subject properties as part of the City-led Parkdale Hub project.

The subject heritage properties are located at the southwest corner of the intersection of Queen Street West and Cowan Avenue within the Parkdale Main Street Heritage Conservation District (the "HCD"). The HCD was approved by City Council but is currently under appeal to the Ontario Land Tribunal (OLT) and is not in effect.

The City-led Parkdale Hub project is a strategic city-building initiative that aims to revitalize and expand upon an existing cluster of City-owned facilities and community services located at Queen Street West and Cowan Avenue, including the Toronto Public Library Parkdale Branch and the Masaryk-Cowan Community Recreation Centre. The Parkdale Hub involves three blocks: a West Block, Centre Block and East Block. The proposed alterations to the heritage properties are associated with the development of the Centre Block of the Parkdale Hub, of which the City will retain ownership. The West and East Blocks will deliver new rental homes as part of the City's Housing Now Initiative and are adjacent to heritage properties but do not contain heritage properties. The Centre Block involves proposed alterations to the heritage properties at 220 Cowan Avenue and 1313 Queen Street West.

The designated heritage properties at 220 Cowan Avenue and 1313 Queen Street West consist of the former Parkdale Curling Club (built in 1898), the former Fire Hall No. 18 (built in 1905) and former Police Station No. 6 (built in 1931-32). These heritage buildings are proposed to be conserved and incorporated into the new building complex, which will be four storeys tall. The former Parkdale Curling Club and Fire Hall No. 18 will be retained as whole buildings with minor alterations to accommodate the new

programming and the former Police Station No. 6 will be substantially retained as a whole building, with minor alterations proposed to ensure universal accessibility and to integrate the building into the new complex. The proposed design also involves the removal and/or relocation of the iron gate on the west side of the property.

The impacts of the proposed development on the heritage properties are appropriately mitigated through the overall conservation strategy and the compatible design of the new construction. In addition, the proposal will serve the public interest by providing at least 231 new rental housing units, of which between 30-50 percent will be new affordable rental housing units in accordance with the City's Housing Now Initiative. Staff are satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement (2020), the Growth Plan (2020), the City of Toronto's Official Plan heritage policies and the Council-approved Parkdale Main Street Heritage Conservation District Plan (the "HCD Plan").

## **RECOMMENDATIONS**

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The Chief Planner and Executive Director, City Planning recommends that:

1. City Council approve the alterations to the heritage properties at 220 Cowan Avenue and 1313 Queen Street West, in accordance with Section 33 of the Ontario Heritage Act to allow for the construction of the Parkdale Hub, on the lands known municipally in the year 2023 as 1303, 1313, 1325, 1337 and 1345 Queen Street West and 220 and 224 Cowan Avenue, with such alterations substantially in accordance with the plans and drawings dated July 7, 2023, prepared by DTAH Architects Limited and on file with the Senior Manager, Heritage Planning and the Heritage Impact Assessment prepared by ERA Architects Inc., dated August 3, 2023, and on file with the Senior Manager, Heritage Planning, all subject to and in accordance with the Conservation Plan satisfactory to the Senior Manager, Heritage Planning and subject to the following additional conditions:

a. That the related site-specific Zoning By-law Amendment permitting the proposed alterations has been enacted by City Council and has come into full force and effect in a form and with content acceptable to City Council, as determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Planning.

b. That prior to the introduction of the bills for such Zoning By-law Amendment by City Council, the owner, being the City Divisions and Agencies responsible for the alterations and restoration, shall:

1. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is substantially in accordance with the conservation strategy set out in the Heritage Impact Assessment for the properties at 220 Cowan Avenue and 1313 Queen Street West prepared by ERA Architects Inc., dated August 3, 2023, to the satisfaction of the Senior Manager, Heritage Planning.

c. That prior to Site Plan approval for the proposed redevelopment for the properties located at 220 Cowan Avenue and 1313 Queen Street West, the owner, being the City Divisions and Agencies responsible for the alterations and restoration, shall:

1. Provide final Site Plan drawings substantially in accordance with the approved Conservation Plan required in Recommendation 1.b.1 to the satisfaction of the Senior Manager, Heritage Planning.
2. Provide a Heritage Lighting Plan that describes how the exterior of the heritage properties will be sensitively illuminated to enhance their heritage character to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.
3. Provide a detailed Landscape Plan for the subject properties, satisfactory to the Senior Manager, Heritage Planning.
4. Provide an Interpretation Plan for the subject properties, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.
5. Provide a Signage Plan for the subject properties, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.

d. That prior to the issuance of any permit for all or any part of the properties at 220 Cowan Avenue and 1313 Queen Street West, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage buildings as are acceptable to the Senior Manager, Heritage Planning the owner, being the City Divisions and Agencies responsible for the alterations and restorations, shall:

1. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 1.b.1, including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Planning.

## **FINANCIAL IMPACT**

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There are no financial implications resulting from the adoption of this report. The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

## DECISION HISTORY

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City Council included the subject property located at 1313 Queen Street West on the City of Toronto's Heritage Register on May 2, 1983.

In November 2013, City Council directed City Planning to undertake the 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.

[TE27.66 - West Queen West Planning Study: Queen Street West Between Bathurst Street and Roncesvalles Avenue](#)

Starting in 2017, City Council adopted a series of reports related to the development and delivery of a coordinated plan for the City-owned properties located at 1303, 1313 Queen Street West and 220 Cowan Avenue. The reports related to the project, known as the Parkdale Hub, include progress and funding updates, as well as the recommendation to support the fee simple acquisition of an adjacent property at 1337 Queen Street West for the purposes of providing additional affordable housing and community program space.

- [MM27.3 - 1313, 1303 Queen Street West and 220 Cowan Avenue - City Plan for City-owned Properties](#) (March 28, 2017)
- [GM23.14 - Affordable Rental Housing - New Lease Agreements at 1313 Queen Street West, 125 Manse Road, 1177 King Street West, 156 and 158 Munro Street and 140, 163 and 164 Spadina Road](#) (December 5, 2017)
- [EX11.6 - Parkdale Hub Project - Feasibility Study](#) (December 17, 2019)
- [EX21.2 - 2021 Capital and Operating Budgets](#) (February 18, 2021)
- [RA22.8 - Parkdale Hub Project - 1303, 1313 and 1325 Queen Street West and 220 Cowan Avenue](#) (June 1, 2021)
- [PH28.2 - Housing Now Initiative - Annual Progress Update and Launch of Phase Three Sites](#) (October 28, 2021)
- [RA27.6 - Parkdale Hub Project - Completion of Phase 2 Feasibility Study, Advancing to Phase 3](#) (November 22, 2021)
- [EX28.13 - Parkdale Hub Project - Advancing to Phase Three](#) (December 15, 2021)
- [GL32.24 - Parkdale Hub Project - Acquisition of 1337 Queen Street West](#) (July 19, 2022)

On June 22, 2017, the Toronto Preservation Board endorsed the preparation of the Parkdale Main Street Heritage Conservation District Plan.

[PB24.2 - Proceeding from Study to Plan Phase for the Proposed West Queen West and Parkdale Main Street Heritage Conservation Districts](#)

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 (OPA 445), having regard for Heritage Conservation District Plans under development, and existing site-specific zoning permissions.

[TE14.5 - Queen Street West Planning Study - Bathurst Street to Roncesvalles Avenue - Official Plan Amendment - Final Report](#)

At its meeting on July 19, 2022, City Council adopted the Parkdale Main Street Heritage Conservation District Plan as the district plan for the Parkdale Main Street Heritage

Conservation District. The document identifies the properties at 1313 Queen Street West and 220 Cowan Avenue as contributing as well as landmark buildings within the HCD.

[TE34.58 - Designation of the Parkdale Main Street Heritage Conservation District Plan under Part V of the Ontario Heritage Act](#)

At its meeting of May 10-12, 2023, City Council adopted PH3.6 Housing Now Initiative - 2023 Progress Update. This report included recommendations to bring the Parkdale Hub project into the Housing Now Initiative as a Phase Three site.

[PH3.6 Housing Now Initiative - 2023 Progress Update](#)

On May 10, 2023, City Council stated its intention to designate the property at 1313 Queen Street West under Part IV, Section 29 of the Ontario Heritage Act.

[PH3.15 - 1313 Queen Street West - Notice of Intention to Designate a Property under Part IV, Section 29 of the Ontario Heritage Act](#)

At its meeting of July 19, 2023, City Council adopted the revised Official Plan Amendment 445, Site and Area Specific Policy 566 (SASP 566), and supported modifications to OPA 445 to introduce improved clarity and precision for the implementation of the SASP 566 policies.

[CC8.20 - West Queen West Planning Study \(Bathurst Street to Roncesvalles Avenue\) - Official Plan Amendment - Request for Directions](#)

## **BACKGROUND**

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### **Site and Context**

The development site is located at the intersection of Queen Street West and Cowan Avenue, within the historic town of Parkdale. This intersection has been the focal point of civic and community life since Parkdale's early settlement. The north side of Queen Street West, and the south sides flanking the site, have a fine-grained built form and main street character that primarily consists of continuous two to three-storey main street commercial rows and blocks. By contrast, Cowan Avenue is primarily a residential street that transitions into an important public and civic node.

The development site is located within the Council-adopted Parkdale Main Street Heritage Conservation District, which is currently under appeal to the Ontario Land Tribunal (OLT) and not in effect. The Parkdale Main Street HCD is the historic main street of the former Village and Town of Parkdale, reflecting its evolution from a village to a streetcar suburb, and present-day urban character. It conveys a defined sense of place with most of the buildings in the HCD constructed from the 1880s to the 1930s. The Parkdale Main Street HCD 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 site contains two Part IV designated heritage properties, which are also contributing properties to the HCD:

- 220 Cowan Avenue: The Masaryk-Cowan Community Recreation Centre consists of two buildings; the former Parkdale Curling Club and Fire Hall No. 18. The Parkdale Curling Club is a two-and-a-half storey brick building designed in the Edwardian Mannerist interpretation of Jacobean Revival style by architects Darling and Pearson and constructed in 1898. Fire Hall No. 18 is also a two-and-a-half storey brick building and was designed in the Beaux-Arts style by architect R. McCallum and constructed in 1905. The property at 220 Cowan Avenue is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 72-86 and is subject to a Heritage Easement Agreement with the Ontario Heritage Trust.
- 1313 Queen Street West: The Parkdale Arts and Cultural Centre is a two-storey Art Deco former police station, known as Police Station No. 6. It was constructed in 1931-32 to the designs of the City Architect's Office led by City Architect J.J. Woolnough, Deputy City Architect K.S. Gillies and designer S.T.J. Fryer, and has a high degree of artistic merit, reflecting architectural detailing and principles from both the Art Deco and Art Moderne styles. It was decommissioned as a police station in 1965, but thereafter continued to fulfill an integral role in the Parkdale community as the site of emergency and low-income housing, and more recently as the Parkdale Arts and Cultural Centre. The property at 1313 Queen Street West is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 734-2023.

### **Adjacent Heritage Properties**

The Parkdale Hub is adjacent to the following 26 heritage properties, including five properties designated under Part IV of the Ontario Heritage Act and 19 properties listed on the City's Heritage Register. All the adjacent heritage properties, with the exception of 250 Dunn Avenue, are located within the Council-adopted Parkdale Main Street HCD and are identified as contributing.

### **Part IV Designated**

- 186 Cowan Avenue: The Cowan Avenue Methodist Church, now known as St. John's Polish National Cathedral, was constructed in 1887 and designed by architects Smith and Gemmell. The property is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 521-91 and is subject to a Heritage Easement Agreement registered as Instrument No. CA235469 on May 14, 1993.
- 201 Cowan Avenue: St. Mark's (Anglican) Church, now known as the Church of the Epiphany and St. Mark, Parkdale, was constructed in 1881 and designed by Langley, Langley & Burke. The property is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 632-84.
- 1291 Queen Street West: The MacMillan Storage Company Moving and Storage building was constructed in 1892 and is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 455-96.

- 1354 Queen Street West (including entrance addresses at 2, 4, 6 Brock Avenue and 1356 Queen Street West) and 1358 & 1360 Queen Street West: The J. C. Mussen Block comprises three properties. The corner property at 1354 Queen Street West contains a three-storey brick and stone, rectangular-form building with two-bays fronting Queen Street West. It was constructed in c.1881 by J. C. Mussen as part of a business block that he erected west of the toll-gate at present-day Brock Avenue. To the west are 1358 and 1360 Queen Street West, which contain two, two-storey rectangular-form buildings, which were also likely constructed as part of the J. C. Mussen Block in c.1881. These properties were identified as having cultural heritage value through the West Queen West Planning Study (2020) and are designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 937-2021.
- 250 Dunn Avenue: The Parkdale Presbyterian Church (now known as Bonar-Parkdale Presbyterian Church) was constructed in 1886-88 and designed by architects Gordon and Helliwell. The Sunday School addition was constructed in 1899 and designed by Darling and Pearson, and the Institute building was added in 1910 and designed by Simpson and Young. The property is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 195-91 and is subject to a Heritage Easement Agreement, Instrument #CA175004, registered on January 23, 1992.

## Listed

- 207 Cowan Avenue: The Parkdale Telephone Exchange Building was constructed in 1899 and designed by W.J. Carmichael. The property was listed on the City's Heritage Register by City Council on May 2, 1983.
- The following properties contain main street commercial block and row buildings that were constructed between the late 1800s and early 1900s. The properties were identified as having cultural heritage value through the West Queen West Planning Study (2020) and contribute to the Parkdale Main Street Historic Context:

1347 Queen Street West (including entrance addresses at 263, 265, 267, 269, 271 Dunn Avenue, & 1345 Queen Street West)

1346 Queen Street West (including entrance addresses at 1 Brock Avenue, & 1348 Queen Street West)

1366 Queen Street West (including entrance addresses at 1368 & 1370 Queen Street West)

1372 Queen Street West (including entrance address at 1372 A Queen Street West)

1374 Queen Street West (including entrance address at 1374 A Queen Street West)

1376 Queen Street West (including entrance address at 1376 A Queen Street West)

1378 Queen Street West

1380 Queen Street West

1382 Queen Street West

1384 Queen Street West

1384 1/2 Queen Street West

1386 Queen Street West (including entrance address at 1386 A Queen Street West)

1388 Queen Street West

1390 Queen Street West

1392 Queen Street West (including entrance addresses at 1394 & 1396 Queen Street West)

1398 Queen Street West

1400 Queen Street West

1402 Queen Street West (including entrance address at 1404 Queen Street West)

## **Parkdale Hub**

The properties at 220 Cowan Avenue and 1313 Queen Street West are two of several contiguous properties comprising the City-led Parkdale Hub project, a strategic city-building initiative that aims to revitalize and expand upon an existing cluster of City-owned facilities and community services located at Queen Street West and Cowan Avenue, including the Toronto Public Library Parkdale Branch and the Masaryk-Cowan Community Recreation Centre. The Parkdale Hub also includes the creation of new affordable housing, proposed to be delivered through the Housing Now Initiative, and will require the replacement of nine affordable live-work housing for local artists, and the replacement and expansion and community agency space. Community engagement is an ongoing and critical component of the project.

The following are key milestones in the Parkdale Hub project:

- The Parkdale Hub project Feasibility Study was initiated in 2017 through a Motion to City Council brought forward by the local councillor (MM27.3).
- Phase One: An interdivisional agency table, led by CreateTO, completed a visioning exercise, engaging with the local community. The findings of Phase One were



presented to City Council, which directed CreateTO to proceed with a Feasibility Study.

- Phase Two: The Feasibility Study examined the possibility of acquiring the property at 1337 Queen Street West, a privately-owned property adjacent to the site, for inclusion as part of the project. A Demonstration Plan was prepared by a consultant in collaboration with City Planning, including Heritage Planning staff, to develop a preferred massing concept.
- Phase Three: A City-initiated Official Plan Amendment and Zoning By-law Amendment submission was received in 2022. Corporate Real Estate Management (CREM) is proceeding with the expropriation of 1337 Queen Street West.
- Phase Four: Parks Forestry and Recreation and the Toronto Public Library will lead the community engagement and design process for the redevelopment of 220 Cowan Avenue and 1313 Queen Street West for the co-located City-facilities. The Housing Secretariat will lead the development of a business case for future affordable housing blocks within the Parkdale Hub and will proceed with the competitive procurement of a non-profit affordable rental housing development partner. Social Development Finance and Administration with Corporate Real Estate Management will lead the tenancing process for new community space fronting Queen Street West.
- Phase Five: Construction and occupancy.

## Development Proposal

A City-initiated Official Plan and Zoning By-law Amendment application for the development site at was submitted on December 22, 2022, by CreateTO. The submission, including the Heritage Impact Assessment prepared by ERA Architects Inc., dated March 16, 2023, can be viewed on [the Application Information Centre](#).

The heritage properties at 220 Cowan Avenue and 1313 Queen Street West are two of several properties comprising the City-led Parkdale Hub project. The Parkdale Hub involves three blocks: a West Block, Centre Block, and East Block. The West and East Blocks will accommodate housing, including purpose-built affordable housing and the Centre Block will accommodate the renovated Masaryk-Cowan Community Centre and the new Toronto Public Library Parkdale Branch.

Parks, Forestry and Recreation and the Toronto Public Library will jointly undertake the alterations to the heritage properties at 220 Cowan Avenue and 1313 Queen Street West, within the Centre Block. These properties are proposed to be conserved and incorporated into the new four-storey building complex. The former Parkdale Curling Club and Fire Hall No. 18 at 220 Cowan Avenue will be retained as whole buildings with minor alterations to accommodate the new programming and the former Police Station No. 6 at 1313 Queen Street West will be retained as a substantial portion of a whole building with minor alterations to ensure universal accessibility and integrate the building into the new complex. The proposed design also involves the removal and/or relocation of the iron gate on the west side of the property.

## Heritage Planning Framework

### The Planning Act

The Planning Act guides development in the Province of Ontario. It states that municipalities must have regard for matters of provincial interest. Section 2(d) specifically refers to “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” and 2(r) “to a built form that is well designed and provides for a sense of place.”

### The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient use and management of land and infrastructure
- ensuring the sufficient provision of housing to meet changing needs including affordable housing
- ensuring opportunities for job creation
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards
- conservation of cultural heritage and archaeology

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the [Planning Act](#) and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

Policy 2.6.1 of the PPS directs that “Significant built heritage resources and significant cultural heritage landscapes shall be conserved.” Properties included on the City’s Heritage Register are considered to be significant in this context. “Conserved” is defined in the PPS as “the identification, protection, management and use of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act.”

Policy 2.6.3 states that "Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

## **Provincial Plans**

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

## **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on May 16, 2019 and was amended through an Order in Council that came into effect on August 28, 2020. This plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe (the "GGH") region, of which the City forms an integral part.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Policy 4.2.7.1 of the Growth Plan states that "Cultural Heritage Resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas."

## **Toronto Official Plan**

This application has been reviewed against the policies of the City of Toronto Official Plan. The Plan provides the policy framework for heritage conservation in the City. The following Official Plan policies apply to the proposed alterations:

3.1.6.4: "Properties on the 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."

3.1.6.5: "Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City."

3.1.6.6: "The adaptive re-use of properties on the Heritage Register is encouraged for new uses permitted in the applicable Official Plan land use designation, consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada."

3.1.6.16: "Properties on the Heritage Register and publicly known archaeological sites and artifacts will be promoted through educational programs, museums, local celebrations and other programming opportunities."

3.1.6.26: "New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it."

3.1.6.27: "Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of façades alone is discouraged."

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

## **Standards and Guidelines**

The Standards and Guidelines for the Conservation of Historic Places in Canada (the "Standards and Guidelines") is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The General Standards (1-9), the Standards for Rehabilitation (10-12), and the Standards for Restoration (13-14) apply to this project.

The Standards and Guidelines can be accessed here: <http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

## **Parkdale Main Street Heritage Conservation District Plan**

The Parkdale Hub is located within the Parkdale Main Street Heritage Conservation District. The HCD Plan was approved by City Council in July 2022, but it is currently under appeal to the OLT and not in effect. The HCD provides a framework that will conserve the Parkdale Main Street HCD's cultural heritage value through the protection, conservation, and management of its heritage attributes. The policies and guidelines within the HCD Plan have informed the development of the Parkdale Hub proposal and guided staff's review.

The subject properties at 220 Cowan Avenue and 1313 Queen Street West have been identified as contributing as well as landmark buildings in the HCD. Additional policies and guidelines in the HCD Plan apply to new development and additions to the six landmark properties identified in the HCD (Sections 5.3.3 and 6.11), reflecting an emphasis on the importance of the conservation of the overall massing of these properties.

Six key views have been identified within the HCD (Section 5.5). These views contribute to the historic character and the streetscape of the district as well as quality of the public realm within the HCD. The building at 1313 Queen Street West, as a local landmark, has been identified as the terminus of two of these six views: views southeast towards 1313 Queen Street West from the corner of O'Hara Avenue and Queen Street West and from the corner of Brock Avenue and Queen Street West.

The T-intersections along Queen Street have been identified as one of the heritage attributes of the Parkdale Main Street HCD. They reflect the historic street layout resulting from the ad hoc subdivision of Park Lots and farm lots by various property owners. Cowan Avenue (between Queen Street West and Melbourne Avenue) has been identified as one of the important historic nodes and focus areas that should be conserved.

Masaryk Park, on the south side of the former Parkdale Curling Club, has been identified as an important community space within the HCD serving the community as recreational and gathering space. The park currently includes a playground, wading pool and community garden, and provides permitting opportunities for community uses including a Good Food Market.

In March and April 2022, Heritage Planning arranged two Local Advisory Committee meetings to review the draft HCD Plan and provide feedback to City staff. In addition, a Community Consultation meeting was held in April 2022 to present an overview of the HCD process and excerpts from the draft HCD Plan.

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 HCD Plan area and on policy development. In May 2022, Heritage Planning staff attended two weekly drop-in meetings of the Niiwin Wendaanimak (Four Winds) program at the Parkdale Queen West Community Health Centre to provide background about the Parkdale Main Street HCD and to receive comments and feedback on a variety of issues related to the HCD Plan. 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.

The Parkdale Main Street HCD Plan can be accessed here:

<https://www.toronto.ca/legdocs/mmis/2022/te/bgrd/backgroundfile-227694.pdf>

## COMMENTS

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Heritage Planning staff have reviewed the plans and drawings prepared by DTAH Architects Limited and dated March July 7, 2023 and the Heritage Impact Assessment prepared by ERA Architects Inc. and dated August 10, 2023 submitted in support of the proposed Parkdale Hub for conformity with the Planning Act, the Provincial Policy Statement, the Growth Plan and the City's Official Plan heritage policies. Staff have also reviewed the proposal for consistency with the Council-adopted Parkdale Main Street Heritage Conservation District Plan. Following this review, staff is of the opinion that the proposed development is consistent with the policy framework, including the HCD Plan.

The heritage properties at 220 Cowan Avenue and 1313 Queen Street West, within the Parkdale Hub's Centre Block, are proposed to be conserved and incorporated into a new four-storey building complex. Heritage Planning staff have reviewed the proposals for the West and East Blocks to ensure that the overall development conserves the adjacent heritage properties. However, the works proposed at those blocks do not require approval under the Ontario Heritage Act.

### **Alterations and Retention Strategy**

As part of the Parkdale Hub proposal, the former Parkdale Curling Club and Fire Hall No. 18 at 220 Cowan Avenue will be retained as whole buildings with minor alterations. The former Police Station No. 6 at 1313 Queen Street West will be retained as a substantial portion of a whole building with minor alterations. The alterations proposed are to integrate the existing buildings into the new Community Recreation Centre and Toronto Public Library complex, which will accommodate new programming and provide for universal accessibility.

Modifications are proposed for the retained Parkdale Curling Club along the non-original south side wall, facing Masaryk Park, to allow for a new one-storey addition. Openings in the wall will be made to create better internal flow and increase natural light and views to Masaryk Park. Portions of the solid masonry wall will remain to communicate the original form of the building. The proposed openings will have minimal heritage impact as this wall is not original. The former Parkdale Curling Club was substantially altered in 1985-87 when it was connected to the former Fire Hall No. 18 to form the Masaryk-Cowan Community Recreation Centre, and only the primary (west) façade is original. The former Fire Hall No. 18 will be retained as a whole building with the side and rear walls to be internalized within the new construction and partially visible from the street through glazed additions. Later additions to the former Fire Hall No. 18 are not identified as heritage attributes and will be removed.

The former Police Station No. 6 at 1313 Queen Street West will be retained as a substantial portion of a whole building with the two-storey, L-shaped portion of the building to be retained, including the primary (north) and east side walls along with the south return wall along Cowan Avenue and the west return wall along Queen Street, both of which will be partially internalized within the new construction and visible from the street through glazing. The original one-storey portion of the building, infilling the L-shaped portion, is to be removed. Alterations are proposed to integrate the second

storey rear (south) and east side walls with the new construction. Mitigation measures for the building removals will be further explored at the detailed design stage. A new second floor will be introduced approximately at the location of the existing second floor. The ground floor and doors are proposed to be lowered to grade and the steps removed to ensure universal accessibility and meet the floor-to-ceiling heights the Toronto Public Library requires.

The proposal also involves partial retention of the one-storey addition to the south of the former Police Station No. 6 along Cowan Avenue. The east side wall and a return of the south side wall are to be retained with the rear portion of this volume to be removed. Opportunities for further retention and material salvage will be explored as the project progresses.

The geometric-patterned iron gate at the west of the 1313 Queen Street West property is a heritage attribute that is proposed to be removed and/or relocated. Opportunities to relocate the gate within the site will be explored in future stages of design development.

## **Restoration**

A full conservation scope of work will be applied to the three heritage buildings at 220 Cowan Avenue and 1313 Queen Street West, within the Centre Block. Policy 6.9.2 of the HCD Plan states "When undertaking a restoration project on a contributing property, building features from the period to which a building is being restored that have been removed or damaged should be re-instated. Further, policy 6.14.1 directs that form, placement, rhythm, and style of original or restored windows and doors of contributing properties shall be conserved.

All original windows and doors are proposed to be retained and restored to the extent possible and the masonry will be repaired throughout. The ten infilled openings on the second storey of the primary (east) façade of the former Parkdale Curling Club will be restored with new glazing to reinstate their original appearance. The garage doors and openings on the first storey of the primary (east) façade of the former Fire Hall No. 18 will be restored based on the design of the originals as shown through historic documentation. The original garage door openings on the east wall of the one-storey addition to the south of the former Police Station No. 6 along Cowan Avenue were previously modified and are proposed to be restored. New glazing will be provided within the openings instead of restoring the original doors to provide increased light and visibility into the space.

## **Massing**

The massing of the new construction proposed for the Centre Block will be four storeys at the tallest point with a new three-storey streetwall along Queen Street West, to the west of the former Police Station No. 6. Policy 6.11.4 of the HCD Plan states that additions to a contributing property shall conserve the cultural heritage value and attributes of the contributing property through their location, massing, height, proportions, architectural detailing, and materiality in order to be physically and visually compatible with, subordinate to, and distinguishable from the contributing property. The new massing incorporates various setbacks and stepbacks that have been designed to

complement the existing heritage buildings within the development site and to fit harmoniously into the existing historic context.

Policy 6.11.5 of the HCD directs that new development and additions above the primary structure of contributing properties shall provide a minimum setback of five metres from the streetwall fronting onto Queen Street to maintain the legibility and prominence of the low-scale streetwall. The new massing above the former Police Station No. 6 will be stepped back a minimum of five metres from the primary (north) wall and a minimum of three metres from the east side wall, consistent with the Council-adopted Parkdale Main Street HCD Plan. Staff are of the opinion that the proposed setbacks are sufficient to conserve the scale, form and massing of the retained portion of the heritage building.

Policy 6.11.1 of the HCD Plan indicates that additions to a contributing property shall conserve the primary structure of the contributing property so that its three-dimensional integrity and character is conserved as viewed from the public realm along the streetscape. The new three-storey streetwall to the west of the former Police Station infills an existing parking lot and gap in the streetwall. It will be inset from the primary (north) wall by roughly five metres to reveal the west return wall and conserve the three-dimensional integrity of the Police Station. The inset portion of the new construction will be the location of the entrance to the new Toronto Public Library Branch.

A rooftop running track is proposed that may either be enclosed with a roof or remain open with a series of parapets and guardrails that would be set back away from Queen Street West and Cowan Avenue to limit its visibility from the public realm.

The subject properties at 1313 Queen Street West and 220 Cowan Avenue have been identified as landmark in the HCD Plan (Section 5.3.3). Only minor alterations and additions are anticipated for landmark buildings. Policy 6.11.12 of the HCD Plan directs that new development and additions to a landmark contributing property shall conserve the heritage value and attributes of the property as determined within a Heritage Impact Assessment and maintain the prominence of the landmark building. In addition, policy 6.11.13 states, "New development and additions to a landmark contributing property should be subordinate in terms of scale, massing, design and materials." This policy includes two guidelines that provide more specificity on additions to a landmark building. These guidelines direct that interventions on landmark properties should be undertaken with a high standard of conservation. In addition, all historic entrance and window openings and patterns of openings should be conserved and new entrance openings on the principal façade of the historic building are discouraged.

The former Parkdale Curling Club and Fire Station No. 18 will have no vertical additions. The four-storey new construction to the rear of the former Fire Station No. 18 will be stepped back approximately nine metres from the Fire Hall's primary (east) wall and will connect at the location of an existing non-original addition at the northwest corner. A one-storey glazed connection will link the former Fire Hall to the one-storey addition to the rear of the Police Station. The connection is set back approximately three metres to reveal the return walls of the heritage buildings to the north and south. Another one-storey glazed connection will link the Fire Hall to the Parkdale Curling Club to the south, replacing an existing non-original addition connecting the two buildings. As mentioned



previously, a one-storey glazed addition is proposed to the non-original south side wall of the Parkdale Curling Club, improving its relationship to Masaryk Park.

## **Detailed Design**

The new construction to the west of the former Police Station No. 6, along Queen Street West, will be designed to complement the scale, setbacks, materiality, and solid-to-void ratio of the onsite and adjacent heritage properties and to conserve the low-scale historic main street character of the Council-adopted Parkdale Main Street HCD. Masonry cladding will be used throughout, and the contemporary heavy mullions of the new construction will reflect the horizontal datum lines established by the limestone band courses of the former Police Station No. 6 at 1313 Queen Street West. The public realm and landscaping strategy will enhance the setting of the heritage buildings and contribute to the historic streetscape through new street furniture, complementary pavers and street trees.

Heritage Planning staff will be engaged in the Site Plan process to ensure that the final building and landscape design conserves the cultural heritage value of the onsite and adjacent heritage properties. In addition, staff will review the public art and interpretation strategy alongside the Interpretation Plan and Conservation Plan, at this later stage. The details of the proposal will be reviewed for consistency with the policy framework, including the Council-adopted Parkdale Main Street HCD Plan, all substantially in accordance with the conditions contained within this report.

Community members and other key stakeholders have been engaged throughout the design development process and their feedback is reflected in the current proposal. Engagement will continue as the project advances and the public will have the opportunity to provide additional feedback as the project progresses.

## **Design Brief**

The Official Plan and Zoning By-law Amendment application includes reference concepts that were prepared to test the proposed zoning envelope and confirm key design elements, such as locations for public realm expansions and community facilities. The application submission materials for Housing Now proposals also includes a Design Brief. The Design Brief provides enhanced direction on built form, landscape treatments, materiality, and other factors related to the future application for Site Plan approval. Heritage Planning staff, along with Community Planning and Urban Design staff, were involved in the development and review of the Design Brief and ensured that it is consistent with the heritage planning policy framework and conservation best practice.

Heritage conservation and the objectives of the Parkdale Main Street HCD are discussed throughout the Design Brief with Section 3.3 dedicated to the heritage conservation strategy. A set of heritage design objectives were established early on at the schematic design phase and are outlined in this section. The objectives summarize the conservation strategy, which is detailed in the plans and drawings and Heritage Impact Assessment. Additional opportunities to enhance the conservation strategy will

be explored, in accordance with the Design Brief objectives, as the public realm strategy and detailed building design are determined.

### **Adjacent Heritage Properties**

The proposal conserves the cultural heritage value of the adjacent 26 heritage properties, including five properties designated under Part IV of the Ontario Heritage Act and 19 properties listed on the City's Heritage Register. The proposal is also consistent with the Council-adopted Parkdale Main Street HCD Plan, which seeks to conserve and maintain the cultural heritage value and attributes of the HCD Plan area.

Policies 7.6.3 and 7.6.4 of the HCD Plan direct that new development on non-contributing properties shall be set back the same distance as the primary structure on adjacent contributing properties and shall be designed with a streetwall that references the height of adjacent contributing properties and contributing properties of the block where it is located. Further, policies 7.7.1 and 7.7.2 direct that new development and additions on non-contributing properties shall conserve the horizontal and vertical rhythm articulated in the façades of adjacent contributing properties. The proposal infills a missing portion of streetwall along Queen Street, to the west of the former Police Station No. 6. This enhances the historic main street and fine-grained character of Parkdale and the existing heritage streetwall on south side of Queen Street West between Dunn and Cowan avenues, while referencing the height of the adjacent listed (and contributing) heritage property at 1347 Queen Street West on the southeast corner of Queen Street West and Dunn Avenue. The four-storey scale of the proposal, along with appropriate stepbacks and setbacks, further conserves the low-scale character of the area established by the adjacent heritage properties.

The detailed design will be carefully considered to ensure that the development is compatible with, subordinate to, and distinguishable from the adjacent cultural heritage resources.

### **Conservation Plan**

Should Council approve the proposed conservation strategy, the City Divisions and Agencies responsible for the alterations and restoration will be required to submit a Conservation Plan for the work described in the Heritage Impact Assessment prepared by a qualified heritage professional to the satisfaction of the Senior Manager, Heritage Planning. The Conservation Plan should detail the recommended interventions and conservation work, including the recommended restoration work. It should also include a detailed plan describing how the heritage buildings will be protected during construction, a schedule of short and long-term maintenance requirements and estimated costs for all conservation work.

### **Interpretation Plan**

Should Council approve the proposed conservation strategy, prior to final Site Plan approval, City Divisions and Agencies responsible for the alterations and restoration will be required to submit an Interpretation Plan to the satisfaction of the Senior Manager, Heritage Planning. The Interpretation Plan should be substantial, and it should honour

and celebrate the history of Parkdale, including Indigenous heritage and the history of social and community activism, consistent with HCD Plan guideline 8.3.2.a. Further, guideline 8.3.1.i states, "In consultation with Indigenous communities and nations and Aboriginal Affairs Advisory Committee, honour and celebrate Indigenous heritage and languages through the naming of streets, laneways, and public spaces." Opportunities for heritage interpretation within Milky Way Lane should be also explored along with salvaging the geometric iron gate on the west end of the 1313 Queen Street West and reusing it within the development site.

### **Heritage Lighting Plan**

The Heritage Lighting Plan should provide details on how the buildings will be lit so that their unique heritage character is highlighted. Policy 6.18.1 of the HCD Plan indicates that exterior lighting of contributing properties should be compatible with the design of the contributing property. General floodlighting, coloured lighting, or other lighting programs that would distract from the heritage character of the contributing property should not be used. According to policy 6.18.2, exterior lighting should be mounted in a manner that does not result in any direct or indirect harm to the integrity and historic character of the contributing property.

### **Landscape Plan**

Staff is recommending that City Divisions and Agencies responsible for the alterations and restoration be required to provide a final Landscape Plan that enhances the heritage character of the properties, consistent with the Parkdale Main Street HCD Plan, to the satisfaction of the Senior Manager, Heritage Planning as a condition of Site Plan approval.

### **Signage Plan**

The recommended Signage Plan should provide details of the signage strategy for the properties at 220 Cowan Avenue and 1313 Queen Street West, including the appropriate type, scale, location and number of signs. Section 6.17 of the HCD provides detailed directions and specificity on the type and location of the signage for contributing properties. Guideline (a) in this section states that "Signage should be designed and placed in a manner that is physically and visually compatible with the design of the contributing property."

## **CONCLUSION**

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Heritage Planning staff have reviewed the Parkdale Hub development proposal and the proposed alterations to the heritage properties at 220 Cowan Avenue and 1313 Queen Street West and is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement (2020), the Growth Plan (2020) and the City of Toronto's Official Plan heritage policies. Overall, staff support the development and conclude that the proposed alterations are appropriate within the context of the overall application and will create new affordable rental housing, while conserving the cultural heritage value of the Council-approved Parkdale Main Street Heritage Conservation District.

## **CONTACT**

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Urban Design, City Planning  
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## **SIGNATURE**

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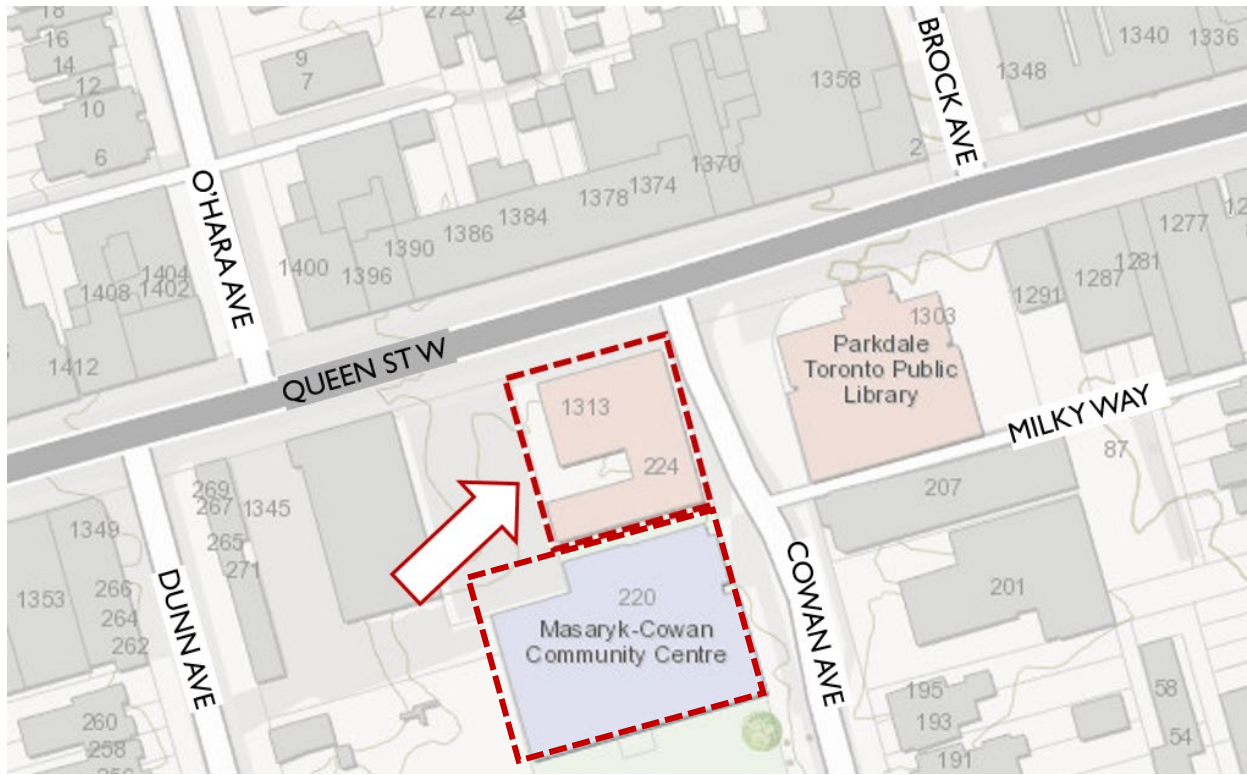
Gregg Lintern, MCIP, RPP  
Chief Planner and Executive Director  
City Planning

## **ATTACHMENTS**

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Attachment 1 - Location Map  
Attachment 2 - Aerial Photograph  
Attachment 3 - Photographs  
Attachment 4 - Selected Drawings

220 COWAN AVENUE AND 1313 QUEEN STREET WEST



Map showing the subject properties' location outlined in red at 220 Cowan Avenue and 1313 Queen Street West. This location map is for information purposes only; the exact boundaries of the property are not shown. (City of Toronto Mapping)

**220 COWAN AVENUE AND 1313 QUEEN STREET WEST**



Aerial View (base image 2021) showing the location of the properties on the southwest corner of Queen Street West and Cowan Avenue. The approximate boundary of the properties is outlined in red. (City of Toronto Mapping)

**220 COWAN AVENUE AND 1313 QUEEN STREET WEST**



Principal (east) elevation of the former Fire Hall No.18 at 220 Cowan Avenue (ERA Architects Inc., 2022).



Principal (east) elevation of the former Parkdale Curling Club at 220 Cowan Avenue (ERA Architects Inc., 2022).



Principal (east) elevation of the entirety of 220 Cowan Avenue (ERA Architects Inc., 2022).



Looking north across Masaryk Park towards 220 Cowan Avenue's non-original south elevation (ERA Architects Inc., 2022).





Principal (north) elevation of 1313 Queen Street West (Heritage Planning, 2023).



Main entrance, 1313 Queen Street West (Heritage Planning, 2022).



Secondary entrance on north elevation of 1313 Queen Street West (Heritage Planning, 2023).

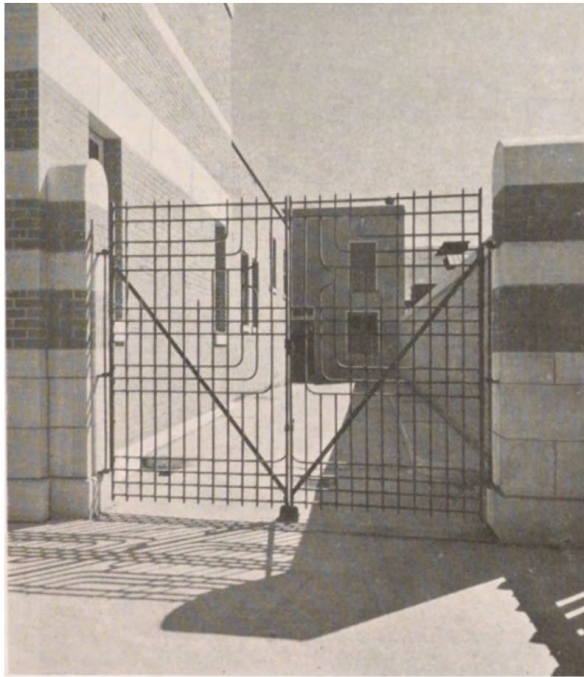
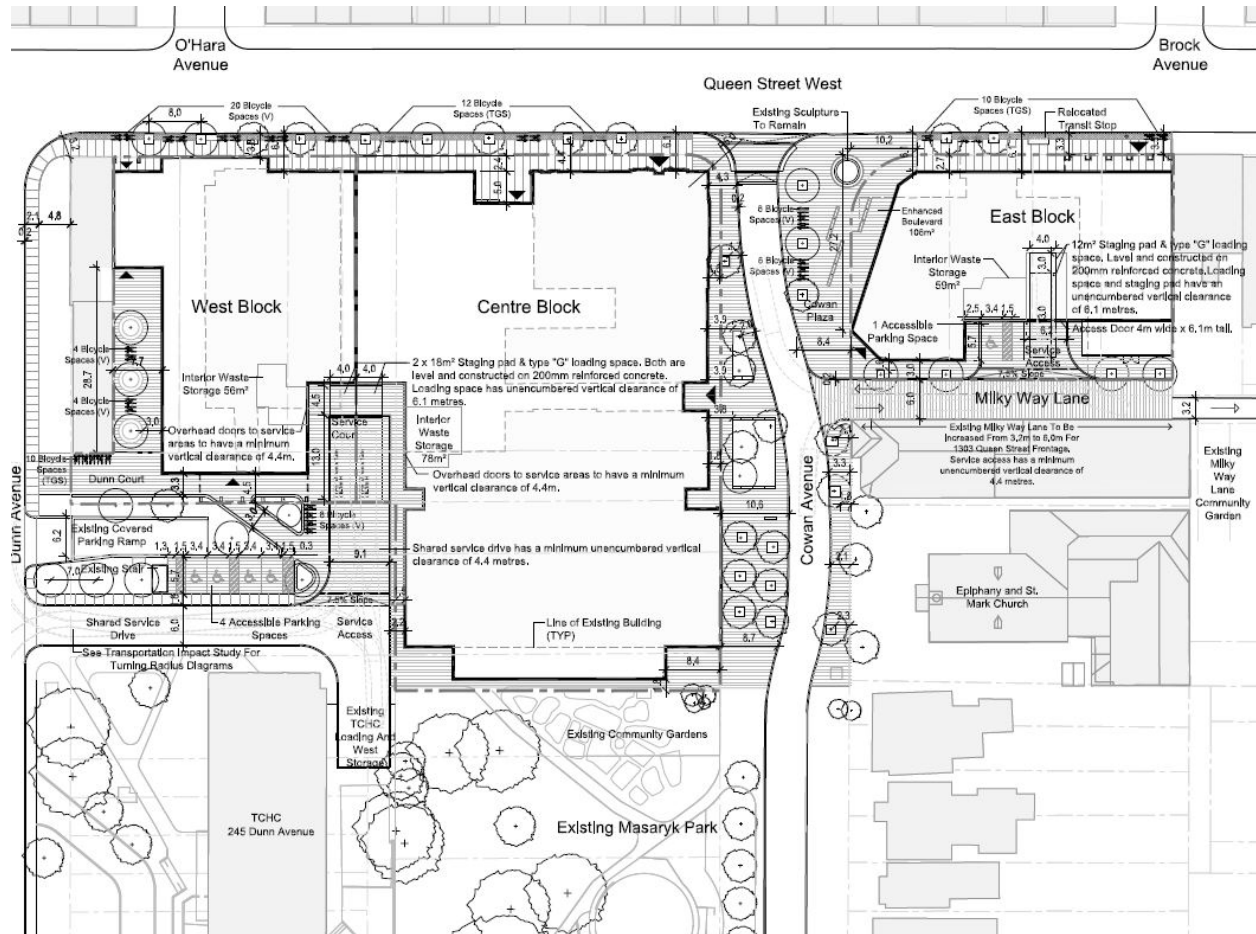


Image of the driveway gate, as published in the October 1932 edition of *Construction* magazine (*Construction*, via City of Toronto Archives) and photographed in 2023 (Heritage Planning).

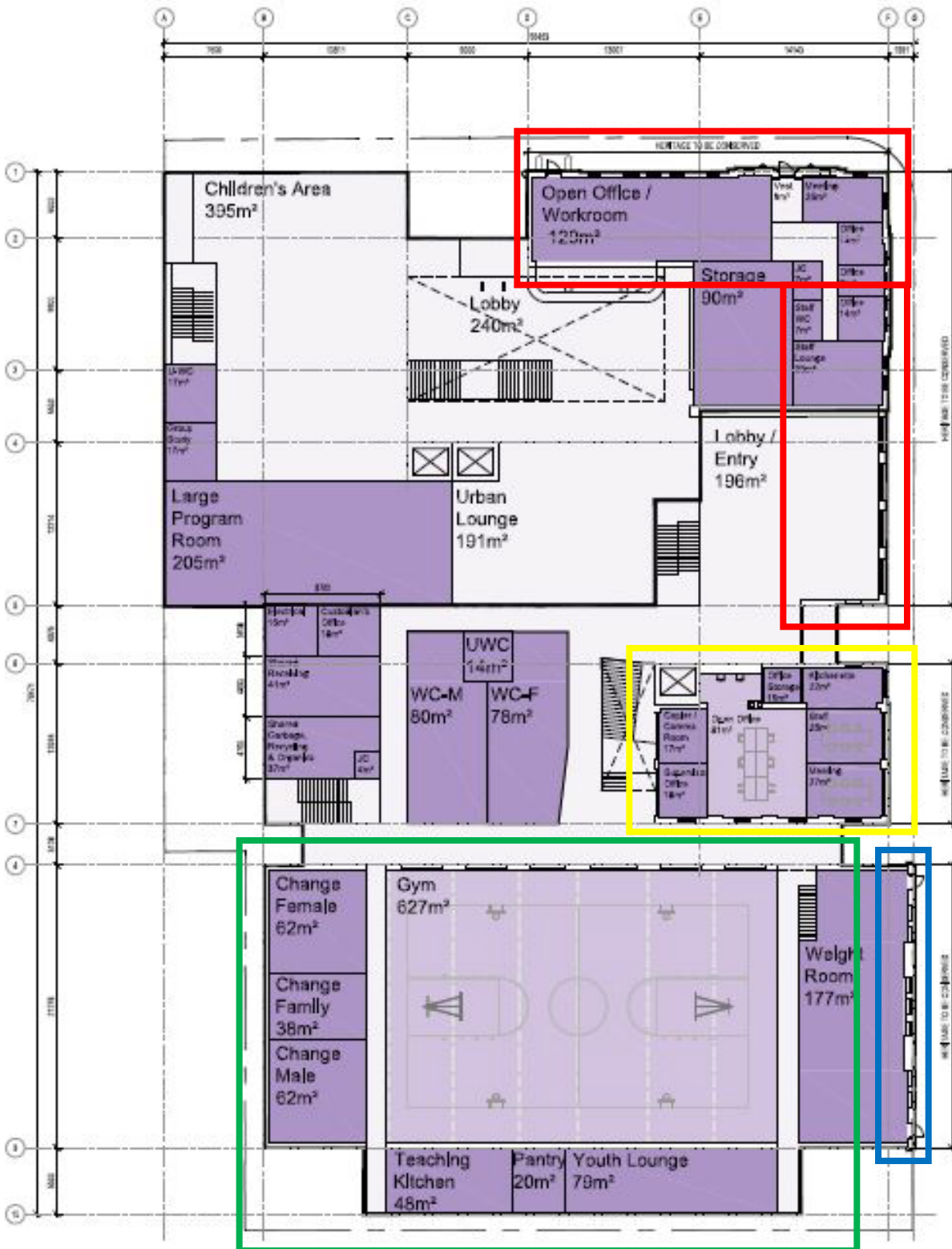


East elevation of 1313 Queen Street West (Heritage Planning, 2023).

220 COWAN AVENUE AND 1313 QUEEN STREET WEST



Site plan. Selected drawings included for illustration purposes. Final design to be prepared by Parks Forestry and Recreation and Toronto Public Library. For the complete drawing set, please visit the [Application Information Centre](#). (DTAH Architects Limited, July 7, 2023)



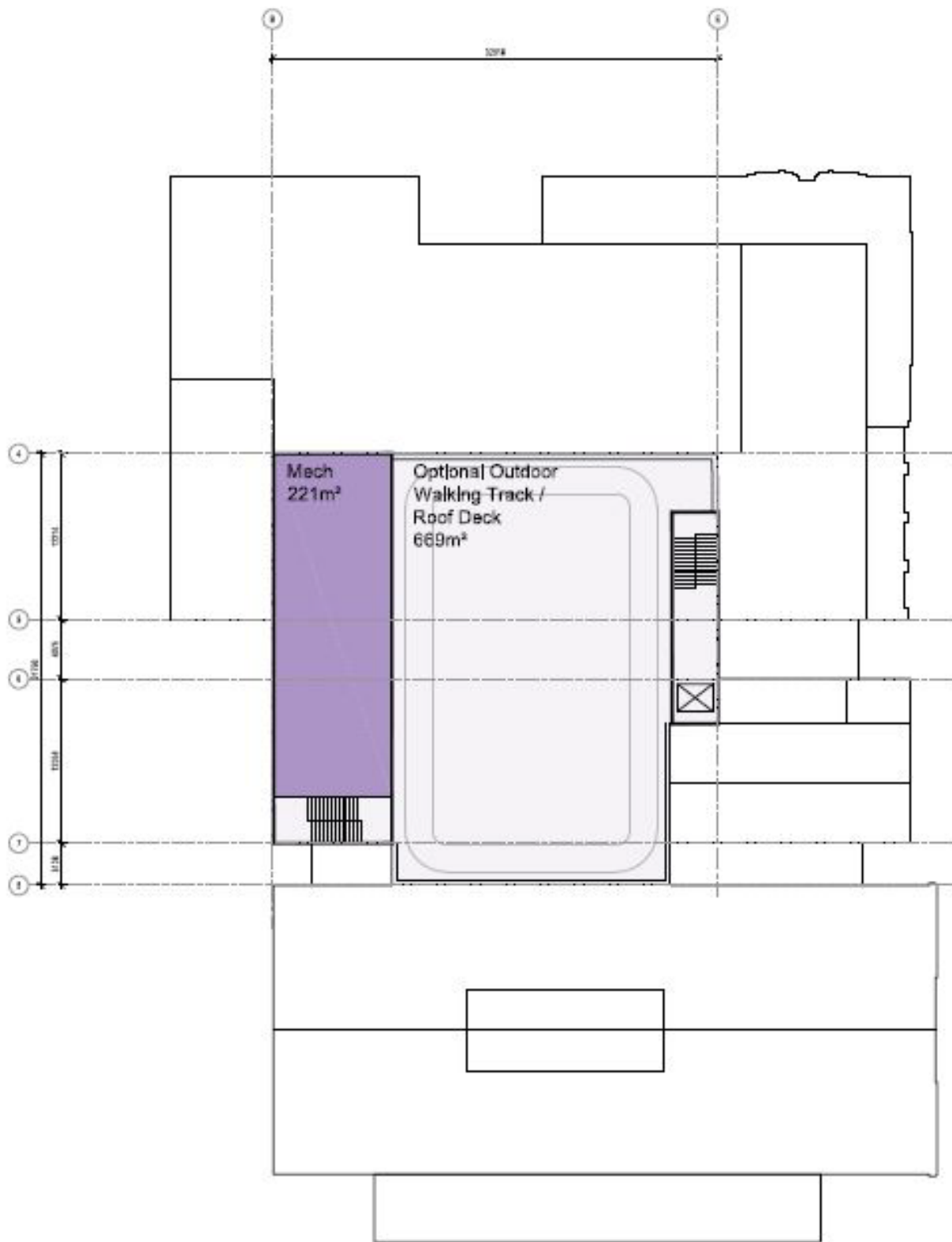
Parkdale Hub Centre Block level 1 (DTAH Architects Limited, July 7, 2023). Outlined in red is the approximate portion of Police Station No. 6 to be retained. Outlined in yellow is Fire Hall No. 18, to be retained as a whole building. Outlined in blue is the original façade of the Parkdale Curling Club and outlined in green is the non-original portion of the Parkdale Curling Club. The entirety of the Parkdale Curling Club is proposed to be retained with alterations to the non-original south side wall.



Parkdale Hub Centre Block level 2 floor plan (DTAH Architects Limited, July 7, 2023)

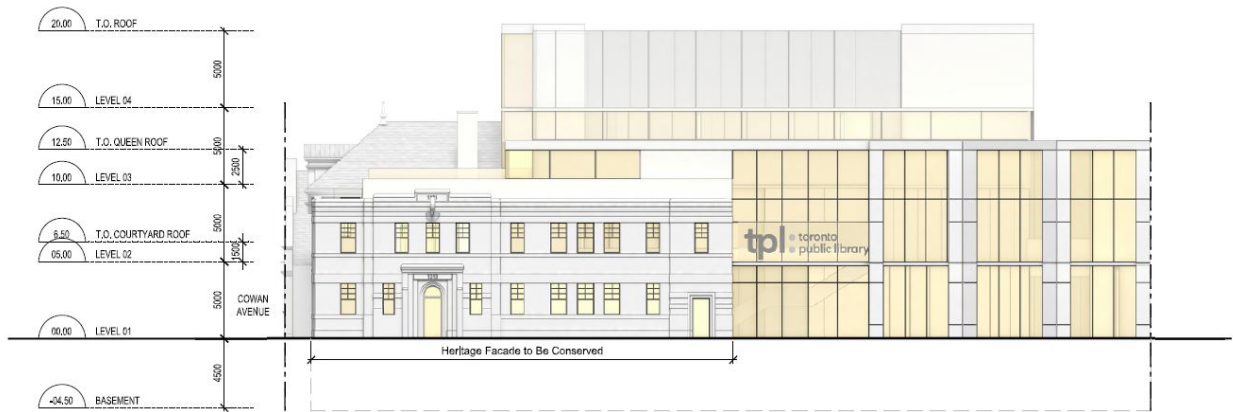


Parkdale Hub Centre Block level 3 floor plan (DTAH Architects Limited, July 7, 2023)



Parkdale Hub Centre Block level 4 floor plan (DTAH Architects Limited, July 7, 2023)

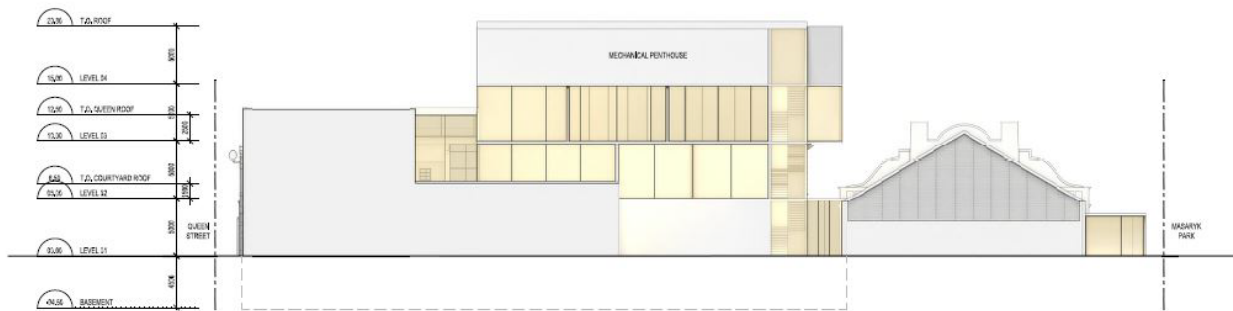




North elevation drawing (DTAH Architects Limited, July 7, 2023)



East elevation drawing (DTAH Architects Limited, July 7, 2023)



West elevation drawing (DTAH Architects Limited, July 7, 2023)



South elevation drawing (DTAH Architects Limited, July 7, 2023)



North-south section looking east (DTAH Architects Limited, July 7, 2023)



East-west section looking north (DTAH Architects Limited, July 7, 2023)



Aerial from north-east (DTAH Architects Limited, July 7, 2023)



Aerial from south-east (DTAH Architects Limited, July 7, 2023)



Street view looking north on Cowan Avenue (DTAH Architects Limited, July 7, 2023)