

Designation of the West Queen West Heritage Conservation District Plan under Part V of the Ontario Heritage Act

Date: November 13, 2024

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: Davenport - Ward 9 and Spadina-Fort York - Ward 10

SUMMARY

This report recommends that City Council designate the area referred to as West Queen West as a Heritage Conservation District ("HCD"), identified on the map in Attachment 1 to this report, and adopt the West Queen West (the "District") HCD Plan by by-law under Part V of the Ontario Heritage Act (the "OHA"). The designation of West Queen West as an HCD and adoption of the HCD Plan will manage change within the District to conserve and maintain the area's cultural heritage value through the implementation of contextual, place-based policies and guidelines.

The study of West Queen West for designation as an HCD was led by Heritage Planning staff and was initiated in 2015 on Council direction. The West Queen West 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.

The proposed West Queen West HCD reflects the early development and western expansion of Toronto. The portion of Queen Street within the District was originally an extension of the historic Lot Street, the base concession line dividing the military Garrison Reserve to the south and Park Lots to the north. As an early example of main street commercial development in Toronto, the District conveys a defined sense of place, with most of its buildings constructed from the 1880s to the 1920s. The District boasts a high concentration of late-19th and early-20th century commercial buildings, showcasing a variety of architectural styles of the period. The District also has a rich tradition of community and civic activity, anchored by landmarks buildings.

The District encompasses 330 properties. For all HCDs adopted following January 1, 2023, as per Regulation 569/22 of the OHA, at least 25 percent of the properties within the defined area must meet two or more of the nine criteria for determining cultural

heritage value or interest. In the proposed West Queen West HCD, at least 72 percent of the properties satisfy two or more of the criteria.

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, November 13, 2024, from the Senior Manager, Heritage Planning, Urban Design, City Planning, as the West Queen West Heritage Conservation District.
2. City Council adopt by by-law the West Queen West Heritage Conservation District Plan as the District Plan for the West Queen West Heritage Conservation District, attached as Attachments 5 and 6 to the report, November 13, 2024, from the Senior Manager, Heritage Planning, Urban Design, City Planning.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the West Queen West Heritage Conservation District Plan, attached as Attachments 5 and 6 to the report, November 13, 2024, from the Senior Manager, Heritage Planning, Urban Design, City Planning, as deemed necessary by and at the sole discretion of the City Solicitor in consultation with the Chief Planner and Executive Director, City Planning and the Senior Manager, Heritage Planning and to ensure that such stylistic and technical changes are reflected within the West Queen West HCD Plan's policies, guidelines, schedules, appendices, and maps.
4. 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

City Planning confirms there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

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 staff recommendation that the West Queen West HCD Study 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 November 10, 2023, the Ontario Land Tribunal approved the Official Plan Amendment 445, with amendments.

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 Planning Statement and Planning Act

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place. In Ontario, Heritage conservation 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 Planning Statement ("PPS (2024)"). Heritage conservation is enabled through the Ontario Heritage Act. The City of Toronto's Official Plan implements the provincial policy regime 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 be consistent with the PPS (2024) which positions heritage as a key component in supporting key provincial principles and interests.

<https://www.ontario.ca/laws/statute/90p13>

The Provincial Planning Statement (2024) 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 (2024). The PPS (2024) 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. It provides specific direction for the protection of built heritage resources, cultural heritage landscapes, archaeological resources, and areas of archaeological potential, both on development sites and where development is proposed on adjacent properties. The PPS states that cultural heritage and archaeology help provide people with a 'sense of place'.

Policy 4.6.1 of the PPS (2024) directs that "Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved." Policy 4.6.3 specifies that "Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved." Policy 4.6.4 (b) encourages planning authorities to develop and implement proactive strategies for conserving significant built heritage resources and cultural heritage landscapes. Through the definition of conserved, protected heritage property, built heritage resources, and cultural heritage landscape, the PPS (2024) identifies the Ontario Heritage Act as the primary legislation through which heritage conservation will be implemented.

<https://www.ontario.ca/files/2024-10/mmah-provincial-planning-statement-en-2024-10-23.pdf>

Ontario Heritage Act

The Ontario Heritage Act (the "OHA") 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.

On January 1, 2023, the Province's proposed amendments to the OHA through the More Homes Built Faster Act, 2022 (Bill 23) came into effect. For Heritage Conservation Districts, per Regulation 569/22 of the OHA, at least 25 per cent of the properties within the defined area must satisfy two or more of the nine criteria for determining cultural heritage value or interest.

Further, the Bill 23 amendments to the OHA regarding Listed properties include provisions stating that properties will be removed from the City's Heritage Register two years after their listing date if no further action is taken by Council to designate them under Parts IV or V of the OHA. The original removal deadline of January 1, 2025, was extended through Bill 200, providing for an additional two years until January 1, 2027, for properties on the Register on or before January 1, 2023. Properties listed since January 2023 must still be removed on the original two-year timeline. Once removed, Council may not relist any property for a period of five years.

City of Toronto's Official Plan

The City of Toronto's Official Plan (the "Official Plan") contains several 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 3.1.6 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 3.1.6.30 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 3.1.6.2 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 3.1.6.3 directs that HCDs will be protected by being designated under the OHA and included on the Heritage Register. Policy 3.1.6.4 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 3.1.6.32 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 3.1.6.33 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 3.1.6.6 encourages the adaptive re-use of heritage properties while Policy 3.1.6.26 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 3.1.6, 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 2.2.1.5 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 2.2.1.6 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 work together to support a vibrant, livable, walkable, and sustainable main street in the West Queen West and Parkdale Main Street areas. OPA 445 was approved by the Ontario Land Tribunal ("OLT") with amendments on November 10, 2023, and is currently in force. Additionally, the northern boundary of the Garrison Common North Secondary Plan, which is bounded by Queen Street West to the north, intersects with the West Queen West HCD along the south side of Queen Street.

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/bgrrd/backgroundfile-222934.pdf>

COMMENTS

Project Background

In Toronto, HCDs 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.

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 215 properties within the West Queen West Area (between Bathurst and Dufferin Streets) and 110 properties within the Parkdale Main Street 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 City Planning 2021 Study Work Program prioritized the development of the Parkdale Main Street and West Queen West HCD Plans. Additionally, Heritage Planning staff collaborated with Community Planning and Urban Design on the Planning Study. Heritage Planning determined that proceeding with the Parkdale Main Street HCD Plan, as a smaller area, would advance first. The Parkdale Main Street HCD Plan was adopted by City Council on July 19, 2022. <https://secure.toronto.ca/council/agenda-item.do?item=2022.TE34.58> Although the Plan was initially appealed to the OLT, the appeals were withdrawn, and the Plan came into force in June 2024.

In spring 2024, City staff advanced the development of the draft West Queen West HCD Plan and retained Innovation Seven to develop and implement an Indigenous engagement strategy. In May 2024, City staff established a new Local Advisory Committee and retained Third Party Public to facilitate public engagement. Excerpts from the draft HCD Plan were released in September 2024 following a community consultation open house, allowing for public review and comment over a two-week period. The HCD Plan was finalized by Heritage Planning staff and revisions were made, where appropriate, based on internal and external consultation as well as the review of received comments. While led by Heritage Planning, this HCD Plan was developed in collaboration with the Community Planning and Urban Design sections. Staff from Legal were also consulted.

Community Consultation

Community consultation meetings were held for the geographically larger 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 with recommendations to proceed with two HCD Plans.

Community consultation meetings for the Plan phase of the West Queen West HCD were held concurrently with Parkdale Main Street HCD and with the concurrent Planning Study. A community consultation meeting was held on October 17, 2019, to present the two HCD Plans, including draft statements of objectives, statements 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. Consultation activities were suspended with the onset of the COVID-19 pandemic in March 2020.

Following the adoption of the City of Toronto Reconciliation Action Plan by City Council in April 2022, Heritage Planning initiated a dedicated approach for Indigenous heritage engagement in the development of HCD Plans. In April 2023, Heritage Planning retained Innovation Seven to develop and implement an Indigenous engagement strategy, facilitating five joint sessions to gather input on the cultural heritage values of the West Queen West and Kensington Market HCDs, as well as on policy development. These sessions were held at the Parkdale Queen West Community Health Centre and the Native Canadian Centre of Toronto during the summer and fall 2023, and in March 2024. Heritage Planning staff were able to provide background about the project and receive comments and feedback on a variety of issues related to the proposed West Queen West HCD. Following these meetings, the draft statement of objectives, policies, and guidelines were updated to reflect the feedback received.

Broader Community Consultation on the West Queen West HCD Plan resumed in June and August 2024, when a new Local Advisory Committee (LAC), comprised of representatives from community organizations in the West Queen West area, was established and met virtually. Some members had participated in the earlier working groups, while other members were new. Additionally, in August 2024, Heritage Planning conducted a meeting with the West Queen West BIA Board.

A Community Consultation meeting in an open house format was held on September 10, 2024, to provide an overview of the HCD process and to present excerpts from the draft HCD Plan for West Queen West. The LAC and BIA meetings, along with the Community Consultation meeting, were facilitated by Third Party Public, an external public engagement consultant.

Materials and summaries from the comprehensive public engagement and community consultation meetings are available on the project's website:

<https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/west-queen-west-heritage-conservation-district-hcd-plan/meetings-events-west-queen-west-hcd-plan/>

These consultations resulted in further refinements to the HCD Plan for clarity and consistency with provincial legislation that will manage change within the District while conserving and maintaining its cultural heritage value through the implementation of contextual, place-based policies and guidelines.

The West Queen West HCD Plan (Attachments 5 and 6) is in accordance with Section 41.1(5) of the OHA, which requires that a Heritage Conservation District Plan include the following:

- A statement of the objectives to be achieved in designating the area as a heritage conservation district

- A statement explaining the cultural heritage value or interest of the heritage conservation district
- A description of the heritage attributes of the heritage conservation district and of properties in the district
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district
- A description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42

Cultural Heritage Value

The proposed West Queen West HCD reflects the early development and western expansion of Toronto. The portion of Queen Street within the District was originally an extension of historic Lot Street, the base concession line dividing the military Garrison Reserve to the south and Park Lots to the north. The fine-grained block patterns with narrow lot frontages on the north side of Queen Street West reflect the ad hoc subdivision of Park Lot properties, while the wide lot frontages to the south are reflective of the District's association with the Garrison Reserve lands. As an early example of main street commercial development in Toronto, the District conveys a defined sense of place, with most of its buildings constructed from the 1880s to the 1920s. The historic buildings along Queen Street West, comprising a collection of rows of low buildings interspersed with larger commercial block buildings, form a continuous commercial streetwall. This streetwall is articulated by a rhythm of narrow frontages and storefronts with recessed entrances, a strong datum line of sign bands, and a variety of rooflines.

The District boasts a high concentration of late-19th and early-20th century commercial buildings, showcasing a variety of architectural styles of the period. The buildings range from 2-4 storeys with a variety of roof profiles that establish the human-scale and the historic main street character of West Queen West. The District also has a rich tradition of community and civic activity, anchored by landmarks buildings. The adjacent neighbourhoods have been home to diverse and multicultural communities, including historic waves of immigration during the postwar period. These waves continue today, contributing to the area's ongoing receptiveness to a variety of cultures. With the deinstitutionalization of the Queen Street Centre for Addictions and Mental Health in the 1970s and the subsequent integration of patients into the neighbourhood, the community has a history of acceptance, especially concerning mental illness. Further, West Queen West's artistic and entrepreneurial character is reflected in its evolution into today's "Art and Design District." This transformation was catalyzed by an influx of artists in the 1980s, drawn to the area for its affordability, cultural diversity, and social vibrancy. For more details, 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 and

guidelines that are intended to conserve and maintain those values of the District, including its heritage attributes. The overall objective of the West Queen West 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 West Queen West HCD Plan area encompasses all properties fronting onto Queen Street West from Bathurst Street to Dufferin Street. The boundary also extends to the full right-of-way along existing rear laneways and runs along the centreline of Willis Street. See Attachment 1 for the proposed HCD Plan area.

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 West Queen West HCD. First, a review of the construction date of each property was undertaken. As noted in the Statement of Cultural Heritage Value, the District's Period of Significance is the 1880s-1920s. 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. There are 330 properties within the District: 239 properties have been identified as contributing and 91 are identified as non-contributing. See Attachment 4 for the Map of Contributing Properties.

The HCD Plan further identifies the surviving historic storefronts of commercial buildings on contributing properties. In the summer and fall of 2024, 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 22 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 West Queen West 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 OHA, which protects the cultural heritage value of individual properties and their uniquely 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 and maintain the individual property's cultural heritage value and 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 3.1.6 of the Official Plan in addition to the requirements of the HCD Plan.

District Policies and Guidelines

The Ontario Heritage Act requires that all HCD plans include "policy statements, guidelines and procedures for achieving the stated objectives and managing change" in the district. The West Queen West HCD Plan contains policies and guidelines to manage change within the District in order to meet the objectives of the HCD Plan and to conserve the cultural heritage value and attributes of the District. These policies and guidelines will inform decisions on alterations, additions, new development, and demolition within the District. See Attachments 5 and 6 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 can be used to satisfy any given policy.

Policies and Guidelines for Contributing Properties

The Official Plan requires that properties on the City's 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 existing 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 should they be modified or developed. Any aspect of new development or change 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 and additions 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 and additions to non-contributing properties, as well as the design of exterior walls, roofs, signage, storefronts, and lighting. The HCD Plan also addresses combined properties and alterations to properties that are adjacent to the District.

Policies and Guidelines for Public Realm

The Public Realm policies and guidelines address the District's historic nodes, streetscape and laneways, views and gateways, public art, and the approach to work undertaken within the right-of-way. This section also includes guidelines directing the recognition and interpretation of Indigenous heritage through the design and redesign of public spaces.

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 Ontario Heritage Act 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 West Queen West 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 West Queen West 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 for consideration. 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 West Queen West 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 OLT 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 heritage attributes of these properties until the HCD Plan comes into force.

CONCLUSION

The West Queen West 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 Planning Statement, Official Plan policies, and best practices in heritage planning. Once adopted and in force, the HCD Plan will enable City Council to conserve the cultural heritage value and heritage attributes of West Queen West more effectively, while managing and guiding future change.

City Planning staff recommend designation of the West Queen West HCD under Part V of the Ontario Heritage Act, including adoption by by-law of the West Queen West HCD Plan. The proposed West Queen West 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

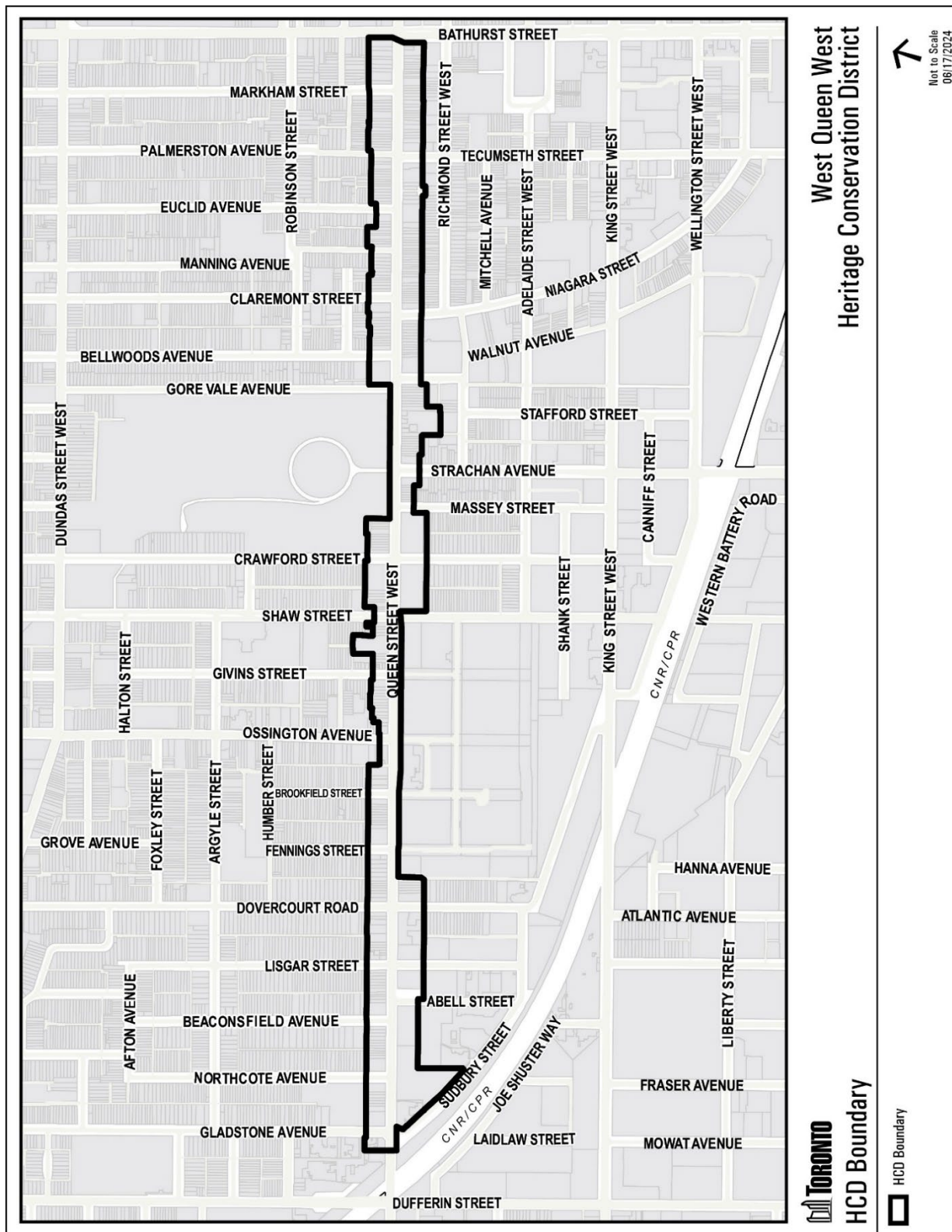
E-mail: Pourya.Nazemi@toronto.ca

SIGNATURE

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

ATTACHMENTS

Attachment 1 – West Queen West 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 – West Queen West Heritage Conservation District Plan (Volume 1)
Attachment 6 – West Queen West Heritage Conservation District Plan (Volume 2 -
Appendices C-F)



STATEMENT OF OBJECTIVES

The overall objective of the West Queen West 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.

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 District's historic urban fabric, its function as an intermediary boundary between neighbourhoods to the north and south, and its relationship to the adjacent CAMH site and Trinity Bellwoods Park.
4. Conserve and maintain the District's contributing properties and Part IV designated properties.
5. Conserve the historic main street character of the District, including its consistent streetwall, human 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 compatible, high-quality architecture in the design of new development, additions, and alterations to conserve the District's cultural heritage value.
9. Conserve and maintain the District's human-scale built form, defined by predominantly two- to four-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 gateways 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, articulated, and continuous 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. Acknowledge and honour both the historic and contemporary Indigenous heritage within the District, including through visual representation in the public realm.
17. 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 landmark buildings as focal points for social and civic activities.

STATEMENT OF CULTURAL HERITAGE VALUE AND HERITAGE ATTRIBUTES

Description of Historic Place

The West Queen West Heritage Conservation District is a commercial main street that encompasses all properties fronting onto Queen Street from Bathurst to Dufferin streets as well as existing lanes to the rear of those properties. The area is bordered by the Queen Street West HCD to the east and the Parkdale Main Street HCD to the west. The western boundary is also demarcated by the railway corridor and Queen Street Subway (the underpass) at Dufferin Street.

Statement of Cultural Heritage Value

The District has cultural heritage value for being a representative of the western expansion of growth of the City of Toronto in the 19th century. The historic foundation of Queen Street West as the concession line between the government-owned Garrison Reserve on the south side and the privately owned Park Lots on the north side was a determining factor for its development throughout the 19th century that persisted in the 20th century and up to the present.

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. The District is intersected by the historic route of Garrison Creek, which was an important Indigenous waterway that provided fresh water and a reliable food source, flowing with an abundance of salmon. Garrison Creek historically flowed through today's Trinity Bellwoods Park and continued adjacent to Niagara Street. The District also intersects with Ossington Avenue, a colonial replacement of an Indigenous trade route that followed today's Ossington Avenue north and west at Dundas Street West. Historic names for this road include Governor's Road and Dundas Road.

The District's development patterns reflect the early development and western expansion of Toronto. The portion of Queen Street within the District was an extension of the historic Lot Street, the base concession line dividing the military Garrison Reserve to the south and Park Lots to the north. Early development along the street included several industrial establishments located in proximity to Garrison Creek, including John Farr's brewery, and a concentration of commercial development at the gateway to the historic Blue Bell Village (along today's Ossington Avenue), which were eventually integrated into the City as Toronto's boundary continued to expand westward throughout the 19th century. The pattern of fine-grained blocks with narrow lot frontages on the north side of the street are reflective of the ad hoc subdivision of Park Lot properties, while the wide lot frontages to the south are reflective of the District's association with the Garrison Reserve lands. The lack of north-south street alignments reflects these variances in historical development of the north and south sides of the street.

The District also has associative value due to the continuous use of the lands between Massey Street and Fennings Street (renamed to White Squirrel Way) as an institution for mental health. Additionally, the District holds associative value with the founding of Trinity College, a private college built on the north side of Queen Street West on the Gore Vale estate (within present-day Trinity Bellwoods Park). It was demolished in the 1950s, after the relocation of the college to the University of Toronto in the 1920s.

The District has **contextual value** as an early example of 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 1920s. This was a significant period of growth (the “Period of Significance”) within the District, which was driven by the introduction of the railway and the construction of the Queen Street Subway (the underpass at Dufferin Street) at the western boundary of the District in the mid-1850s, the sale of large portions of the Provincial Asylum Lands, the opening of the Toronto Street Railway (a horse-drawn streetcar line) along Queen Street from Yonge Street to Dundas Street (today’s Ossington Avenue) in 1861, and the replacement of Garrison Creek and ravine with an underground sewer system starting in 1885. The historic buildings along Queen Street, comprising a collection of rows of low buildings interspersed by larger commercial block buildings, form a continuous commercial streetwall. The low-scale streetwall allows sunlight to reach the north side of Queen Street West, enhancing the vibrancy of the District and its public realm. The north sidewalk receives sunlight, particularly in spring, summer, and fall. The streetwall is articulated by a rhythm of narrow storefronts with recessed entrances, a strong datum line of sign bands, and a variety of rooflines. Nodes along the District express distinct local identities and neighbourhood development related to historic villages, civic institutions, and industry, while maintaining an overall continuity of character along the street.

The District’s **design and physical value** stems from the high concentration of late-19th and early-20th century commercial buildings in a variety of architectural styles of the period. The buildings range from 2-4 storeys with a variety of roof profiles – including gabled, mansard roofs with rounded windows and dormers, and flat roofs with decorative parapets – that establish the human-scale and the historic main street character of the District. The buildings also share materiality and detailing. Brick is predominantly used, with the upper stories often displaying polychrome 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. Deep sign bands create a continuous and strong datum line.

The District has **social and community value** with a rich tradition of community and civic activity that has historically and continues to be anchored by landmark buildings, such as the Great Hall, the Carnegie Library (now Theatre Centre), and the Gladstone and Drake hotels. The adjacent neighbourhoods have been home to diverse and multicultural communities, including historic waves of immigration during the postwar period, such as Polish and Eastern European immigrants who established social clubs, community organizations, and business along the street. The waves of immigration

continue to present day, and the District remains an area characterized by its receptiveness to a variety of cultures over the years.

The historic Garrison Reserve lands, located south of Queen Street West between Garrison Creek and today's Dufferin Street, were reserved for military use up until the 1830s, when a large portion of the lands was dedicated to the "Provincial Lunatic Asylum" in 1839. The asylum evolved into the Queen Street Centre for Addictions and Mental Health. In the 1970s, the Centre deinstitutionalized large numbers of its patients following the enactment of an outpatient policy that favoured community-based care. A subsequent influx of patients relocated into the nearby residential areas, taking advantage of the low-rent apartments and boarding houses, and influenced the character of the community. While the majority of the original Victorian structures of the former asylum were demolished circa 1975-76, the present-day Centre for Addiction and Mental Health (CAMH) is located on the same site and continues to influence the social and community values of the District with its anti-stigma approach to mental health care and rehabilitation that brings about the interaction of its patients with the District's residents and visitors.

The artistic and entrepreneurial character of the communities in the District is reflected in its evolution into today's "Art and Design District". This evolution was catalyzed by an influx of artists in the 1980s who were drawn to the area for its affordability and its cultural and social diversity – including a burgeoning LGBTQ+ community who established inclusive spaces for themselves along Queen Street West, expanding beyond the Church-Wellesley Village, the area traditionally associated with LGBTQ+ social and cultural activities. The revitalization of the Gladstone and Drake hotels in the 2000s is emblematic of how the creative communities support, and are in turn supported by, the use of these historic spaces for social and cultural activities that were also LGBTQ+ positive.

An extension of the District's artistic character is often seen expressed within the public realm of the District, particularly in the rear laneways that showcase continuous graffiti art along the rear walls of buildings that front onto Queen Street West, in addition to the murals that appear on the sides of commercial buildings located at T-intersections. The abundance and prominence of these artworks reflect the active artistic community in the area. Strong community activism, linked to the support of these artistic, cultural, and LGBTQ+ communities, has marked the neighbourhood and helped to create its identity as "Queer West", an artistic hub, and "West Queen West".

Heritage Attributes

The cultural heritage value of the West Queen West Heritage Conservation District is expressed by the following heritage attributes. Although the following heritage attributes are numbered, the numeric sequence does not establish a priority among the attributes.

1. The historic main street character of the District defined by a continuous streetwall and fine-grained built form;
2. 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 north of Queen Street West, and the gradual development of Garrison Reserve lands to the south of Queen Street West;

3. The consistent historic streetwall, fine-grained streetscape pattern, and human scale of the District, defined by predominantly two- to four-storey buildings typically built to the lot line without setbacks;

4. 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 within the District;

5. The collection of buildings constructed during the Period of Significance 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, Georgian, and 19th Century and 20th Century vernacular;

6. The configuration of the identified historic storefronts, including their cornices and sign bands creating a datum line, their large display windows, bulkheads, raised bases, and recessed entrances that generate a distinct rhythm and articulation along the streetscape;

7. The predominant use of brick as a building material in the District, and the overall quality of the ornamentation and detailing of masonry, including the use of polychromatic brickwork;

8. The architectural details of contributing properties, including but not limited to 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; as well as the chamfered and articulated corners of corner buildings;

9. The former warehouse buildings including the York Knitting Mills and Patterson Chocolate Factory that reflect the historic large-scale manufacturing uses in the District and surrounding areas;

10. The District's landmark buildings including the Gladstone and Drake hotels, the Great Hall, the Theatre Centre (former Carnegie Library), former John Farr House, former Postal Station 'C', Euclid Avenue Methodist Church, St. Nicholas Ukrainian Catholic Church (formerly Dale Presbyterian Church), and former Canadian Bank of Commerce that have historically and continue to facilitate institutional, social, and community activities in the District and surrounding areas;

11. The right-of-way of Queen Street West, adjacent to the CAMH site and Trinity Bellwoods Park, including their historic entrances, as well as the identified gateways and views, which define a sense of place and support an understanding of the District's cultural heritage value;

12. The gradual change in topography of Queen Street West at Gore Vale Avenue marking the location of the buried Garrison Creek; and

13. The District's archaeological resources.

WEST QUEEN WEST HCD MAP OF CONTRIBUTING PROPERTIES

ATTACHMENT 4



West Queen West
Heritage Conservation District



Toronto
Contributing Properties

