

# First Parliament Heritage Interpretation Strategy and Master Plan

## Long Range Master Plan



Prepared for the **City of Toronto**

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July 2021



*We respectfully acknowledge that the land at 265-271 Parliament Street, 25 Berkeley Street and the north portion of 44 Parliament Street (collectively the “First Parliament properties”) is the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat Peoples and is now home to many diverse First Nations, Inuit and Métis. We also acknowledge that Toronto is covered by Treaty 13 with the Mississaugas of the Credit.*





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# Executive Summary

# Executive Summary

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## INTRODUCTION

The Master Plan is a principle-based planning document that provides a framework to guide the development of the First Parliament site. Located at the southwest corner of Front Street East and Parliament Street, the site is within the oldest part of Toronto. The area is rich in history and features numerous important heritage buildings and well-established neighbourhoods including St. Lawrence, Corktown and the Distillery District. Neglected following the decline of a booming industrial base, the area has enjoyed rapid, mixed-use redevelopment. A new, vital community has emerged that is becoming a focus of cultural, entertainment and commercial activity in the City.

The First Principles in the Master Plan represent the high-level goals and objectives for the long term evolution and management of the site and the associated Planning Strategies are site-specific directives that describe in some detail how the Principles can be realized. Working together, they work together to support a Vision of the First Parliament site as an important historic site that will be protected and developed to tell its stories. At

the same time, the First Parliament site is to be a vital public/community resource that is developed to meet the needs of a growing resident, working and visiting population.

Although the Planning Strategies do not represent actual site designs, they provide important guidance. Adherence to the First Principles and Planning Strategies is critical to achieving a vibrant public landmark that celebrates its historic past and is also a significant community hub with such key components as a central public plaza, a district library, park, an interpretive centre and other vital community uses.

## BACKGROUND

In 2012, Toronto City Council authorized a land transfer which brought into public ownership a site that once had great civic identity. At one time, it was the location of Upper Canada's (Ontario) first purpose-built parliament buildings. The decision of Lieutenant Governor John Graves Simcoe to move the capital of Upper Canada from Newark



(Niagara-on the Lake) and commission permanent buildings to house the Legislative Council and the House of Assembly was instrumental in establishing Toronto (York) as the new capital of Upper Canada.

Completed in 1797, the buildings were burned to the ground by invading American troops during the Battle of York in 1813. The second parliament buildings were constructed from the original foundations but were lost again to fire in 1824. Later, the site was developed for the Home District Gaol (old spelling of “jail”), a massive limestone structure that acted as a jail and military prison. From about the 1880s until the 1950s, the site was home to the Consumers’ Gas Company and its massive industrial complex. The Toronto and Nipissing railway had several rail spurs, a turntable and train sheds on the southern portion of the site. The final Consumers’ Gas building was demolished in 1964 and the site has been occupied by automobile-related and parking uses since then.

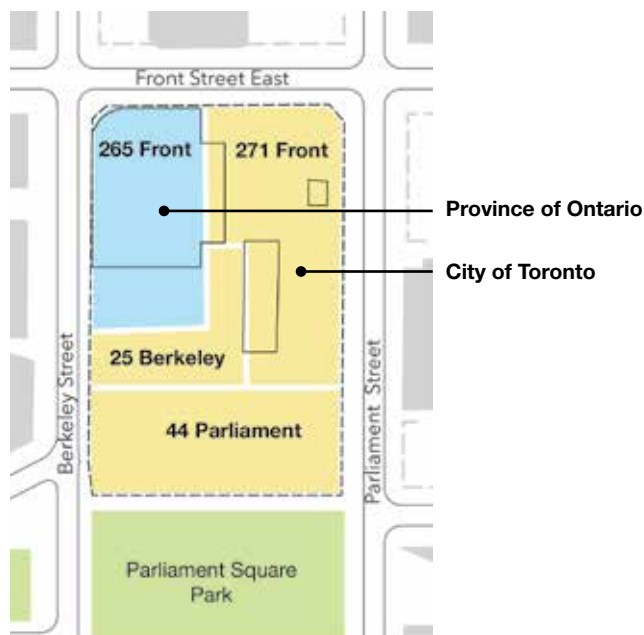
For many years, local heritage groups and community stakeholders discussed ideas for heritage interpretation and development appropriate to the site’s significance. In 2013, City Council cemented the return of public uses by approving the site as the location for an expanded St. Lawrence Library. In 2017, City Council designated the southern portion of the site (the Toronto Parking Authority parking lot at 44 Parliament Street) in the Official Plan as Park land. The question remained as to what other uses should go on the site and how should the history of the site be interpreted. Although archaeological investigations found evidence of the parliament buildings (soil stains representing burnt charred floor joists), the remains are fragile and embedded in contaminated soils due to more than 100 years of industrial activity. This fact alone makes the First Parliament site a unique heritage project.

## FIRST PARLIAMENT OWNERSHIP

The study area is located at the southwest corner of Front Street East and Parliament Street. It consists of City-owned properties at 271 Front Street East, 25 Berkeley Street and 44 Parliament Street and the Ontario Heritage Trust/Provincially-owned property at 265 Front Street East. Collectively the properties are known as the “First Parliament site”.

The Ontario Heritage Trust has a broad, Province-wide mandate to identify, protect, promote and conserve Ontario’s heritage in all forms. This mandate has three main areas of responsibility:

- owning, managing and protecting a portfolio of provincially significant heritage properties;
- acting as a centre of expertise in the protection and conservation of provincially and locally significant heritage properties; and,
- promoting heritage and educating the public in the role.



First Parliament - Property Ownership

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## PROJECT PURPOSE AND STRUCTURE

With the First Parliament site in public ownership, the City saw an opportunity to plan its next incarnation collectively through a master planning process that would distill the many public and stakeholder civic aspirations into a vision for the site and a set of guiding principles for how it should be developed. Also, with the First Parliament site under dual ownership, a master plan was required to plan the site holistically as one parcel and to advance discussions with senior levels of government regarding funding and/or partnership options. With the support of the Trust, the City took the lead on the master plan recognizing that the First Parliament site played a fundamental role in Toronto's history, and that site development and master planning are municipal prerogatives and responsibilities.

There are two other reasons why a master plan is required:

- Unlike places like Fort York, the First Parliament site has no visible historical features. For this reason, developing a comprehensive heritage interpretation program will require in-depth research and planning.
- Located within a rapidly evolving downtown neighbourhood, the First Parliament site is a valuable public asset well-positioned to serve a range of public purposes. Realizing the full value of this important asset will require broad community consultation and careful consideration.

The project was initiated in 2017 and consists of two phases: a Heritage Interpretation Strategy and a Master Plan.

### PHASE ONE HERITAGE INTERPRETATION STRATEGY

The first phase is a Heritage Interpretation Strategy. The site's many stories, including those from its Indigenous history, need to be organized in a way

that allows people to make sense of a vast amount of information and many narrative threads related to the site. An interpretation framework consisting of key themes, subthemes and connecting themes was developed to organize and group the content.

The interpretation framework developed for First Parliament celebrates as its central introductory experience that this site played a key role in establishing Toronto (York) as a founding capital city and directly impacted the formation, development and growth of the Province of Ontario and Canada. Toronto became the home of Upper Canada's first dedicated parliament buildings. The diverse people, decisions and events associated with the site link the past with the present.

The Strategy also identifies potential interpretation opportunities, methods of communication and interpretation tools. The objective is to ensure that the interpretation is authentic, relevant, inclusive of all audiences and, most importantly, dynamic and engaging. The Heritage Interpretation Strategy is summarized in this report. The full version is available under separate cover.

### PHASE TWO MASTER PLAN

The second phase is a Master Plan that is focused on presenting a Vision, First Principles and Planning Strategies for the site. The First Principles and Planning Strategies provide direction as to how the Vision can be achieved and will also serve as measures of a successful development.

The Vision is a clear and simple statement that sets out the fundamental goals and objectives for the First Parliament site. The Vision becomes the compass upon which all subsequent principles and guidelines are based.

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## PUBLIC ENGAGEMENT

An interdivisional Working Group, led by Corporate Real Estate Management was established and included the following City stakeholders:

- City Planning (Community Planning, Urban Design and Heritage Planning)
- Toronto Public Library
- Parks, Forestry & Recreation

The Ontario Heritage Trust was also part of the working group.

To support the development of the Heritage Interpretation Strategy and Master Plan, a comprehensive public engagement process was conducted. For the Strategy, the program included a public lecture, workshops with subject matter experts and the public, a community walk and an on-line survey. More than 500 participants took part in those engagement activities between January and March of 2018.

Following this, the interdivisional Working Group provided early feedback on a Vision, First Principles and Planning Strategies. In October 2019, two

public workshops were held which were attended by more than 100 people. In both workshops, participants learned about the master plan process and the factors that may affect the planning and organization of the site. A key area of discussion concerned the proposed Planning Strategies that would underpin the work. The workshop presentations emphasized protecting and interpreting the site's history as well as recognizing the site as a future community asset.

In May 2021, a virtual Open House was held to present a summary of the completed master planning work. Featured in the presentation was the Demonstration Plan illustrating how the First Principles and Planning Strategies could be realized. Well over 200 people attended this session.

A project website was created to act as a one-stop portal for information about the study – background information, consultation summaries and display panels. The website also invited members of the public to communicate with the project team via email.





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## The Vision for First Parliament

***The First Parliament site is an important historic site that will be protected and developed to tell its stories. At the same time, the site is a vital public/community resource that will be developed to meet the needs of a growing resident, working and visiting population.***

The Vision for the First Parliament site is based on its intrinsic historical importance, and on the site's potential to provide community services and facilities given its public ownership and strategic location. The Vision recognizes the site's important historical role in the development of Toronto, Ontario and Canada. That history focuses on the First Parliament era, but also honours the past and continuing presence of Indigenous Peoples in the area, and the industrial, railway and automotive activities on the site that literally fueled the development of Toronto.

The First Parliament site is also a major, public real estate holding in a rapidly growing and evolving downtown neighbourhood. The site can and should be developed to provide community services and amenities. These include approved uses such as a district library and park but also other possible uses such as an interpretative centre, Indigenous services, open spaces, affordable housing and local community uses.

The two dimensions of the Vision for the First Parliament are mutually supportive. On the one hand, historical interpretation will introduce an important sense of meaning to the site that will establish strong ties both with the past and with the surrounding neighbourhood and the City beyond. On the other hand, developing the site for community uses will serve the daily and long-term needs of the people of Toronto, and will animate the site, making it safe, comfortable and accessible for all.



An important historic site...and a vital public asset



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## First Principles

The First Principles represent the high-level goals and objectives for the long term evolution and management of the First Parliament site. Based firmly on the Vision, the Principles provide guidance for planners and designers. The Principles also serve as criteria for evaluating specific development proposals as they come forward, and for evaluating the success or failure of implemented projects.

Each Principle consists of a primary umbrella statement that can unfold into a subset of related directives.

The First Principles and Planning Strategies are informed by the Heritage Interpretation Strategy in-depth planning and urban design analysis, and extensive public and stakeholder consultation.

### ***First Principles for First Parliament:***

#### ***1. Conserve the site's cultural heritage value and resources***

- protect valuable archaeological assets
- interpret the site and make its history accessible

#### ***2. Optimize the value of the site as an important public asset***

- maintain the site in public ownership
- provide services and facilities that meet community needs
- make the site self-sufficient and sustainable
- establish strong connections to the community

#### ***3. Reveal the site's history through every planning move***

- at all scales and at all stages of development, planning decisions should seek to interpret the site's history

#### ***4. Plan the site as a single entity for the long term***

- provincial and municipal objectives should be considered the same
- short-term decisions should always reference long term objectives
- ensure irrevocable legal heritage protection

#### ***5. Make the site safe and comfortable for all users***

- deal effectively with the contaminated soils
- make the site completely accessible to all people
- provide amenities for user comfort
- make sure the site is safe at all times

#### ***6. Develop a design character that is sympathetic to the site's heritage, but contemporary and of its time.***

- interpret the past; build for the future

#### ***7. Collaborate with municipal and provincial stakeholders, and with Indigenous Nations and the general public***

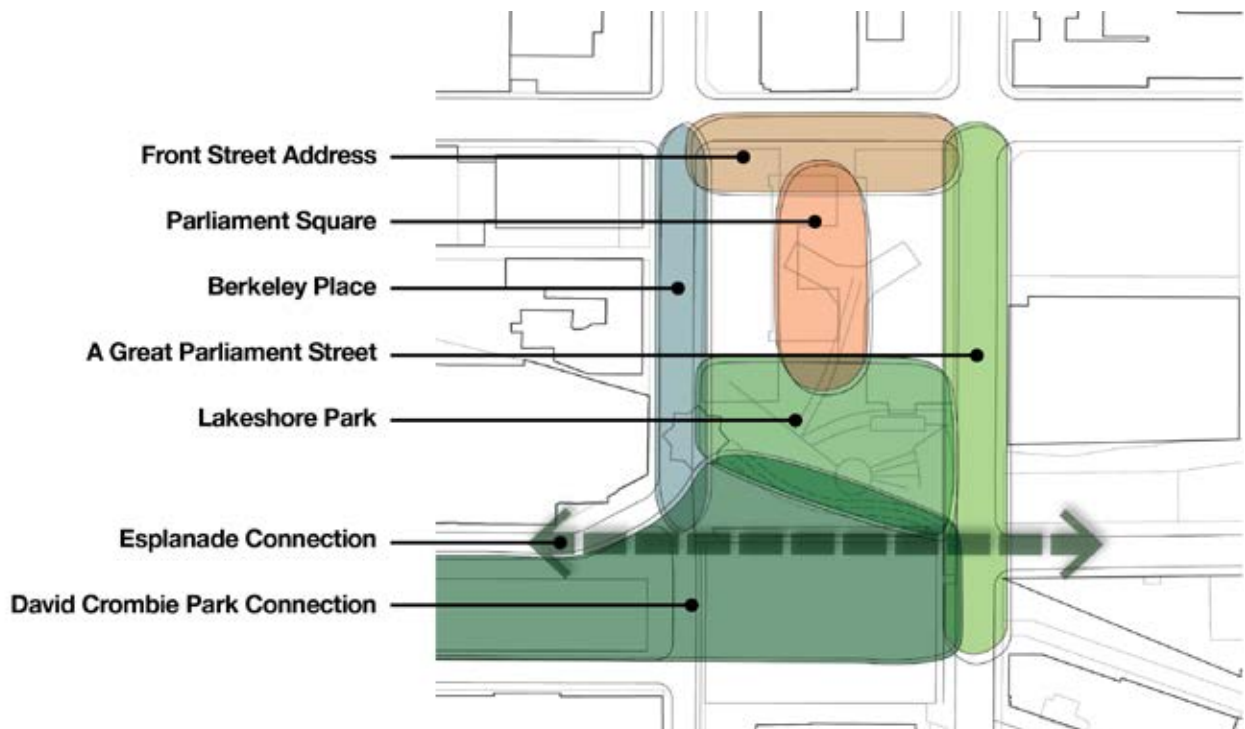
- all people should have a say in what First Parliament will become and how it is managed.

## Planning Strategies

Whereas the Principles set out the high-level goals and objectives for the site, the Strategies are site-specific directives that describe in some detail how the Principles can be realized. While not actual designs, the Strategies provide guidance concerning key program components, adjacencies and relationships, the organization of the site, and the general character of major spaces and features.

The actual final design of spaces and components that will make up the First Parliament site will be guided by the Strategies, but will also respond to specific needs and requirements of future development programs that are not as yet defined and cannot presently be predicted. It is in this sense that the Strategies provide strong guidance while providing the flexibility necessary to incorporate detailed objectives and priorities defined by specific development programs.

- 1) *Reveal all layers of history;***
- 2) *Create and protect a Parliament Square;***
- 3) *Develop a Lakeshore Park;***
- 4) *Connect to David Crombie Park;***
- 5) *Respect the historic natural and built geometries;***
- 6) *Optimize connectivity;***
- 7) *Create a strong address on Front Street;***
- 8) *Develop a Berkeley Place;***
- 9) *Create a Great Parliament Street;***
- 10) *Extend the Pedestrian/Cyclist Esplanade;***
- 11) *Develop a complete public realm framework;***
- 12) *Locate built-form and plan it to support the public realm;***
- 13) *Develop built-form that is appropriately scaled and directly related to streets and open spaces;***
- 14) *Plan for community-oriented built-form uses.***



Strategy 11 - A Complete Public Realm Framework

## DEMONSTRATION PLAN

The Demonstration Plan illustrates how the First Principles and the Planning Strategies can be implemented to achieve a successful development. The Plan features a fully inter-connected public realm with a Parliament Square as its focus. Parliament Square, together with a Lakeshore Park, forms the heritage core of the site. They also offer a broad range of public open space amenities that complement those offered by David Crombie Park and Parliament Square Park.

While the full complement of uses in the building blocks will be determined over time, a new district library is approved for the site. It should be prominently located to ensure high visibility and

identification with the site, especially given its role as a community hub for the local neighbourhood and a destination for visitors to the City. The preferred location for the district library is the base of the west building. In this location, the facility will enjoy a strong connection to both Berkeley Place and Parliament Square, and high visibility on Front Street.

Parliament Square, Lakeshore Park, the library and the interpretation centre are key components in the First Parliament Demonstration Plan. They each play an important role in “telling the site’s stories” and they are required to help meet the needs of an expanding local population.



First Parliament - Demonstration Plan

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## **FUTURE OWNERSHIP**

At present, it is understood that the Province of Ontario will own and control the First Parliament site at the completion of the Ontario Line. As such, the Province will govern the evolution of the First Parliament site into its final form. While it might be preferred that the City of Toronto guide the development of the First Parliament site rather than the Province, the key issue is public ownership. For the First Parliament Vision to be realized, it is essential that the lands remain in public ownership.

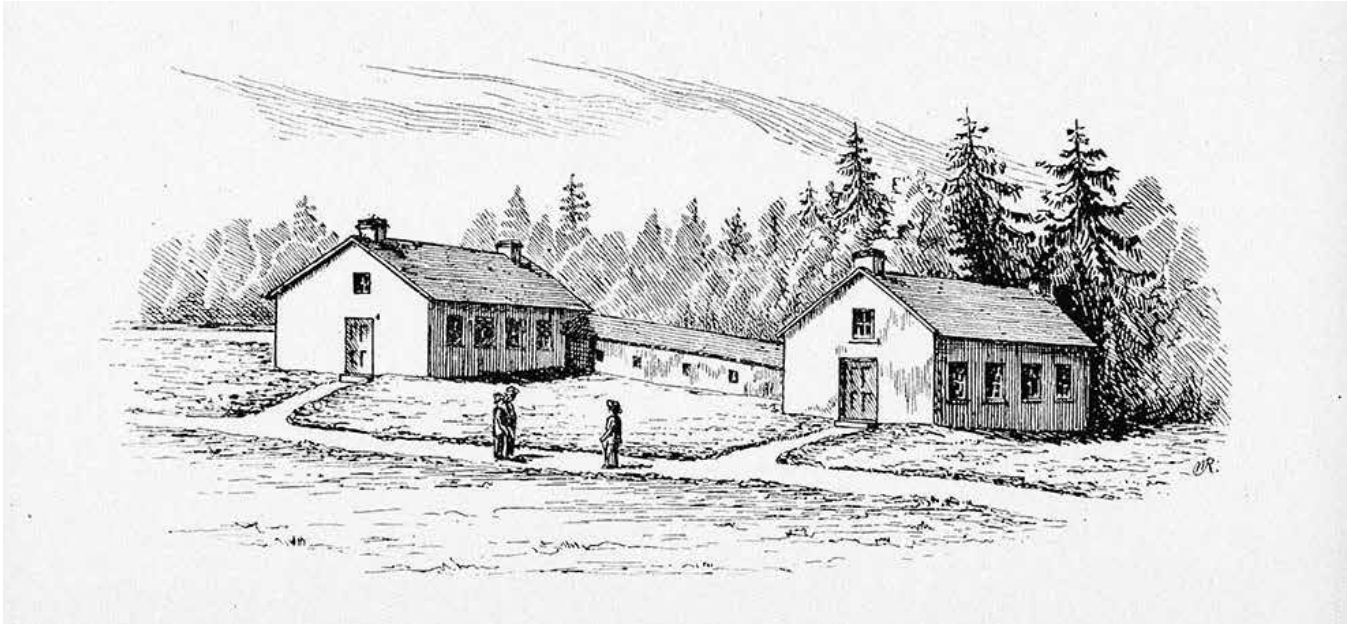
If the Province chooses to proceed with First Parliament development (in concert with the City of Toronto), and respects the established Master Plan for the site, there is no reason why they cannot succeed.

# 1.0

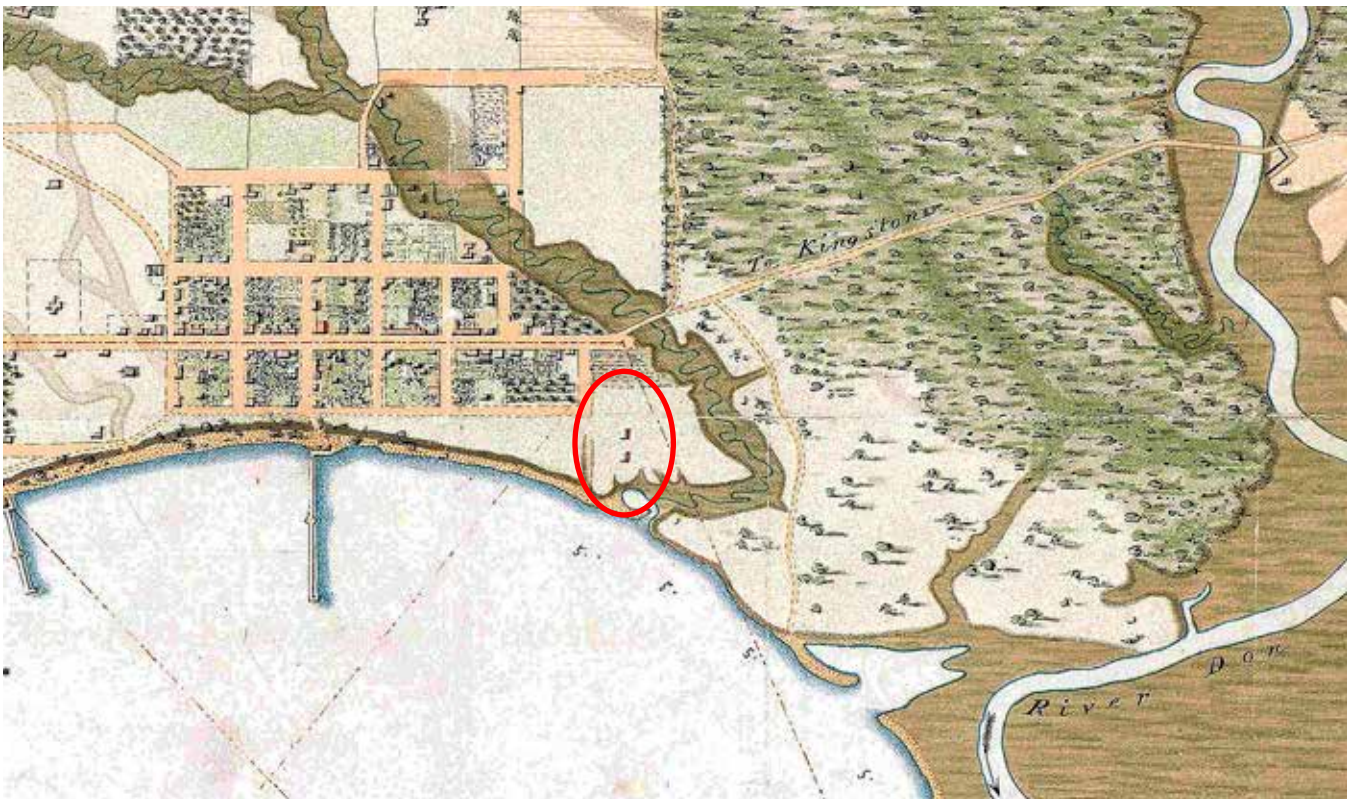
## Introduction

This section briefly describes the First Parliament site in terms of current ownership, use and heritage designation. The section also describes what a Master Plan is and why it is required.





1. First Parliament Buildings - 1797-1813 (John Ross Robertson, c1910)



2. First Parliament and the Town of York (Philpotts, 1818)

# Introduction

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## THE IMPORTANCE OF FIRST PARLIAMENT

The First Parliament site is an historically important piece of land. Archaeological and historical evidence reveal that the site is directly related to the evolution and maturation of the City of Toronto, the Province of Ontario and the country of Canada.

The land that Toronto currently occupies has been a site of human activity for thousands of years and is within the traditional territory of many nations. This includes the Mississaugas of the Credit River, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat. The past and continued presence, stories, roles and contributions of Indigenous Nations in the area and region constitute a fundamental chapter in the history of the First Parliament site.

The Parliamentary Era saw the construction on this site of Upper Canada's first purpose-built parliament buildings. From 1797 to 1824, the First Parliament site was the centre of governance for Upper Canada, a place where legislation was passed that would determine the future of Upper Canada and, eventually, the Province of Ontario. During this time, the site was also the focus of many cultural and religious activities associated with the rapid growth of the Town of York (Toronto).

The Home District Gaol occupied the site after the second parliament building was destroyed by fire. In service for over 20 years, the Gaol was a large, imposing structure that housed a diverse population of people including criminals, debtors and the mentally ill. Reflecting the harsh penal system of early Upper Canada, the Gaol's resident population included men and women of all ages, and even children.

The Consumers' Gas Company occupied the site from about 1880 to the 1950s. Consumers' Gas built massive industrial structures on the site to convert coal to coal gas. It was this coal gas that

literally fueled the development of the Town of York (Toronto) from a little hamlet into a major focus of commerce, finance and culture.

This multi-layered and complex history produces many stories that are just waiting to be communicated. Recognizing, celebrating and promoting our collective histories helps us forge a meaningful connection with the past, making it a relevant part of our present and a formative dimension of our future.

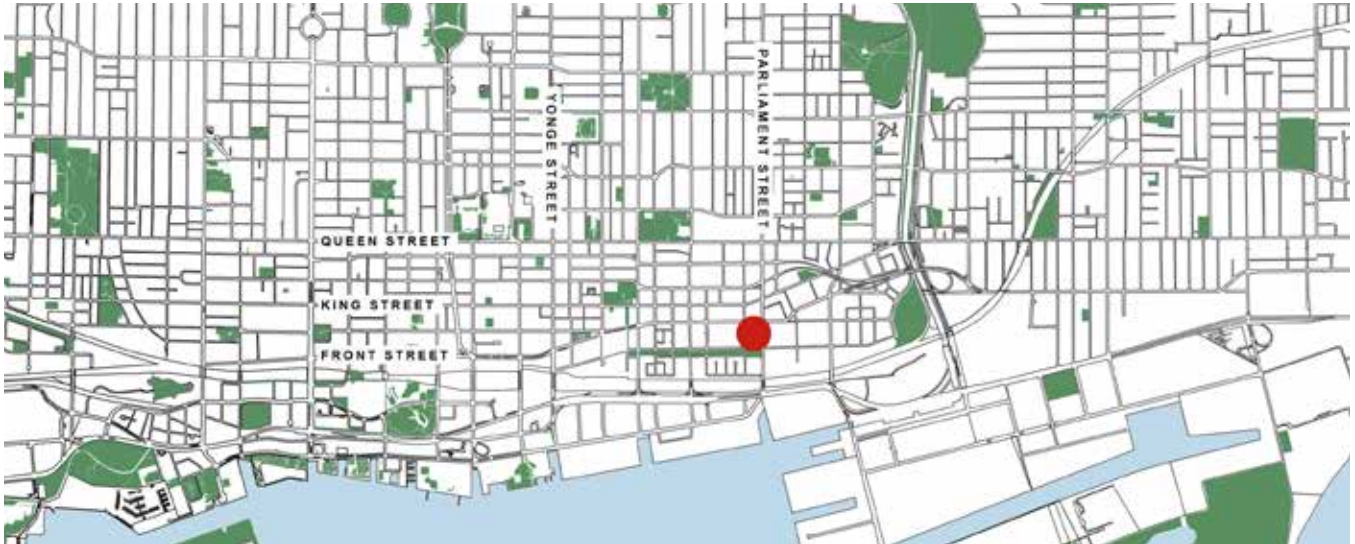
Further details are provided in Section 2: Heritage Interpretation Strategy.

## HERITAGE DESIGNATION

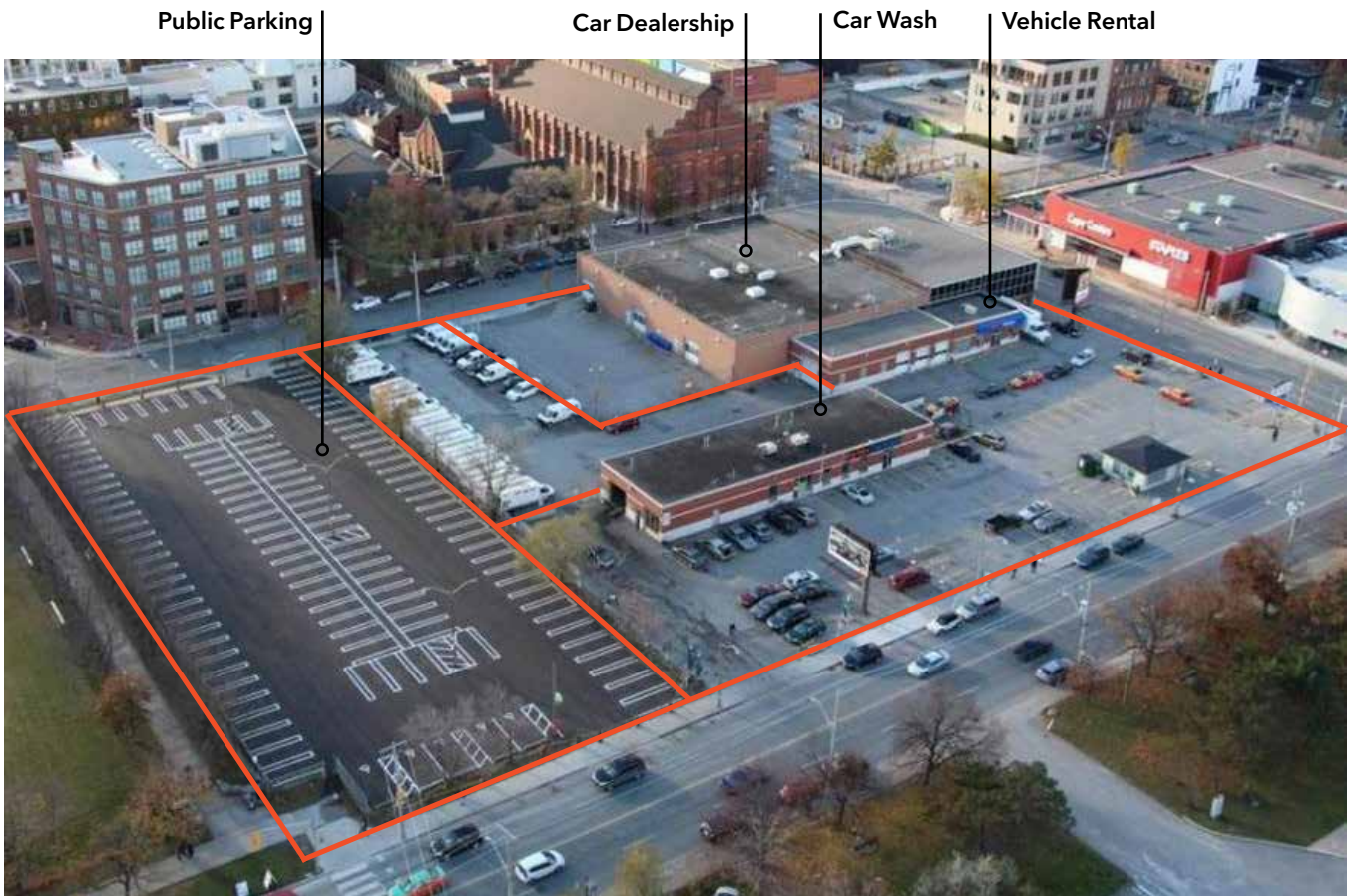
The historical value of the First Parliament site has received formal recognition at both the provincial and municipal levels. Consequently, a variety of mechanisms are currently in place to ensure the protection and management of the site and its heritage resources:

- The First Parliament site is registered in the Ontario Archaeological Site Database maintained by the Ontario Ministry of Tourism, Culture and Sport (Site Record AjGu-41);
- The 265-271 Front Street East and 25 Berkeley Street properties were designated by City Council under Part IV of the Ontario Heritage Act (Bylaw - 1997-0091) as being of historical value or interest;
- The 265-271 Front Street East and 25 Berkeley Street properties are also recognized as constituting an Archaeologically Sensitive Area (ASA) by the City of Toronto Archaeological Management Plan;
- The Ontario Heritage Trust (OHT) has a Statement of Significance (SOS) identifying the historical, architectural, archaeological and contextual values of the site, and the character-defining features that contribute to those values for its portion of the First Parliament site.





3. Location of the First Parliament Site



4. First Parliament - Current Land Uses (Google annotated by DTAH)



## THE FIRST PARLIAMENT SITE TODAY

The First Parliament site is located in downtown Toronto in the heart of the former Town of York. The area is rich in history and features numerous important heritage buildings and precincts including St. Lawrence Market and the Distillery District.

Once neglected following the decline of a booming industrial base, the area is now enjoying rapid, mixed-use redevelopment. A new, strengthened community is emerging that is becoming a focus of cultural, entertainment and commercial activity in the City.

The First Parliament site is a unique heritage site in that it has no visible historic artifacts (such as buildings or other structures) to help illuminate its past. The known and suspected archaeological resources from the First Parliament era are fragile and embedded in contaminated soil. One of the key objectives of this project is to bring the site's history to light and to ensure that people who visit, work or live near the site will have compelling and meaningful interpretation experiences.

The First Parliament site was cleared in the 1950s and has ever since been used for a variety of automobile-related industries and pursuits. The site is currently occupied by an auto dealership, a car wash, a vehicle rental agency and associated parking lots. The southern portion of the site is occupied by a public parking lot owned and operated by the City of Toronto.

## PROPERTY OWNERSHIP

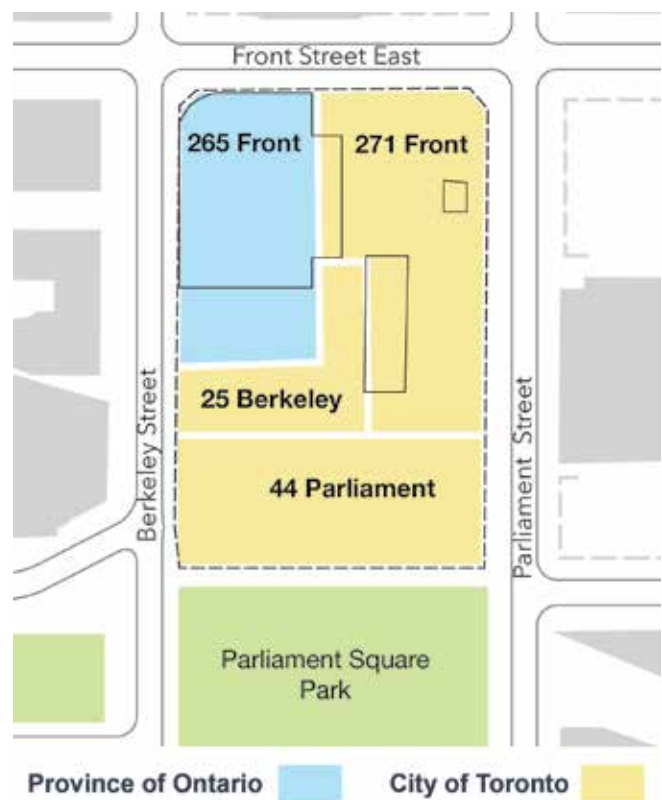
The entire site has been brought under public ownership through the Province of Ontario and the City of Toronto.

Since 2004, the Province of Ontario, through the Ontario Heritage Trust, has owned the northwest

quadrant of the site (265 Front Street East). With respect to the First Parliament site, the Ontario Heritage Trust has a broad, Province-wide mandate to identify, protect, promote and conserve Ontario's heritage in all its forms. This mandate has three main areas of responsibility:

- Owning, managing and protecting a portfolio of provincially significant heritage properties;
- Acting as a centre of expertise in the protection and conservation of provincially and locally significant heritage properties;
- Promoting heritage and educating the public in its role and importance to the community.

The City of Toronto owns the remainder of the site (271 Front Street East, 44 Parliament Street and 25 Berkeley Street).



5. First Parliament - Property Ownership (DTAH)

## METROLINX - THE ONTARIO LINE

*“The proposed Ontario Line will connect the city like never before. It will be more than just a subway to alleviate crowding on TTC Line 1 – it will be a link to communities across Toronto. From east to west, north to south, from Ontario Place to the Ontario Science Centre, there’s never been a connection in the heart of the city like this one will be. Getting downtown from previously underserved areas will be a breeze, and there will be more trains arriving at stations more frequently.”*

<http://www.metrolinx.com/en/greaterregion/projects/ontario-line.aspx>

Now under design, the Ontario Line will span 16 kilometres from Ontario Place and through downtown Toronto to the Ontario Science Centre. It includes 15 stops and interconnects with a number of other surface and underground transit routes.

The Ontario Line carries important implications for First Parliament:

- The tunnel, although quite deep, will pass directly under the First Parliament site. The tunnel is unlikely to impact the site.
- A new station (“Corktown”) will be constructed immediately north of the First Parliament site. A secondary entrance may be developed on the northwest corner of the First Parliament site. The new station will generate increased pedestrian activity in the immediate area, and will provide improved transit access to the First Parliament site.
- Through Metrolinx, the Province of Ontario intends to acquire all of the First Parliament site. In the medium term, the site will be used as staging grounds for construction of the new line. In the longer term, the Province will develop the site in accordance with provincial “Transit-oriented Community” development objectives.

Discussions between Metrolinx and the City of Toronto are ongoing.



6. The Ontario Line - Overall Alignment



7. The Ontario Line and First Parliament

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## A LEGACY OF COMMUNITY ADVOCACY

The community's curiosity about the First Parliament site was initially sparked in 1990 by a 3-D model of the original Town of York sponsored by the Town of York Historical Society. Spurred by references to the parliament buildings, community members undertook archival research, unearthing a long-forgotten site important to Toronto's history. Through numerous encounters with other community groups, owners and government officials, the community was instrumental in bringing the importance of the site to light.

The Citizens for the Old Town, formed in 1996, represented residents, businesses, and institutions within the roughly 10 original planned blocks of the Town of York (Toronto). With a mandate to work on enhancing and revitalizing the area through a bottom-up and citizen approach, the group effectively raised public awareness of the area and of First Parliament in particular.

In 2013, Councillor Pam McConnell assembled the First Parliament Working Committee. The Committee's mandate was to propose and consider opportunities for the site's design, planning and programming.

The Committee's diverse membership consists of both City staff and community citizens. Stakeholder community groups represented include Citizens for the Old Town, Corktown Residents & Business Association, Gooderham & Worts Neighbourhood Association, Heritage Toronto, St. Lawrence BIA, St. Lawrence Neighbourhood Association, Little Trinity Church, South East Downtown Networking Alliance and the West Don Lands Committee. Other organizations involved include Waterfront Toronto and the office of the local MPP.

Following a number of meetings through 2013 to 2015, a visioning workshop was held in June 2016

to generate ideas and develop a vision for the site. The Committee established consensus on the following principles:

- Tell the entire story of the First Parliament site. The parliamentary buildings and War of 1812 is the primary story but the Gaol, Consumers' Gas and subsequent automotive uses are important secondary and tertiary stories;
- Design the library and the interpretation center as one facility;
- The entire site should be designed as a whole;
- Create a public and multi-use development with programs, events and festivals;
- Create physical connections/linkages with other historic sites in the City (Distillery District, St. Lawrence Market, Fort York);
- Some commercial uses would be appropriate (restaurant, café) as they would bring people to the site and provide a revenue stream.

These principles continue to have relevance today and were integral to the master planning work.

## MANDATE OF THIS PROJECT

Recognizing the importance of the site, the City of Toronto in partnership with the Ontario Heritage Trust commissioned a Heritage Interpretation Strategy and a Master Plan for the First Parliament site.

A Heritage Interpretation Strategy is an important first step because it informs the interpretation and planning of the site. It articulates the stories to be told, identifies the potential audiences and outlines an interpretation framework consisting of key themes, subthemes and connecting themes. The Strategy also sets out potential interpretation opportunities, methods of communication and interpretation tools. The work behind the Strategy

is based on extensive historical and archaeological research and a comprehensive engagement process involving subject matter experts, stakeholders, representatives of Indigenous Nations and the general public.

Building on the Heritage Interpretation Strategy, the Master Plan creates a Vision with First Principles and Planning Strategies for the site. They provide direction as to how the Vision can be achieved and will also serve as measures of a successful development. From a master plan perspective, knowing where the site's most important archaeological resources are located is critical to determining how the site should be developed. Also, knowing potential interpretation opportunities before the site is planned means that direction can be given to proposed uses to take advantage of the site's history. Finally, the Master Plan will provide guidance on phasing and interim site programming as the site will be developed over a number of years.

## 2.0

### **Heritage Interpretation Strategy**

This section presents the Heritage Interpretation Strategy for the First Parliament site. Topics include planning context, potential audiences, core values, interpretation framework, and themes and connectors. The section concludes with interpretation guidelines and recommendations.

## 2.1 Introduction

The Heritage Interpretation Strategy was built upon existing collections, research and background documents. A key input was the Ontario Heritage Trust exhibit “Foundations & Fire”, which was displayed at the Trust’s Parliament Interpretative Centre from 2012-2014. The Strategy is also based on an extensive engagement process with the public, community stakeholders and subject matter experts. A summary of the public and stakeholder engagement program can be found in Appendix 6.

Building on the research, key inputs and engagement carried out in the earlier phases of work, this chapter identifies potential audiences for the First Parliament project and outlines a set of interpretation planning core values. An overarching interpretation concept or vision is established for the First Parliament site, together with guidelines and recommendations for future interpretation initiatives. The Strategy influenced the master planning work and will form the basis for future interpretation plans and exhibition designs.

The Ontario Heritage Trust has developed its own Interpretation Policy, based around a set of core principles focused on:

- Integrity;
- Research and documentation;
- Context;
- Sustainability;
- Access and engagement;
- Collaboration and cooperation;
- Education and responsive change.

These principles have been used as a guide for the development of this Heritage Interpretation Strategy and should continue as a cornerstone for future development of a more detailed Heritage Interpretation Plan and the design of any interpretation exhibits and materials at a later stage as the project progresses.

## 2.2 Potential Audiences

Given its urban location in the downtown core of Toronto, the site’s close proximity to the popular Distillery Historic District and as the site for a new district library, the First Parliament site is expected to attract a wide range of local, national and international visitors. However, it is anticipated that the main potential audiences for the site will be:

### **St. Lawrence District Library Users**

The St. Lawrence Library, currently a neighbourhood branch, will be relocating to a new purpose-built facility on the First Parliament site to become a district branch. Currently, the neighbourhood library attracts approximately 110,000 visitors per year. The demographic profile of library users is typically reflective of the district in which the branch is located. On average, district branches in Toronto attract 300,000 to 316,000 visitors per year. Because library audiences are typically diverse, the interpretation narrative must be intellectually accessible in the broadest possible sense and should not assume any prior knowledge.

### **Distillery District Visitors**

The Distillery District is located approximately 500 meters from the project site and has become a popular destination in the city for tourists and Torontonians alike. The main audiences for the district are those aged 19-24, followed by those aged 25-34 years and 35-44 years old. Published data on the number of people per year that visit the district is not available, but it is thought to be in the hundreds of thousands. It is highly likely that many of these visitors will walk through or past the First Parliament site on their way to the Distillery District.

### **Educators and Students**

The history of the First Parliament site, combined with the public library function, has the potential to attract elementary and high school students from across the Greater Toronto Area. The level of



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engagement will depend entirely on the type and extent of the visitor experience developed, and most importantly, the quality of any associated educational programming and its link to the provincial curriculum. Partnerships should be sought to develop future programming that will connect with other city-wide programs to offer a comprehensive narrative that will provide a full-day educational experience.

### **Experts and Enthusiasts**

The stakeholder and public engagement activities have highlighted a dedicated group of experts and enthusiasts who have a deep interest in and extensive knowledge of the history of the site and its related subject matter. This deep interest in the site and subject matter means that people from this

group would be more likely to make a dedicated trip to the site and will be more interested in engaging with content at a much deeper level.

### **Local Residents**

The rapidly increasing population of local residents is a readily available market. The area has a high proportion of working-aged people and a high level of educational attainment. Educational attainment is the top indicator in predicting likely attendance to museums, heritage sites and cultural institutions. The local community is essentially a younger population and one that is likely to engage with First Parliament on a regular basis.

### **Area Workers**

The increasing number of office developments in the neighbourhood is increasing the number of people who work in the area. Estimated total daytime population in the St. Lawrence Neighbourhood is approximately 117,500 people within 1.5 km of the First Parliament site. These people will typically look for opportunities to meet for food and drink or entertainment. It will be important that the interpretation be accessible and easily consumable given the time constraints of daytime workers.

### **Tourists**

In 2017, Toronto welcomed 43.7 million visitors, including 15.5 million overnight visitors and 28.2 million same-day travelers. Both the St. Lawrence Market and the Distillery District are already popular tourist destinations and therefore potential tourism opportunities bode well for the First Parliament site. The interpretation strategy should draw attention to the historical links with other local tourist destinations in order to draw people to the site and encourage people to visit other related sites throughout the city.



8. Toronto's Distillery District (Google)

## 2.3 Core Values and Vision

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### CORE VALUES

From the earlier research, engagement and feedback, a set of core values emerges. These core values are guiding principles that underlie the Heritage Interpretation Strategy. As such, they assist in making decisions about which stories are of the greatest interest, how the stories should be told, and what should be the participant's experience at the First Parliament site.

The core values are grouped in categories addressing Interpretation Focus/Mandate, Key Themes & Points of Interest and Organization/Structure of the Narrative. Details include:

#### Interpretation Focus/Mandate

The following help to guide what stories the interpretation strategy should focus on:

- The past and continued presence, stories, roles, and contributions of Indigenous Peoples in the area and region should be central to the narrative;
- Of the many histories of the site, it is the First and Second Parliament eras that generate the most interest and are of the greatest historical significance. These eras are the primary reason for the site's historical designation and protection;
- Other eras in the site's evolution that are of great interest include the Gaol, Consumers' Gas and the railways as they represent important dimensions of the City's evolution. These eras merit inclusion in the overall interpretation strategy and help to broaden the appeal of the site.

#### Key Themes and Points of Interest

The following are the key themes that generate the greatest interest among those surveyed:

- Why here? – the role of the lake and original shoreline in site selection and historic uses;

- Legislation, Treaties & Agreements – Indigenous governance; governance for a new province; important debates, decisions and agreements;
- Social history – who was here and why; circumstances of daily life; personal experiences;
- Diverse people – highlight the different groups present here; tensions between groups; immigration; the movement of people;
- Form and Function – the appearance and organization of the site in each era;
- Impacts – what important events happened on-site that impacted our history; current relevance of these events;
- Connections – how the site, its activities and associations fit into a wider picture;
- Community involvement – how the site was discovered, saved and redeveloped as a community effort.

#### Organization/Structure of the Narrative

The following describes how the themes should be organized in order to create an engaging story.

- Equal/non-hierarchical – recognize all relevant stories from all eras;
- Accessible/inclusive – be intellectually accessible; assume visitors have no prior knowledge; provide alternative routes into the story;
- Relatable/representative – include human experiences; ensure that Toronto's diverse population can see themselves reflected in the story;
- Plural/multi-perspective – break away from telling only a colonial story; reveal hidden and overlooked stories; provide different perspectives on the same event;
- Acknowledgment/reconciliation – objectively tell stories both good and bad; embrace complex narratives; do not shy away from complex issues; strive to correct myths and inaccuracies;



- 
- Integrated – connect into and support stories told elsewhere in the city; do not overlap or duplicate stories better told elsewhere; encourage people to explore the city and visit other places.

## **Key Challenges**

There are challenges to be faced in telling these stories on this particular site. These challenges help shape different options on how to interpret the site:

- Finding an authentic link between the distinct evolutionary phases of the site in order to better create a cohesive story;
- Ensuring authentic and respectful inclusion of Indigenous communities, cultures and stories;
- Telling the stories with limited archaeological resources;
- Positioning the site and its stories to appeal broadly to a wide range of potential users.

## **INTERPRETATION VISION**

An interpretation vision statement sets out the intended audience experience and the future interpretive potential of the site. Based on the core values outlined above, the following interpretation vision has been defined for the First Parliament site:

***The First Parliament site will be a dynamic and active place for all people to meet and learn about the history of the site. The site will celebrate and communicate the site's long history, peeling back the many layers of time to creatively reveal the many and diverse stories inherent in the site. While the experience is place-based (that is related to the First Parliament site specifically), the stories and themes have municipal, provincial and national significance.***

***The First Parliament site will be multi-platform, communicating the evolution of the site and its important stories to visitors both on-site and on-line, and through all the seasons.***

## 2.4 Interpretation Framework

The interpretation framework is the intellectual organization of the narrative that underpins an exhibition or interpretation of a site. The interpretation framework employs a series of key themes, sub-themes and connecting themes to tell the story and reinforce a core message across the site. The framework for First Parliament is illustrated in a 'bubble' diagram which articulates the relationships among themes and sub-themes, helping exhibition designers (and, ultimately, visitors) to make sense out of extensive information and data.

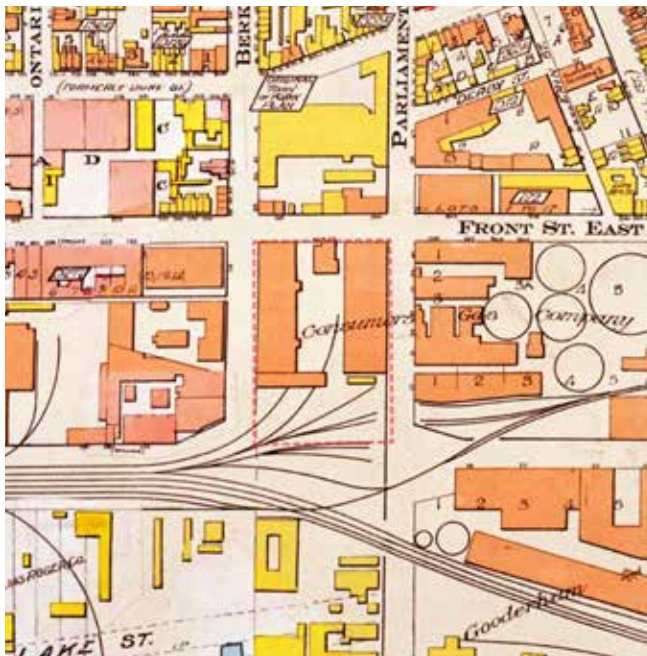
### Core Message

Through the history of what was to become Canada there have been many potential and realized locations for governmental capitals. Toronto (York) was the capital of Upper Canada, governed from the First Parliament site, and for a brief period it was also the capital of a United Canada (the merger of Upper and Lower Canada that pre-dated Confederation). The interpretation framework focuses on telling the story of Toronto (York) as a

capital by examining key themes unique to any capital city, and the First Parliament site's particular role in building the City, the Province and the Nation.

The interpretation framework is driven by a core message that is a concise statement describing the central message behind the interpretation framework. It impacts the organization of all permanent and temporary exhibits and programs throughout and across the site. The core message to be communicated at the First Parliament site is as follows:

***The First Parliament site helped establish Toronto (York) as a founding capital city and directly impacted the formation, development and growth of the Province of Ontario and Canada. Toronto (York) became the home of Upper Canada's first dedicated parliament buildings. The diverse people, decisions and events associated with the site link the past with the present.***



9. Consumers' Gas Company (Goad's Atlas, 1913)

This core message recognizes that:

- The history of the area and Canada begins with the Indigenous Nations;
- Much of the site's heritage value is related to the Parliament era when the site was occupied by Upper Canada's first and second parliament buildings;
- People, impact and connections are central to the story;
- Formalizing and establishing Upper Canada's administrative headquarters at this strategic site was the first step in building Toronto (York) as an early capital city in what would become Canada. The site was the seat of government exerting

control over a region, and a symbol of civic/national pride and unity. It was a strategic location requiring protection and defense, as well as a commercial, cultural and population centre;

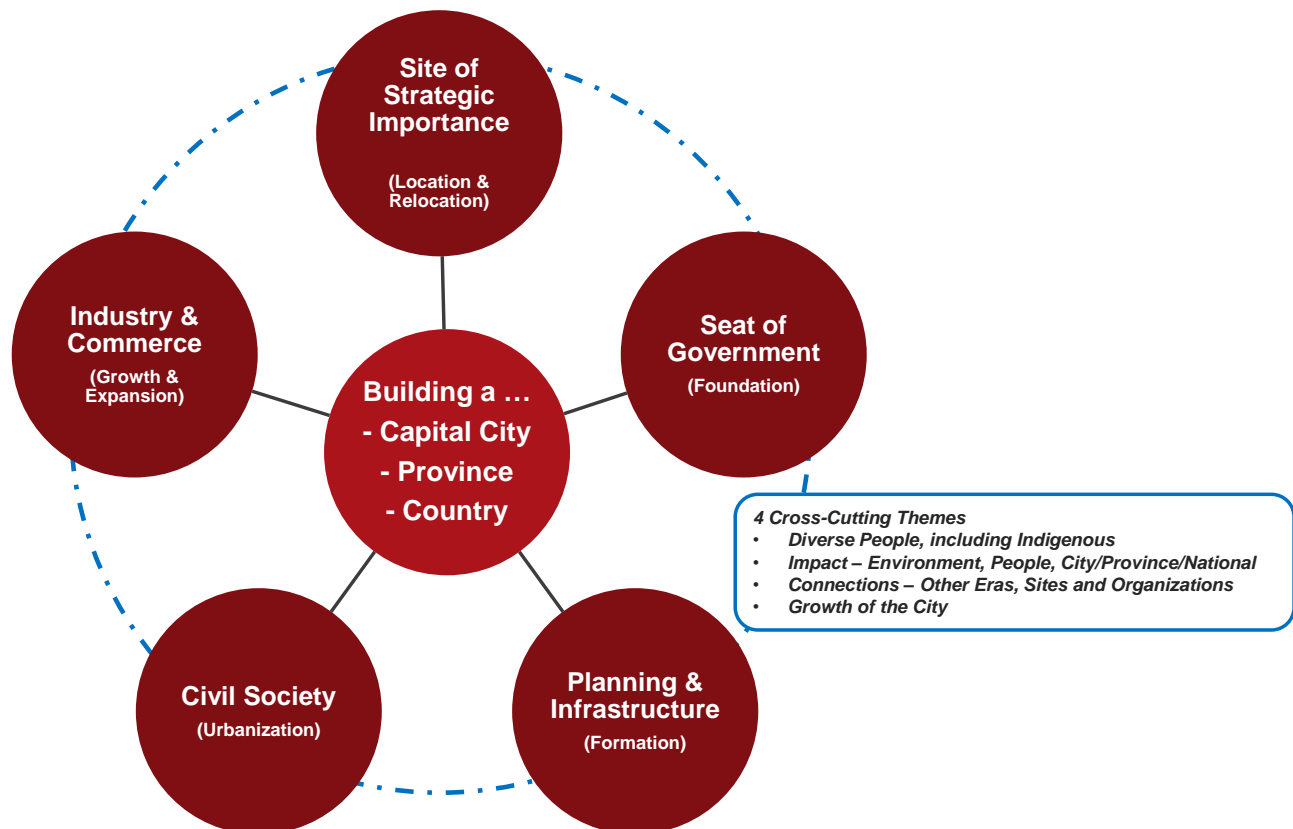
- While the Parliament era is primary, other eras of occupation (both before and after) contribute to its heritage value and have, in their own important ways, supported its role as a capital city;
- The influence and impact of decisions, events and activities related to the site extends beyond Toronto and highlights its local, provincial and national heritage significance.

The interpretation framework for First Parliament uses a series of key themes to deliver the core message and tell the central story across the site.

These themes represent the foundational elements for building a capital city, and by extension building a province and a nation.

The diagram below illustrates this proposed interpretation concept, together with key themes and cross-cutting, connecting themes.

The diagram is intended to be schematic and conceptual. It is not indicative of any particular physical layout. Links between these thematic areas will be further strengthened by the cross-cutting themes, which include topics that are relevant to each of the main themes. The thematic areas and connectors are described in greater detail in the following section.



10. Interpretive Framework for the First Parliament Site (Lord)

## 2.5 Themes and Connectors

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This section describes the key themes and how they relate to the core message. Sub-themes and communication objectives are also discussed. Communication objectives are those important points that visitors should draw from the exhibits or demonstrations.

### **Theme 1: A Site of Strategic Importance**

This theme would examine the history of the First Parliament site and why it was chosen as the location for the capital of Upper Canada. The theme would also examine why there was subsequent competition among other centres to host the capital. It will be noted that Simcoe, for a number of reasons, never really planned to make York (Toronto) a permanent capital.

The following are the sub-themes that will expand upon this theme.

#### ***A Changing Landscape***

- Recognize that for thousands of years this area was at times Wendat, Haudenosaunee, Mississauga and Anishnabeg tribal territory;
- Highlight the original north shoreline of Lake Ontario to give a sense of what the early landscape would have been like.

#### ***A More Suitable Position***

- Recognize Newark (now Niagara-on-the-Lake) as the first capital city of Upper Canada;
- Contrast Newark against Simcoe's other preferred locations for the capital – London and York (Toronto) – to reveal what made it a strategically weak location for Upper Canada's capital. Other locations, including York (Toronto), were considered to be more defensible and better located to serve a large, developing territory.

#### ***Relocation, Relocation, Relocation***

- Explain that after the burning of the Second Parliament building, the location of the seat of

government became transient, moving from location to location within Upper Canada;

- Outline why Queen Victoria chose Ottawa as the capital of a confederated Canada in 1857 and how Toronto was formally recognized as Ontario's Provincial capital in 1867;
- Emphasize that because of its continued capital city status, Toronto developed as a strong economic and cultural centre.

### **Theme 2: Establishing a Seat of Government**

The original meaning of the word "capital" (from the Latin "caput") refers to the city at the "head" of a territory. The capital is by definition a seat of power and a place of decision-making that affects the lives and the futures of a nation or territory, and beyond.

This theme interprets how the Parliament for Upper Canada was established as the legal seat of government, what early proceedings took place, who made decisions, how those decisions came about, and what impacts resulted.

The following presents these sub-themes alongside potential key communication objectives.

#### ***Royal Proclamation***

- Explain that British North America was established with the Treaty of Paris in 1763 which ended the war between Great Britain and France, and ceded all French territories in mainland North America;
- Describe the Royal Proclamation of 1763 which set out guidelines for British settlement of Indigenous territories;
- Illustrate how the Constitutional Act 1791 divided Canada into the Provinces of Upper Canada (Ontario) and Lower Canada (Quebec) and established separate governments and legislative assemblies for each.

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### ***Early Parliamentary Proceedings***

- Highlight that the first session of the first Parliament of Upper Canada was held in Newark (Niagara-on-the-Lake) on September 17, 1792, although the exact location where these meetings took place remains uncertain;
- Describe the circumstances around the kidnapping of Chloe Cooley and how this led to the 1793 Act to Limit Slavery in Upper Canada. This was a pivotal human rights bill, one of the first acts of Parliament, and the first piece of legislation in the British Empire to limit slavery.

### ***Systems of Government***

- Discuss the different levels of government in Upper Canada, their roles and powers including the Lieutenant Governor, the Executive Council, the Legislative Council, the elected Legislative Assembly and later the Home County Council;
- Describe the first elections held in August 1792 in Upper Canada, including who was permitted to stand as a candidate and who was permitted to vote;
- Contrast the government system established in Upper Canada with that of Britain and Indigenous Nations.

### ***Centre of Debate and Decision Making***

- Give visitors a sense of what it would have been like to be a part of the first session of Parliament at York (Toronto), convened by Upper Canada's first provincial administrator Peter Russell and held on June 1, 1797;
- Discuss the significance and lasting legacy of legislation that was passed during early parliamentary proceedings and discuss the impacts on life in Ontario today.

### **Theme 3: Planning and Infrastructure**

Because of York (Toronto)'s important role as the seat of government, early treaties, agreements and legislation had a direct impact on the way that the

capital city and the territory are mapped and laid out. Buildings and infrastructure were organized to accommodate these important legislative activities and to ensure civic needs were met. As the capital city grows in size and stature, new transportation and communication infrastructure becomes increasingly vital. These structures also take on a political and symbolic importance which can sometimes make them a target for protest, foreign attack and invasion.

This theme would interpret construction of the first and second parliament buildings, how this was part of the wider urban planning of York (Toronto), how its presence made the city a target for attack and how many of the decisions regarding land use and distribution influenced how the rest of the province was surveyed and developed.

The following presents these sub-themes alongside potential key communication objectives.

#### ***Early York***

- Describe the Toronto Purchase and how the agreement remained in dispute for over 200 years, including the initial 1787 agreement, the revised 1805 agreement, and the 2010 settlement between the Government of Canada and the Mississaugas;
- Place the location and design of the First Parliament buildings in the wider context of urban planning and development of York (Toronto) including the garrison at Fort York, the reserves, and the City's original 10 blocks (Old Town);
- Provide visitors with a sense of what life would have been like in the early years of the settlement and how circumstances would have changed with the relocation of the capital to York.

#### ***A Permanent Home for Government***

- Recognize the local, provincial and national significance of this site as being home to the first

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and second purpose-built parliament buildings for the province of Upper Canada;

- Emphasize that they were the city's first brick buildings and that their intended architectural design signaled their importance and permanence, firmly establishing York (Toronto) as Upper Canada's capital city;
- Profile the architects, workmen and labourers who were involved in the design and construction;
- Using historic descriptions and archaeology, illustrate the layout and design of the First Parliament buildings and the associated blockhouse so that visitors can get a sense of its size, scale and position on the site, and their architectural design.

#### ***Fire!***

- Discuss how, as the capital of Upper Canada, the First Parliament site became a symbol of power and national pride. As such, it also became a target for invading forces during the Battle of York in 1813. Highlight how retaliatory measures led to the burning of the White House and Capital in Washington;
- Illustrate the layout and design of the second parliament building so that visitors can appreciate its size, scale and position on the site, and its particular architectural character;
- Describe how the second parliament building, constructed in 1820, was also consumed by fire in 1824, and how the First Parliament site was subsequently abandoned as a legislative centre;
- Contrast the First Parliament site with later locations for government, and the final construction of Queen's Park which opened in 1893.

#### ***Surveying the Land in Upper Canada***

- Highlight that long before his arrival, John Graves Simcoe had already developed a clear vision for the development of Upper Canada, which included the establishment of a land granting system that would attract loyal and desirable settlers;

- Showcase early surveys and plans for York (Toronto) developed by Simcoe and others, and describe how the surveying process worked;
- Profile an Act for Future Titles to Lands in this Province, one of the first acts passed during the first session of Parliament at York;
- Reinforce how legislation regarding the development of land, roads and railways continues to impact development across Ontario and Canada.

#### **Theme 4: Civil Society**

Firmly established as a political centre and a home for powerful and influential decision-makers, a capital city begins to attract people from afar. Migrants and new immigrants come looking to find work, transact business, and share in the benefits afforded to a growing or prosperous capital city. This typically leads to rapid urbanization and a new social structure.

This theme would interpret how capital city status began to attract people to York (Toronto), who these immigrants were, how they were once housed at the parliament buildings and how modern-day Toronto became one of the most culturally diverse cities in the world. Additionally, this theme would discuss the other early civic and societal uses of the parliament buildings, and how later the site's occupation changed to a more sombre purpose for the incarceration of those convicted of public offense and of mental illness.

The following presents these sub-themes alongside potential key communication objectives.

#### ***People on the Move***

- Recognize that for thousands of years, this area has borne witness to the migration of Indigenous Peoples. Later, the area would see migration of French traders, British Loyalists, enslaved and freed Black people as well as many others;

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- Highlight how early York (Toronto) was an isolated village with a small population of European settlers. Later, as a capital city, York (Toronto) began to grow into a thriving urban centre, attracting waves of people – politicians, soldiers, tradesmen, labourers – of different backgrounds, from near and far;
  - Describe how, in 1817, housing was scarce so the partially reconstructed upper floors of the first parliament buildings were used as a barracks for soldiers and then as temporary accommodation for newly-arrived immigrants;
  - Illustrate how space was chalked out on the floor for each family to occupy in order to give visitors a sense of what it would have been like to arrive here for the first time;
  - Reinforce how York's (Toronto's) status as a capital city for Upper Canada (then) and for the Province of Ontario (now) has always been a magnet for people. Celebrate that Toronto's population has grown to reflect the nation's diversity and become one of the most multicultural cities in the world.

### ***More than Just a Government House***

- Describe the multi-functional use of the parliament buildings as a gathering place not only for government, but also for other organizations and civic uses, including the Court of Appeal, the Court of the King's Bench, the founding of the Law Society of Upper Canada, a place for town meetings, the first congregations of St. James Cathedral, and the City's first library;
- Celebrate how the site continues to uphold this civic use today with the new St. Lawrence District Library and other public amenities developed as part of the master plan.

### ***The Home District Gaol***

- Highlight how, after the destruction of the second parliament buildings, the site remained vacant until the Home District Gaol was constructed between 1838 and 1840;

- Showcase the panopticon design concept and how it linked to the philosophy of incarceration and the penal system of the time;
- Profile who the British Crown incarcerated there – convicted felons, the mentally ill, debtors, people awaiting trial;
- Illustrate what prison life would have been like for a prisoner – how men, women, and children shared the same jail space – their families, prison guards;
- Outline that the Gaol was used until 1860 (when all prisoners were moved to the Don Jail) and that it remained vacant until it was demolished in 1887 to make way for the expanding Consumers' Gas Company.

### ***Grassroots Efforts to Protect and Reveal***

- Describe how the site was identified and uncovered through the research, energies and advocacy of local historian Rollo Myers and others;
- Celebrate the efforts of the local community to advocate for the site's protection, promote the site's heritage value, and spur the development of the site as a vital community asset;
- Recognize the City of Toronto and Ontario Heritage Trust as stewards of the property and their role in early archaeological investigations, site acquisition and future development;
- Provide an overview of the archaeological process and findings undertaken to date and highlight steps taken to manage and protect resources present on the site.

### ***Theme 5: Industry and Commerce***

Along with political power, and a diverse, educated and skilled population, capital cities attract wealth and investment. When building a province, land grants and infrastructure go hand-in-hand with the establishment of new financial institutions and regulatory legislation to encourage a strong economy.

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Over the years, starting with the First Parliament eras, legislation enacted here helped establish the Province's first banking structure. Later the site became a hub of industry as the home to Consumers' Gas Company, the railway and the automotive sector.

The following presents these sub-themes alongside potential key communication objectives.

### ***Early Trade***

- Describe traditional means of trade and commerce among Indigenous Peoples;
- Describe early trade relationships between Indigenous communities, early French migrants, and later the British and the people of York (Toronto).

### ***Banking & Currency***

- Highlight that the government of Upper Canada never issued a provincial currency and that, until 1835, all banks in Upper Canada required a legislative charter;
- Describe how the Bank of Upper Canada was established in 1821 under a Charter granted by the legislature of Upper Canada in 1819 to a group of Kingston merchants, and how later this charter was appropriated and moved to York by Executive Councillor, the Reverend John Strachan, and William Allan;
- Celebrate the fact that paper currency was a banking innovation in this era, describe how it was used and that it was primarily issued by the Bank of Upper Canada. Illustrate for visitors what this currency might have looked like.

### ***Industrialization***

- Highlight how the Consumers' Gas Company acquired the site in 1879 to accommodate the expansion of its refinery. Visually relate this era to the adjacent buildings in the neighbourhood that

still exist today – the 51 Division Police Station and the Canadian Opera Company. Additionally, describe how Consumers' Gas impacted the city with gas street lighting, and heating and cooking;

- Describe how the wharf and railways helped to encourage industrialization of the neighbourhood, which would have transported important goods out into the rest of the Province, and highlight that a roundhouse terminus was established on the south half of the site. Illustrate where the round table and rail lines were and visually relate it to the Esplanade;
- Highlight that after the closure of the Consumers' Gas facility in 1955, its lands and buildings were sold off and demolished, and that the site has since been occupied by a carwash, an automotive dealership and parking lots;
- Profile Consumers' Gas Company employees and neighbourhood residents. Describe what life would have been like and contrast it with that of James Austin, founder of the Dominion Bank and president of Consumers' Gas Company who lived at Spadina House.

### ***Environmental Legacy***

- Illustrate how the various uses of the site over time, from Indigenous presence to today have changed the landscape morphology of the site and the surrounding neighbourhood;
- Describe how the neighbourhood's heavy industrial uses during the late 19th and early 20th centuries have impacted the area's environmental health and illustrate remedial processes developed as part of the master plan for dealing with it.

### ***Cross-cutting Themes***

As outlined above, this model of organization gives the option of weaving the cross-cutting themes across the site and its exhibits. Tying the thematic areas together, connectors provide a narrative thread and continuity to the visitor experience and



## 2.6 Recommendations

can lead audiences from one area to another. They complement key aspects of the main thematic framework content and provide additional related content.

Connectors are adaptable. Due to their flexible nature, connectors can be easily changed and modified by the curatorial team to reflect current events or a variety of topics. Unlike larger exhibitions, connecting themes can be realized via smaller kiosks, panels, listening stations and such, which allow the curatorial team to experiment with the various kinds of content.

The four connectors are:

1. **Diverse People** - tells personal stories of Indigenous communities, leading figures and everyday people to illustrate their roles in building the capital.
2. **Impact** - highlights the effect – environmental, social, political, economical, cultural – of activities and decisions made under each First Parliament theme.
3. **Connections** - draws attention to the linkages the First Parliament site has in each thematic category with other related sites in the city/province, such as between the Home County Gaol and the Don Jail via the theme of “Urbanization: Nurturing a Civil Society”.
4. **Growth of the City** - reveals how the city grew both geographically and by population. It describes its evolution from a natural landscape to an industrial and commercial centre, and from there to a vibrant downtown neighbourhood.

This section provides a summary of recommended guiding principles, interpretation opportunities, and potential resources that will help shape the Master Plan and interpretation planning in the future.

### Interpretation Guidelines

Based on research, expertise and feedback gathered through public engagement, the following represent additional guidelines that should underpin future development of the visitor experience, means of communication, exhibit content and the design approach:

- Be welcoming to all audiences and be a place that is comfortable to occupy;
- Be a place for people to meet, interact and connect with their history and each other;
- Be a hub that looks outward, promoting and encouraging people to explore the city and visit other connected places;
- Provide both indoor, outdoor and virtual interpretation opportunities, as well as daytime and night-time opportunities;



11. Murakami Exhibit, Vancouver Art Gallery (Lord)

- Ensure that direct visual connections between interpretation points and related built heritage features in the surrounding neighbourhood are maintained;
- Leverage the design of any future buildings or open spaces to creatively recreate, reveal or uncover hidden or missing features;
- Use innovative techniques, public art and digital technologies in ways that elevate and improve the telling of the story, but that do not have to be relied upon as the only storytelling medium;
- Create opportunities that encourage visitors to pause and reflect, but that also surprise, delight and fascinate;
- Work in consultation with Indigenous experts, knowledge keepers and communities to shape the narrative in each thematic area and ensure opportunities for these communities to tell their own stories;
- Provide opportunities for visitors to contribute their own personal stories to the narrative;

- Be flexible and open to change, including updates when new information or interpretations are revealed;
- Provide different layers of information to allow people to choose what to explore based on their interests and schedules;
- Be engaging, explorative and interactive to capture the attention of visitors of all ages;
- Provide experiences, activities and programs that are both fun and educational;
- Ensure opportunities to extend peoples' experience beyond the physical site, before and after their visit.

### **Interpretation Opportunities and Methods of Communication**

The purpose of this Heritage Interpretation Strategy has been to develop a vision for interpreting the First Parliament site and to outline the visitor experience, core message and key themes.



12. Fort Calgary National Historic Site, Calgary (Lord)

In future stages of planning and design for the First Parliament site, the Strategy will evolve into a more definitive plan that will include detailed descriptions of each exhibit, the content to be delivered and the method of expression. Although the intent is to not bias the creativity of future design work, there are some potential interpretation opportunities that can be highlighted here for early consideration.

Based on the interpretation framework, and in conjunction with the layout of the site, its surroundings, and an early understanding of potential design concepts, the following are suggested as means of communication for consideration in the master planning stage and beyond:

- Apply for inclusion as part of the Moccasin Identify Project where images of First Nations' footwear are stenciled in places of significance to remind us that we are on the traditional territory of Indigenous Nations;

- Incorporate native plantings into any landscaping or garden beds;
- Use creative boundary markings to illustrate or give the impression of where walls and boundaries of each of the various buildings used to be in order to give people a sense of location, size and scale;
- Provide elevated viewing points to better see the site as a whole;
- Leverage the many pictorial representations of the site in maps, drawings, paintings and photographs to provide unique analogue and digital opportunities for visitors to imagine what the site used to look like;
- Given the depth and breadth of the story, consider including a flexible space indoors that could function as a temporary gallery to host changing exhibitions that can explore and address heritage topics. These could be developed internally or by external partners. The library with its spaces and resources should be leveraged;



13. Trillium Park, Toronto (Lord)



14. TD Gallery, Toronto Reference Library (Lord)



- Create a website that would help build awareness of the First Parliament site and stimulate visitation. The website should also be able to host standalone content including virtual exhibitions, video content and downloadable resources as well as support physical experiences with enhanced mobile-friendly content;
- Use Facebook Messenger enabled NFC tags (or similar) to create opportunities for visitors to personally connect to additional audio and video content, related artifacts and other related city locations;
- Program the site with formal and informal learning and cultural activities that help celebrate the site's cultural heritage;
- Incorporate themed-play elements for children such as an archaeology sandbox which would encourage children to "discover" the site's archaeological "resources";
- Use a themed naming structure for function rooms, cafés, restaurants, etc. to celebrate the site's history;



15. Esperance Waterfront Renewal, Australia (Lord)

- Enliven temporary construction hoarding during site works with graphics and text that help communicate the site's history.

### Other Possible Resources

The following list represents potential resources that could be leveraged by a future interpretation planning and design team to help communicate the story of the First Parliament site. Resources include (but are not limited to):

- Archaeological records, images, video, and artifacts recovered from the site during excavations;
- Audio and video recordings of oral histories related to the rediscovery of the site;
- Letters, diaries and other written records relating to the founding of York including the detailed diaries of Elizabeth Posthuma Simcoe in which she notes her observations of the new colony;
- Survey, ordinance and fire insurance maps of Upper Canada, York and Toronto;
- Artwork and images that illustrate what the site looked like during various eras and the people associated with the site;
- Items related to the Battle of York, including the ceremonial mace (which was looted from the original buildings in 1813 and later returned by President Roosevelt in 1934), the Battle standard captured by the Americans, copies of the books that were present in the library;
- Archival documents and other 2D materials which relate to the other eras of the site including prisoner lists, shipping manifests, architectural plans, newspaper articles, etc.;
- Related artifacts, ephemera such as ticket stubs, posters, book covers, etc., archival video footage and/or music recordings that could help to provide context for the period;
- Industrial artifacts should also be included for display and interpretation.

# 3.0

## First Parliament Master Plan

This section describes the Master Plan for the First Parliament site. The Master Plan is principle-based rather than prescriptive. It includes a Vision for First Parliament, overall Principles for its development and Strategies that define how the principles can be met. The section concludes with a Demonstration Plan and notes on Implementation.

### 3.1 A Principle-based Master Plan

The Master Plan for the First Parliament site is principle-based rather than a detailed directive for a specific outcome. The essence of the Master Plan is a set of principles and strategies that give direction to the detailed design work associated with implementing a specific landscape or building program. They are straightforward enough to give unambiguous direction to future designers so that individual projects help realize the Vision for First Parliament. Yet, they provide the flexibility needed to allow future design teams to respond to evolving circumstances.

#### First Principles

First Principles set out the goals and objectives implicit in the Vision for First Parliament. The principles make explicit how the overall ambitions for the site will be realized. They also provide an established set of criteria for evaluating proposals and measuring the success of individual initiatives.

#### Planning Strategies

The Planning Strategies describe how the Principles can be implemented. The Strategies are intentionally broad and open. They provide general direction for achieving the goals and objectives; detailed interpretation of the strategies will follow when specific development projects are defined.

#### Demonstration Plan

The Demonstration Plan illustrates one way that the Principles and Strategies might be realized. Rather than a specific “road map” showing how the site is to be developed, the Demonstration Plan helps visualize the Strategies and presents a cohesive image of how the site might be developed.



## 3.2 Public and Stakeholder Engagement

### Engagement Basis

A robust public engagement process was undertaken to support the development of the Master Plan. The engagement process was necessary given that the First Parliament site is in public ownership and, as such, is intended to provide significant community benefits not only in terms of heritage interpretation, but also community services and public open space.

First Parliament also enjoys a long history of community engagement that, first, could not be ignored and, secondly, provided immense value. There are many people in the community who are heavily committed to First Parliament and who also bring extensive knowledge of the site and its history.

In fundamental ways, the First Parliament Master Plan clearly reflects the ambitions and aspirations of the community, and incorporates much valuable experience and knowledge that could only have been gathered through the activities promoted by the engagement process.

Every effort was made to reach a broad spectrum of the community and to engage all those who might have an interest in the future of First Parliament. The engagement events were publicly promoted through various forms of social media and by direct communication with organizations in the community that are focused on heritage. All previous participants that had attended the public and stakeholder engagement events for the Heritage Interpretation Strategy were also notified and invited.

The full engagement program included several engagement activities held during the development of the Heritage Interpretation Strategy. These included a public lecture, workshops, surveys and a public walkaround.

The following is a brief discussion of workshops that were specifically held to support and inform the development of the Master Plan.



17. First Parliament Public Lecture (DTAH)

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## October 2019

Two workshops held in October 2019 attracted more than 100 people.

The first workshop was directed towards local representatives of various social and community organizations located throughout the First Parliament community. Participants were asked to share insights based on their experiences of living and working in the community. They represented a broad spectrum of community interests, ranging from tourism businesses, cultural organizations, daycare centres and education providers, to heritage advocates, neighbourhood groups, business improvement associations, and the police force.

The second workshop was similar in structure, but was open to the general public. The workshop generated considerable interest and drew people from across the GTA. Many people participated who had not attended any of the previous events held to support the Heritage Interpretation Strategy.

Both workshops were supported by introductory presentations and graphic display panels. The presentations and panels presented background information about the First Parliament site and its importance, about the project objectives and process, and about previous findings including the Heritage Interpretation Strategy. People were very interested to learn more about the archaeology of the site, the historic eras of the site leading up to its present state, connections to other heritage sites in Toronto, Ontario, and further abroad, and environmental considerations. The panels also included information pertaining to the connectivity of the site with other heritage sites in the region, the potential placement of the library, and relative size of the site compared to other known public open spaces in the City.

In both workshops, participants learned about the master plan process itself and the factors that may

affect the planning and organization of the site. A key area of discussion concerned the proposed principles that would underpin future work:

- Prioritize heritage preservation and interpretation;
- Respond to the site and its context;
- Recognize the site as a valuable public asset;
- Celebrate the library as the first key piece; and
- Develop a vision that can be implemented over time.

The presentations emphasized the importance of protecting and interpreting the site's history as well as the potential of the site as a future community asset. The district library was identified as a core planning element. As well, other examples of programming for the site were presented to help inform the planning process.

The workshop participants were invited to provide comments and ideas in two facilitated activities that were conducted in small groups, followed by a plenary discussion. At both workshops, the response was very encouraging. The work of the participants was fully documented on templates designed for each activity.

In the first activity, participants were asked to provide their ideas about how the site could be developed to best meet the needs of the community. The activity generated over 400 program suggestions for the First Parliament site. Several themes or categories emerged:

### ***Indigenous Representation***

- The majority of participants expressed a strong interest in creating tangible representations of Indigenous history on the site.

### ***Heritage Interpretation***

- Nearly all participants recognized the need to interpret the heritage on the site. In addition to



traditional museum installations and exhibits, there was considerable interest in telling the story of the site's heritage through integrated design elements, such as a playground designed to interpret the wooden Blockhouse located on the former Lake Ontario shoreline, or the historic railway lines.

### Community Amenities

- Participants suggested that the site should include community open space amenities, ranging from small features like fire pits and outdoor kitchens/ovens to large, more prominent elements such as a skateboard park or outdoor amphitheatre.

### Community Services

- Ideas regarding developing the site for community services ranged from multi-use spaces for public activities - such as small informal meetings and more formal events like citizenship ceremonies - to permanent facilities offering services such as daycares or resource centres for those in need.

### Library Integration

- Many suggestions indicated that participants were convinced that the library should be a strong or integral part of the landscape and heritage experience—not just a building on the site. For example, many participants recommended having outdoor seating on a terraced green roof, indoor/outdoor reading spaces, and community meeting areas.

### Transportation Access

- Several suggestions highlighted the need for easy access to public transportation as well as vehicle parking. In some cases, parking spaces were to be directly associated with the library, and some suggested underground parking. The possibility of providing for temporary vehicle access was also suggested, such as for wheel trans services, taxis, and even food trucks.

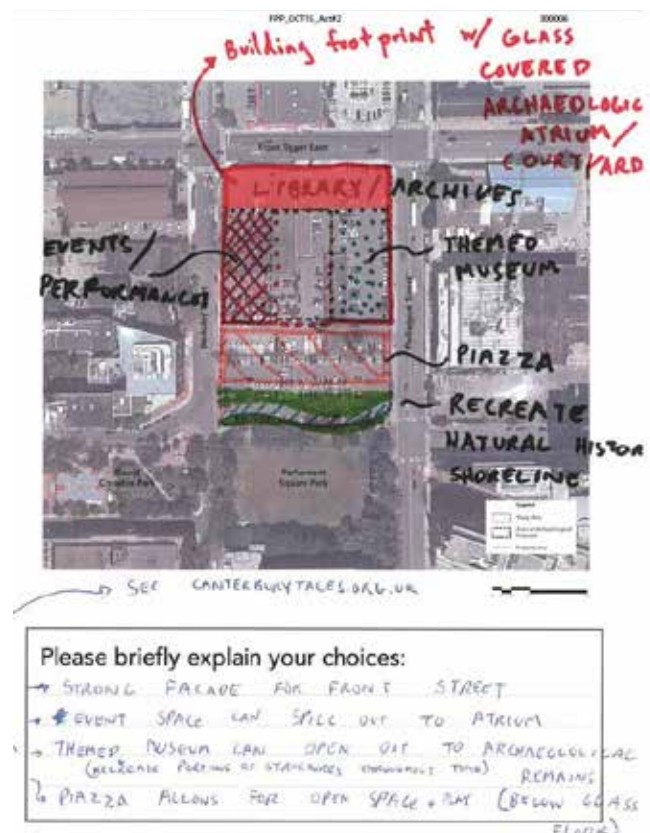
### Natural/Green/Landscape Elements

- A common theme in all discussions was the need for landscape design that prioritized natural elements or green space (trees, gardens, and grass). Several participants indicated that a creative water feature could serve to highlight the former shoreline at the southern edge of the site.

### Commercial Services

- A few participants proposed that the site should accommodate food trucks, pop-up shops or restaurants, and other small-scale commercial establishments. The idea of these services being temporary or small-scale was common to these suggestions.

In the second activity, participants were provided with blank site-maps and asked to draw their own



18. Sample Diagrams and Notes from the Workshops

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placement for the library, given their understanding of the site determinants and their knowledge of the community. The activity generated much discussion about the future organization of the site. Several themes stood out:

- The majority of participants supported protecting the zone of archaeological potential.
- The majority of participants supported locating the library near the northern or north-eastern quadrant of the site and indicated it could act as a shield from the noise and traffic of Front and Parliament Streets.
- Many participants prioritized open space.
- Many participants expressed interest in the activation of the theatre district (the western side of the site near Berkeley Street).
- The southern zone of the site was envisioned as a means to acknowledge the former shoreline of the lake through programmatic or sculptural elements.

## **May 2021**

On May 18, 2021, a virtual Open House was held. The purpose of the meeting was to present the Vision for First Parliament and the First Principles and Planning Strategies that form the core of the Master Plan. A Demonstration Plan was also presented to illustrate one way that the First Principles and Planning Strategies could be realized.

More than 300 people attended.

The presentation was followed by a panel discussion of key questions that were submitted by registrants prior to the event or during the meeting.

### ***Key points from the presentation:***

- The Vision for First Parliament is two-fold. It will not only be protected and developed as an important historic site that faithfully reflects its stories, but will also be designed as a vital community

asset that meets the needs of a rapidly growing population of residents, workers, and visitors.

- The Master Plan for the site is based upon key First Principles and site-specific Planning Strategies. Together, they lend firm direction to future planners and designers, while providing the flexibility necessary to respond to evolving circumstances.
- As a vibrant public place, the site will house community-oriented built uses that encourage public activity and socialization.
- A district library has been approved by Toronto City Council for the First Parliament site.
- Other possible permanent facilities include affordable housing, community and social services, Indigenous services, educational opportunities, community recreation and food security options.

### ***Key points from the panel discussion:***

- The First Parliament site is protected under the Ontario Heritage Act and is listed by the City as an Archaeologically Sensitive Area.
- Artefacts uncovered at the site during past archaeological investigations are fragile and generally embedded in contaminated soil. As such, they are not suitable for display in a public venue. Panelists emphasized the need to preserve archaeological resources ‘in situ’ throughout the site where possible but particularly within the zone of archaeological significance.
- Panelists described the Heritage Interpretation Strategy as a broad framework for how to interpret the site’s stories and as the foundational document on which the Master Plan is built. Both documents are crucial in creating public awareness and garnering support for protecting the site and revealing its many layers of history. Panelists were optimistic about working closely with future developers and designers to ensure bringing to fruition the Vision of First Parliament as a multi-faceted space that both expresses the site’s heritage and contributes to the community.

### 3.3 The Vision for First Parliament

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A long term vision for the First Parliament site is based on its intrinsic historical importance, and on the site's potential to provide important community services and opportunities.

The vision recognizes the site's important historical role in the development of Toronto, Ontario and Canada. That history focuses on the First Parliament era, but also honours the past and continuing presence of Indigenous Peoples in the area, and the industrial, railway and automotive activities on the site that literally fueled the development of Toronto. Revealing the site's stories may include a dedicated interpretive centre, but may also include on-site historical interpretations made evident through all scales of planning and detailed design.

The First Parliament site is also a major real estate holding, which is embedded in a rapidly evolving downtown neighbourhood. Now in public ownership and unencumbered by significant existing development, the site can and should evolve into a

major focus of community amenities, services and opportunities. These could include much-needed affordable housing, a district library, community services and open space.

The two dimensions of the vision for the First Parliament will be mutually supportive. On the one hand, historical interpretation will introduce an important sense of meaning to the site that will establish strong ties both with the past and with the surrounding neighbourhood and the City beyond. On the other hand, developing the site for community benefit will serve the daily and long-term needs of the people of Toronto, and will animate the site, making it safe, comfortable and accessible for all.

How this balance between historical interpretation and community service can be maintained on the First Parliament site is a key focus of this Master Plan. The Principles and Strategies will provide direction as to how this can be achieved and will also serve as measures of our success.

***The First Parliament site is first and foremost an important historic site. It was the location of important events and activities that were fundamental to the development of the City as a centre of government, commerce and culture, and of the Province as a dynamic region and founding member of Canada's confederation. The First Parliament site will be protected and preserved in perpetuity and will be developed jointly by the City and Province to make that history evident and accessible to the broader public.***

***At the same time, the First Parliament site will become an important public/community resource serving a rapidly revitalizing part of downtown Toronto. As such, the site will provide a range of community-based opportunities to meet the needs of a growing resident, working and visiting population. These opportunities, which include the planned district library branch, will be selected and planned to complement and support the primary purposes of heritage interpretation. Like any other public place or facility, the First Parliament site will be designed to support a range of formal and informal activities and to ensure the safety, comfort and enjoyment of all users.***

## 3.4 First Principles

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The First Principles represent the high-level goals and objectives for the long term evolution and management of the First Parliament site. Based firmly on the Vision, the Principles provide guidance for planners and designers. The Principles also serve as criteria for evaluating specific development proposals as they come forward, and for evaluating the success or failure of implemented projects.

Each Principle consists of a primary umbrella statement that can unfold into a subset of related directives.

### ***1. Conserve the site's cultural heritage value and resources .***

- Interpret the site and make its history accessible - The history of the First Parliament site is of immense importance to the development of Toronto and the Province. As such it should be safeguarded and protected for future generations. It should also be revealed, interpreted and made readily available to residents, workers and visitors through a variety of media.
- Protect valuable archaeological assets - Sufficient investigation on the First Parliament site has demonstrated that there are important archaeological traces representing all of the important historical eras. These are essential assets that should be preserved as tangible evidence of the site's illustrious past.

### ***2. Optimize the value of the site as an important public asset.***

- Maintain the site in public ownership - Now entirely owned by the Province and the City, the site can be developed to serve public purposes in ways that would be impossible if the site were in private hands. Public ownership represents great opportunities, but also implies great responsibilities.
- Provide services and opportunities that meet community needs - As a public asset, the First Parliament site will be developed to serve the broader community. This can include parks and open spaces, but also a potentially broad range of community-based services and opportunities. The site should be developed as an important neighbourhood meeting place and a vibrant centre of public celebration.
- Make the site self-sufficient and sustainable - Although released from the profit motive, development of the First Parliament site should realize high public value. This return on investment will include a very high level of service to the community at large, as well as responsible financial stewardship over the long term.
- Establish strong connections to the community - First Parliament will connect with the local and larger community physically through site design and through the provision of necessary and relevant programs and services.

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### ***3. Reveal the site's history through every planning move.***

- At all scales and at all stages of development, planning decisions should seek to interpret the site's history - The interpretation of the site's history should go way beyond plaques and static displays depicting past events and historical eras. The site's history should be evident in the overall planning of the site including the organization of open spaces and the layout of buildings and facilities. At the finer grain, the site's history should be revealed through materials, open space design and architectural detailing. Every planning and design project, at whatever scale, should be seen as another opportunity to interpret the site's history.

### ***4. Plan the site as a single entity for the long term.***

- Provincial and municipal objectives should be considered the same - As set out in the the Ontario Heritage Trust/Province's own planning framework for First Parliament, the site should be planned and developed as a single entity. To this end, the Province and the City will establish clear consensus on priorities, focus, methods, schedule and means of implementation.
- Short-term decisions should always reference long term objectives - The First Parliament site will inevitably be developed in stages that extend over a number of years. The first stages may necessarily be modest projects, but should still be undertaken with a view to the future. This requires that a vision for the future be maintained at all times, which will govern short term decisions while evolving to suit specific circumstances as they emerge.
- Ensure irrevocable legal heritage protection - The various properties that make up the First Parliament site have varying levels of heritage designation. These designations should be consolidated and updated to achieve the highest level of protection possible. Moreover, those designations should become permanent and immune from alterations by all levels of government.

### ***5. Make the site safe and comfortable for all users.***

- Deal effectively with the contaminated soils - The First Parliament soils are contaminated and will need to be managed in order to permit development and occupation of the site. There is an established process for undertaking this work and various accepted methods which should be employed to meet the technical objectives. Dealing with the contaminated soils on the First Parliament site should avoid compromising the archaeological record.
- Make the site completely accessible to all people - Universal accessibility is a central objective for all exterior/interior design for human occupation. In all cases, the most stringent and comprehensive guidelines will apply.
- Provide amenities for user comfort - In concert with interpretation of the site's history and stories, First Parliament should be a comfortable place to visit and

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spend time. All facilities, interior and exterior, should offer visitors the full range of amenities to ensure their comfort including a variety of seating opportunities, trash and recycling receptacles, water-filling and battery-charging stations, access to sun and shade, and protection from the wind. Efforts should be made to extend the times of the year when outdoor spaces are usable and comfortable.

- Make sure the site is safe at all times - If the First Parliament site is perceived to be safe and secure, it will be occupied and used by all people even after dark. Appropriate lighting, good visibility and high levels of maintenance are basic Crime Prevention Through Environmental Design (CPTED) principles that should be applied to all aspects of the site's design.

## ***6. Develop a design character that is sympathetic to the site's heritage, but contemporary and of its time.***

- Interpret the past; build for the future - Since there are no existing historical structures visible on the site, all designed open spaces and built facilities will be new. In terms of their visual character, they should look new, drawing upon the best contemporary materials, motifs and vocabularies that are available today and those that will emerge in the future. At the same time, and as discussed in Principle 3 above, every planning and design gesture should reference the important history of the site. This may be subtle as in the placement and configuration of buildings, or more explicit as in the deliberate design of landscape references to historical structures and features long gone. The sensitive combination of new and old, of historical and contemporary will produce an environment that both speaks to history and reaches for the future.

## ***7. Collaborate with municipal and provincial stakeholders, and with Indigenous Nations and the general public.***

- All people should have a say in what First Parliament will become and how it is managed - First Parliament is a public site that will tell stories about past public events and accommodate future public activities and priorities. As such, the larger community will enjoy opportunities to voice opinion, make suggestions, and share in the ongoing planning and development of the First Parliament site. This will include individuals, local resident associations, BIAs, community service groups and special interest groups. It will also include the City of Toronto and the Province of Ontario who will seek common purpose and strive to develop a First Parliament site that is representative, inclusive, comprehensive and a joy to inhabit.

## 3.5 Planning Strategies

Whereas the Principles set out the high-level goals and objectives for the site, the Strategies are site-specific directives that describe in some detail how the Principles can be realized. While not actual designs, the Strategies provide guidance concerning key program components, adjacencies and relationships, the organization of the site, and the general character of major spaces and features.

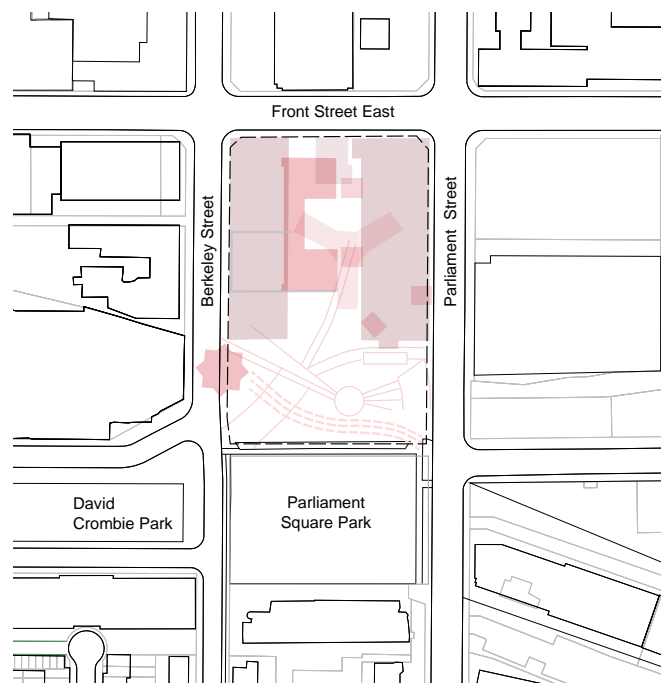
The actual final design of spaces and components that will make up the First Parliament site will be guided by the Strategies, but will also respond to specific needs and requirements of future development programs that are not as yet defined and cannot presently be predicted. It is in this sense that the Strategies provide strong guidance while providing the flexibility necessary to incorporate detailed objectives and priorities defined by specific development programs.

### ***Strategy 1 - Reveal all layers of history***

A graphic understanding of what the site looked like at different stages of its history is an essential form-making device that can inform overall site planning. This understanding can suggest a basic organization of the site that reflects and reveals layered historical development patterns.

All layers of the site's historical development are important. First Parliament may be the central story from a settler perspective, but the other layers also played crucial roles in the development of the City and Province.

The diagrams on the following pages depict the layering of the site's historical development patterns over time. Each diagram is based on multiple historical maps of the site, which have proven to be generally quite accurate and reliable.

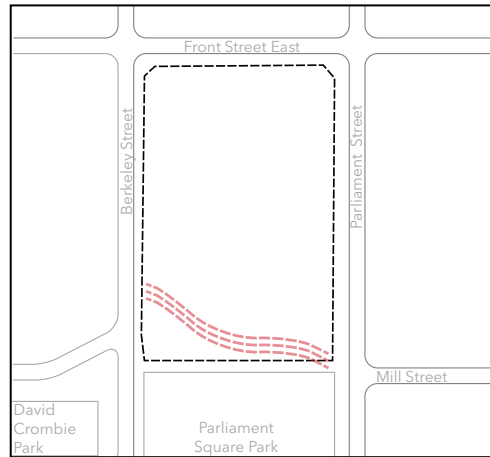


19. Composite Historical Layers



## The Original Shoreline

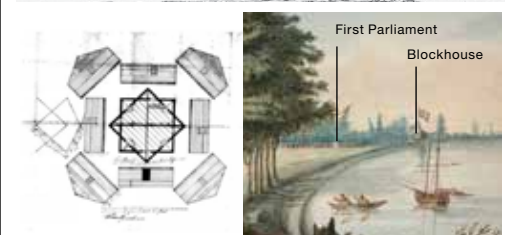
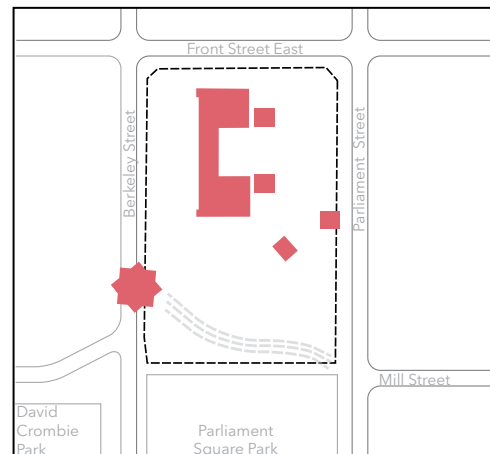
Following the recession of Lake Iroquois several thousand years ago, the First Parliament site lay right on the shores of Lake Ontario. It was during the latter part of the 19th Century that lake-filling pushed the shoreline almost a kilometre to the south.



## First Parliament Buildings, 1796-1813

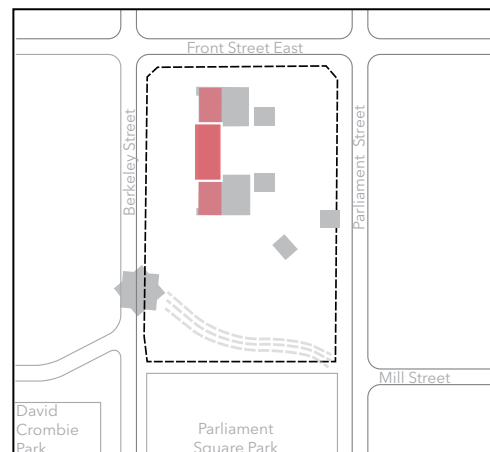
The first parliament buildings consisted of two identical brick structures connected with a narrow passageway. Smaller outbuildings were informally distributed on the site.

A wooden blockhouse was located on the former shoreline near what is now the intersection of Berkeley Street and the Esplanade.



## Second Parliament Buildings, 1820-1824

The second parliament building was built on the primary foundations of the first parliament buildings. The building burned down in 1824.

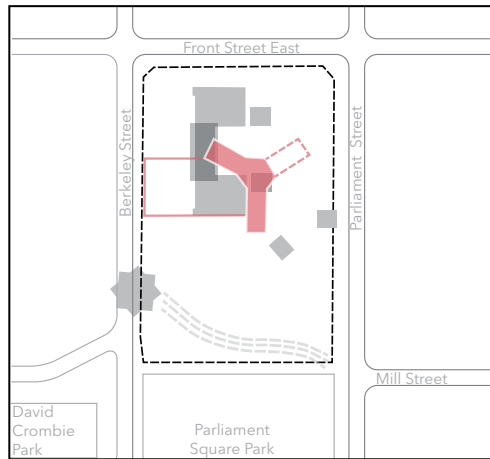




### Home District Gaol, 1840-1864

A relatively large and imposing stone structure, the Home District Gaol was located near the centre of the site. Planned to have three wings, only the west and south wings were actually constructed.

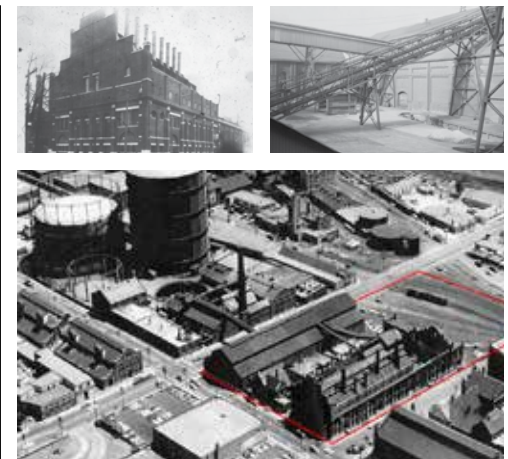
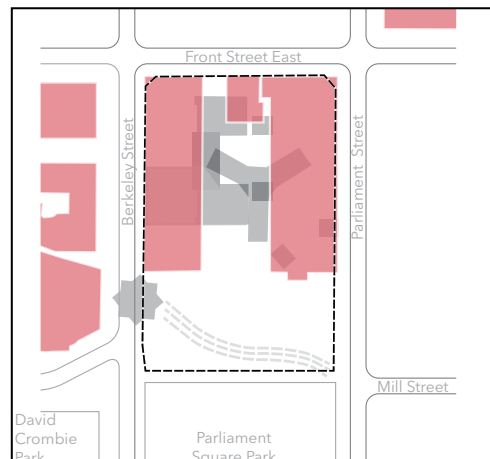
A fenced jail yard extended west to what is now Berkeley Street.



### Consumers' Gas, 1879-1955

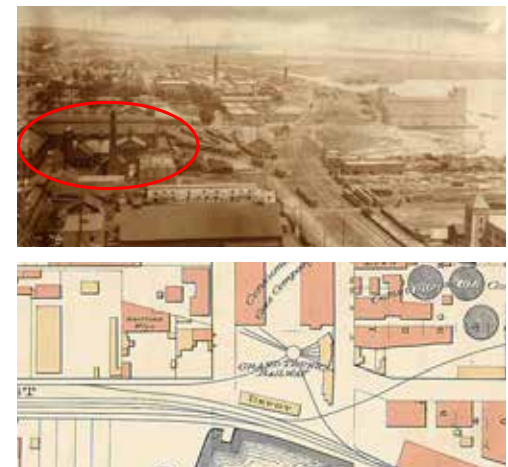
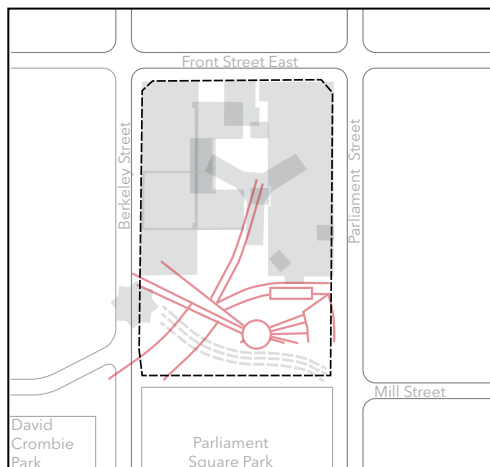
The Consumers' Gas buildings consisted of two very large masonry structures occupying the northwest and northeast quadrants of the site, with a smaller administration building between them at Front Street.

A paved storage and works yard occupied the centre of the site.



### Railways, 1859-1975

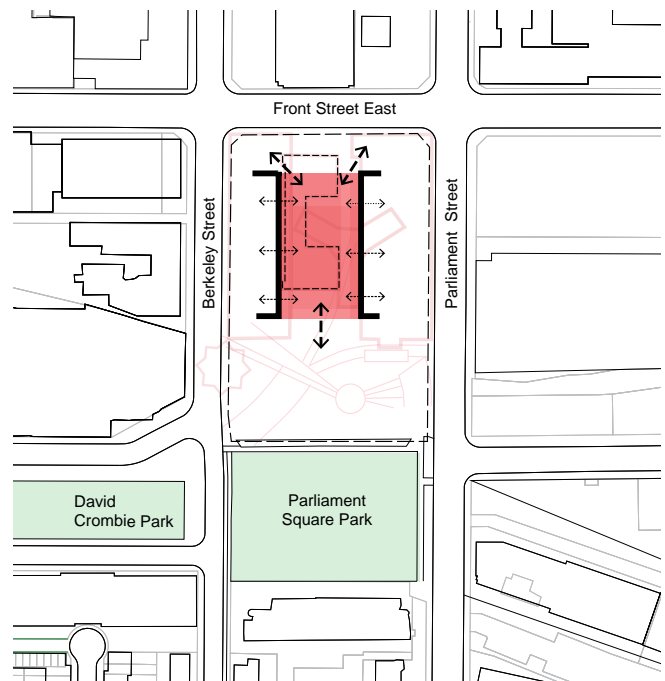
The main rail lines extended along what is now the Esplanade and passed south of the First Parliament site. Servicing Consumers' Gas and other local industries, rail sidings with sheds and a turntable occupied the southern half of the site.



## **Strategy 2 - Create and protect a Parliament Square**

Recent investigations (2000-2010) concluded that the greatest potential for archaeological assets related to First Parliament and the Home District Gaol existed in a defined rectangle in the middle of the site.

To both protect and celebrate these resources, this part of the site should be developed as an open, interpretive public plaza. “Parliament Square” should involve relatively low impact construction (to protect what is underground), but should be a lively public space with a rich complement of indirect and explicit heritage references.



21. Parliament Square



20. Franklin Court, Philadelphia

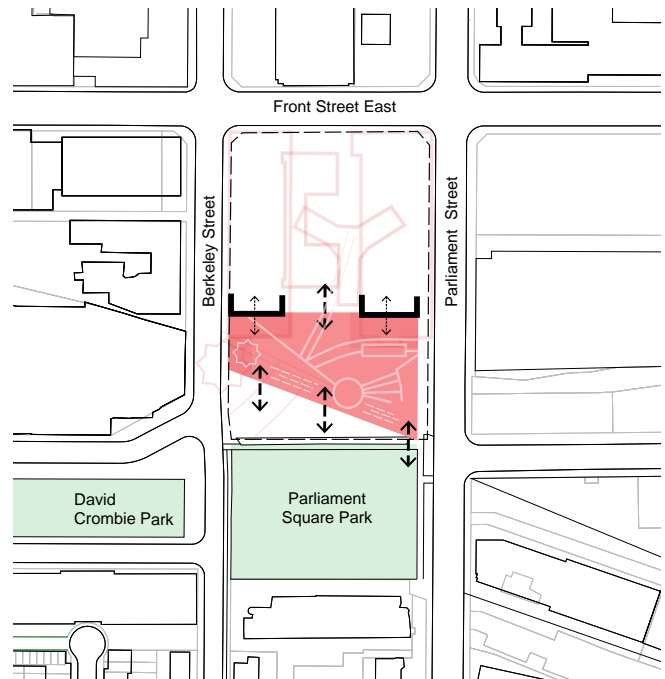


### Strategy 3 - Develop a Lakeshore Park

A “Lakeshore Park” should be developed south of Parliament Square to reveal and celebrate the historical features in this area. These include the original Lake Ontario shoreline, but also the early Blockhouse associated with First Parliament and the later railway sidings, sheds and turntable.

The shoreline could be developed with Indigenous emblems and active water features, the Blockhouse as an elevated lookout and the turntable as an outdoor performance venue.

Lakeshore Park should include interpreted features and be fun for children of all ages.



24. Lakeshore Park



22. King's Cross, London

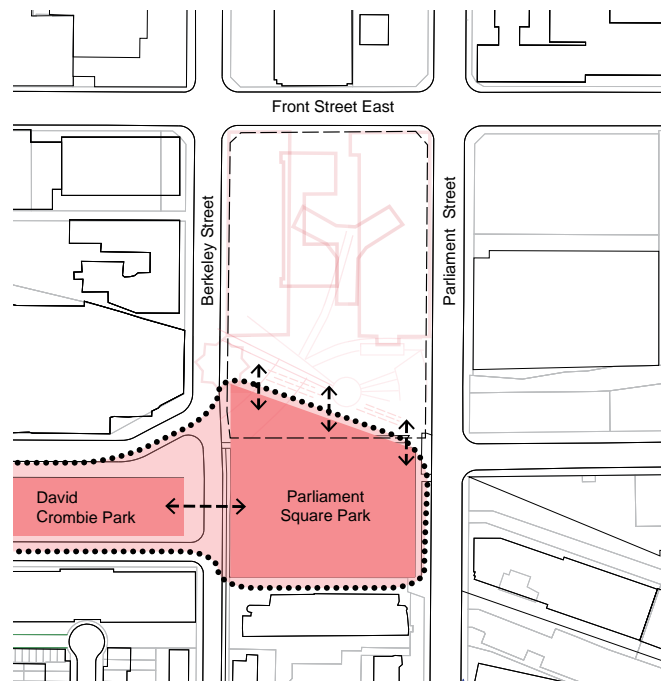


23. Khokhlovskaya Square, Moscow

#### **Strategy 4 - Connect to David Crombie Park**

Parliament Square and Lakeshore Park should connect directly through to David Crombie Park, creating a series of linked open spaces beginning at the heart of the First Parliament site.

A smooth transition should be created from the hard surfaces of Parliament Square and Lakeshore Park and the well-planted softscapes of the already existing Parliament Square Park and David Crombie Park.



26. David Crombie Park Connection



25. Upper Fort Garry, Winnipeg

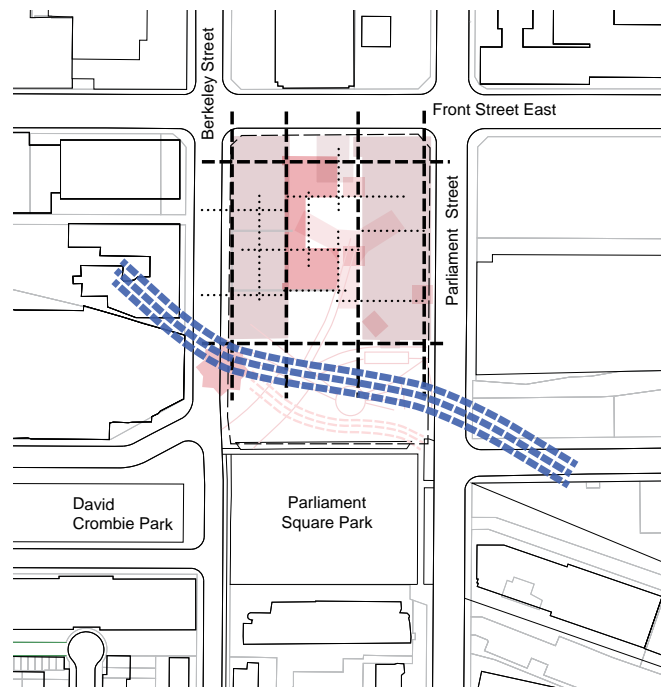


### ***Strategy 5 - Respect the historic natural and built geometries***

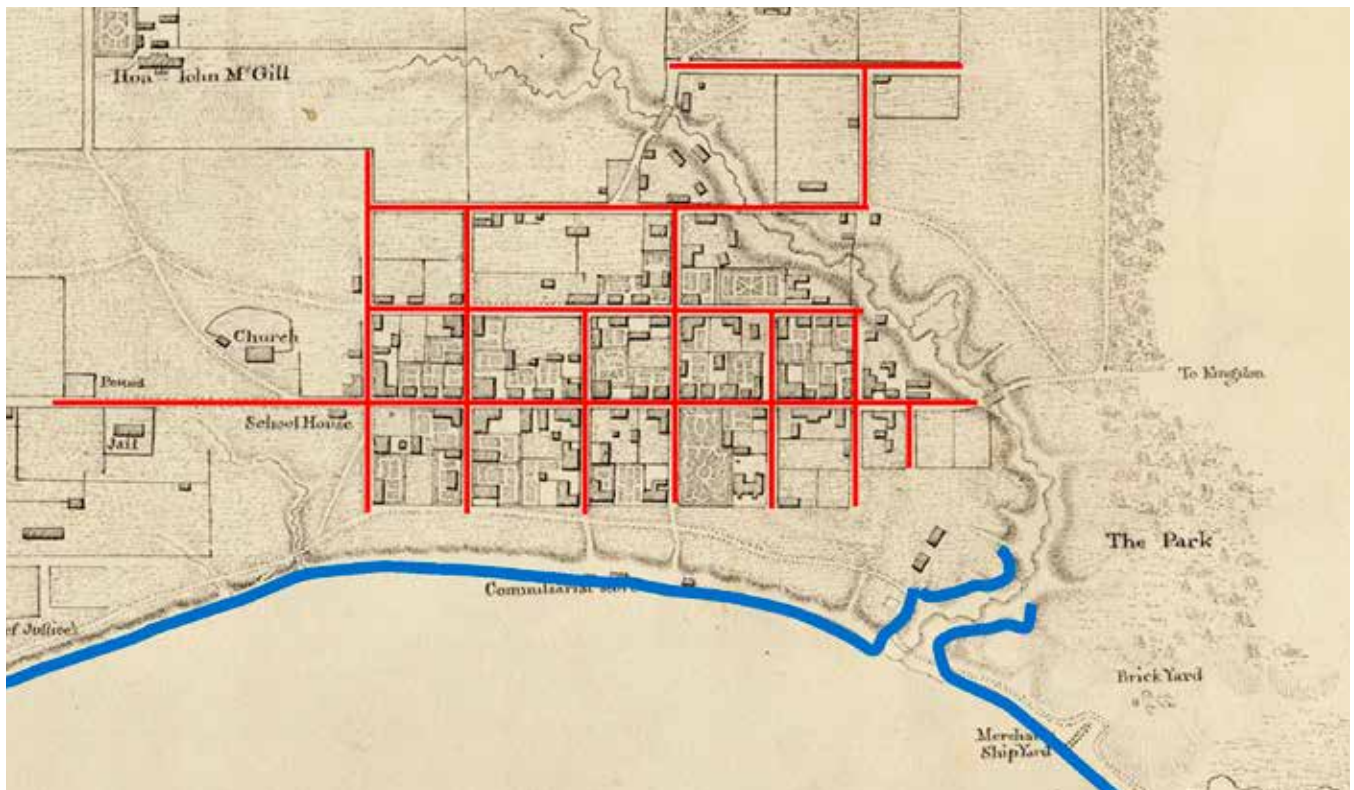
The planning and design of new open spaces and built facilities should largely follow the prevailing historical geometries of the site.

The former lakeshore traced an irregular path across the southern third of the site reflecting the organic, natural geometries of Lake Ontario at that time.

The geometries of the subsequent European developments on the site were essentially orthogonal, following the disciplined geometry of the survey grid that had been laid out very early in the development of the Town of York. The three-part geometry of the Home District Gaol seems like an exception to this rule, but the building clearly addressed Front Street in a symmetrical fashion.



28. Historical and Built Geometries



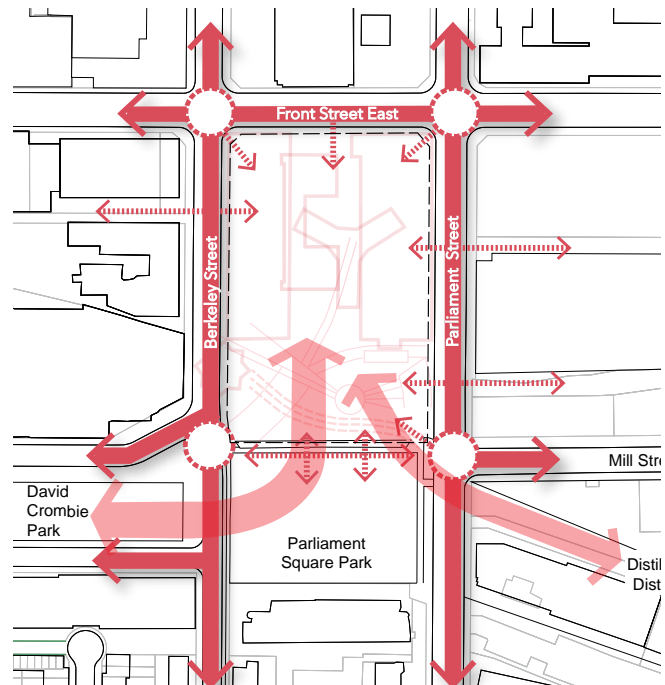
27. Town of York and the Lakeshore (1813-Williams, annotated by DTAH)

### Strategy 6 - Optimize connectivity

First Parliament will become an integral part of the community by ensuring that it is well-connected both visually and physically.

Being bounded on three sides by public streets is a major asset as this guarantees a high level of visual prominence as well as ready access from multiple directions. Plan the site to promote access to the site from the surrounding streets and from the intersections in particular.

The First Parliament site should also be “permeable”. Developing routes through the site will generate movement throughout the site, providing access to on-site destinations and making the site itself a link between external destinations.



30. Movement Systems



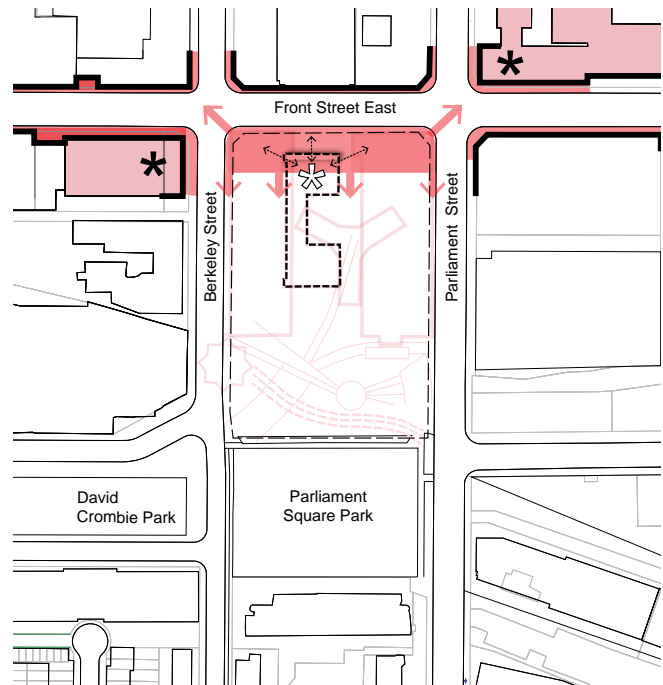
29. The Walkable Environment



### ***Strategy 7 - Create a strong address on Front Street***

While all street frontages are important, the Front Street frontage should be thought of as the First Parliament site's "front door". Front Street is the key link between First Parliament and both the old Town of York and the City's present downtown.

Key building entrances and open spaces should clearly address Front Street and be visible upon approach from either direction. Buildings should be set back in order to create a generous plaza space along the street. The plaza should be developed using high quality materials and provided with appropriate public amenities



32. Front Street Address



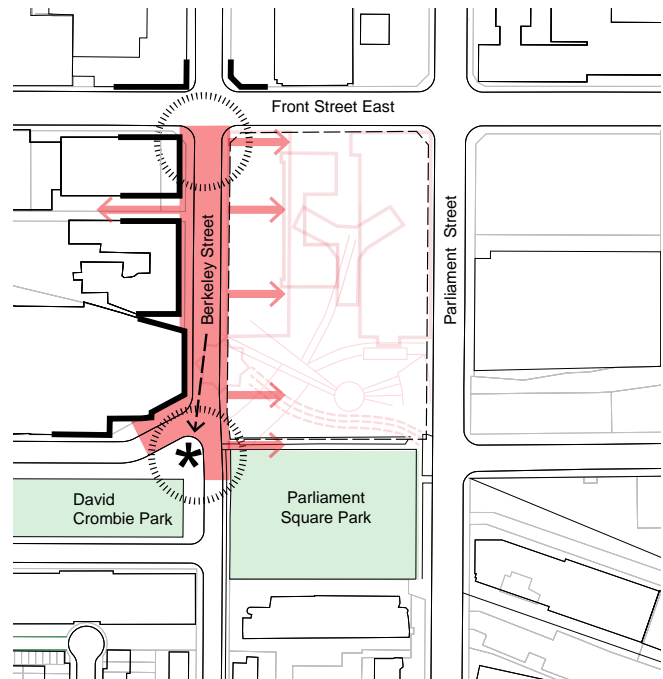
31. West Don Lands, Toronto



### **Strategy 8 - Develop a Berkeley Place**

Berkeley Street is the cultural core of the local precinct. The existing dance and opera institutions on the west side of the street should be balanced by compatible facilities and opportunities across the street on the First Parliament site.

The street itself should be developed as a flexible, pedestrian-priority corridor that can, on occasion, be transformed into a car-free, open-air venue for celebrations and cultural events. As such, the street should be developed with rolled or flush curbs, removable bollards, custom lighting, trees in paving and distinctive pavements.



34. Berkeley Place

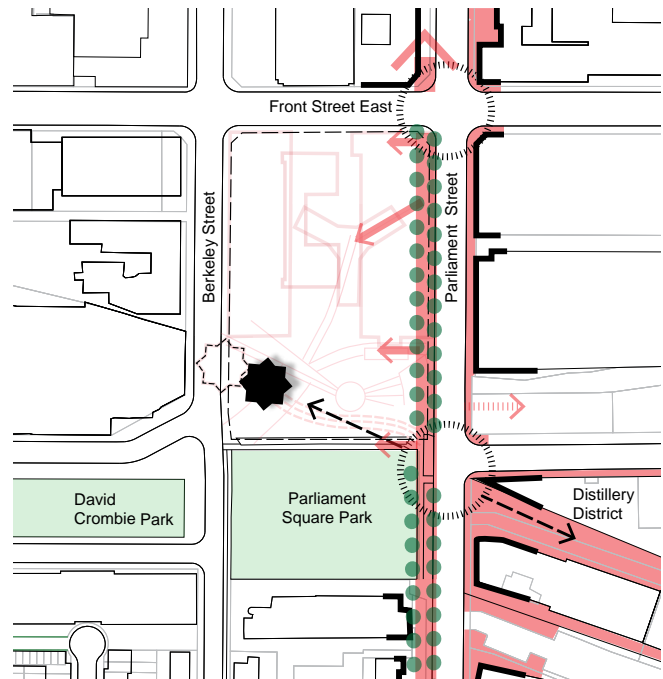


33. Market Street, Toronto (DTAH)

### **Strategy 9 - Create a Great Parliament Street**

As the name suggests, Parliament Street is very important to the First Parliament site. It connects north into the City's mid-town area, and it connects the First Parliament site with the Lake Ontario shoreline, which is most relevant to the site's history.

Along the Parliament Street frontage, buildings should be set back to create a generous sidewalk/ boulevard with street trees, pedestrian amenities and distinctive furnishings.



37. Great Parliament Street



35. Streetscape, San Francisco



36. Constitution Avenue, Washington D.C.

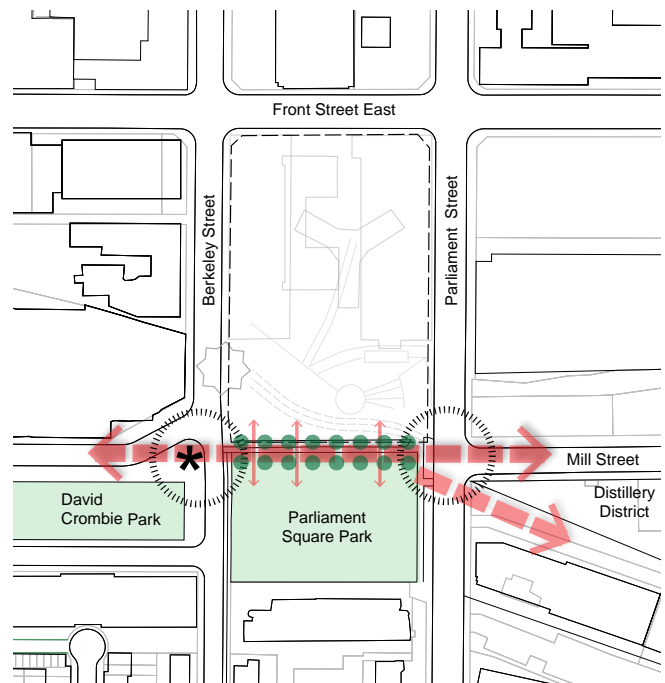


### **Strategy 10 - Extend the Pedestrian/ Cyclist Esplanade**

The pedestrian/cyclist Esplanade adjacent to David Crombie Park should be extended across the First Parliament site to Parliament Street in order to create a more dignified connection between the St. Lawrence neighbourhood and the Distillery District.

The existing pedestrian sidewalk should be replaced and supplemented by a two-way cycle track. The existing trees should be protected if possible.

(Note: The extension of the Esplanade pedestrian/cycle facility is a current City project being undertaken by Transportation Services.)



39. Pedestrian/Cyclist Esplanade



38. Parliament Square Park, Toronto (Google)



40. Multi-modal Pathway, Montreal

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### **Strategy 11 - Develop a complete public realm framework**

The individual site components, discussed above, play a role in animating the site and telling its important historical stories. Together they form a complete public realm framework for First Parliament.

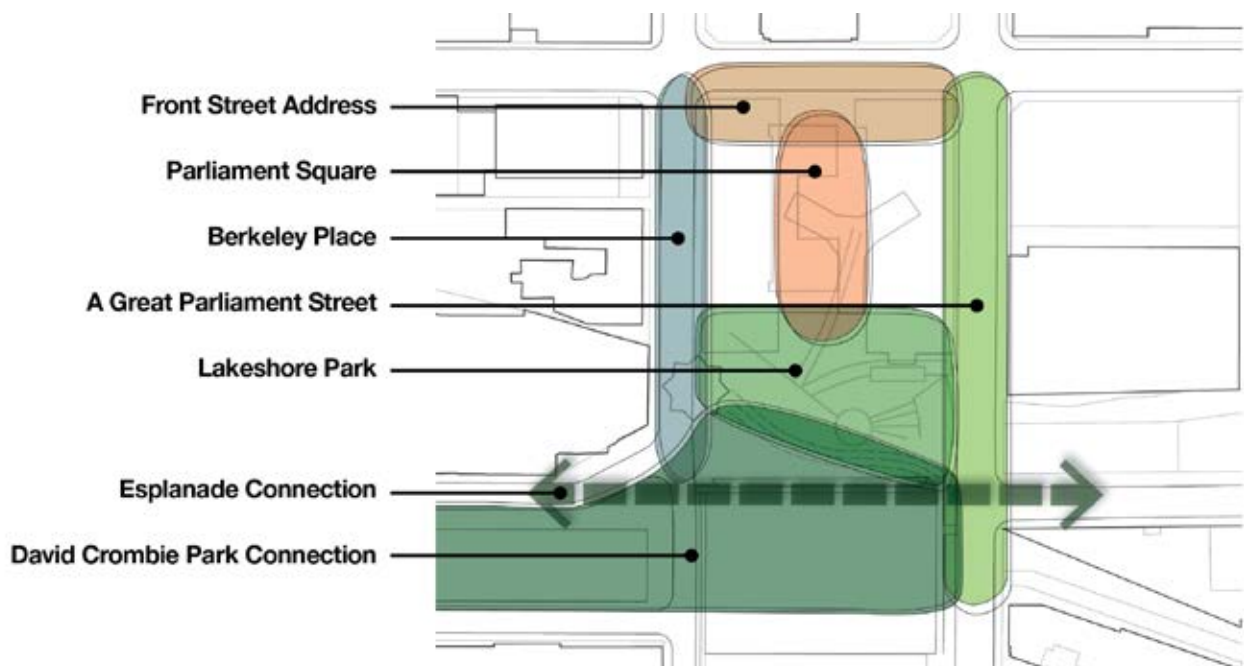
By definition, the public realm is owned by the Community, created by the Community and controlled by the Community. The public realm is the Community's meeting place in a way that private property can never be. The First Parliament site has always been a meeting place, probably for centuries before European contact and certainly during the days of First Parliament in the early days of York. It is fitting that the site should again become a public meeting place for the Community.

The public realm offers freedom of movement for all people in the course of their daily lives. The First Parliament public realm also accommodates the full range of community activities including celebration,

cultural expression, learning, recreation, contemplation, socializing and much more.

More important, the First Parliament public realm framework will also facilitate the full interpretation of the site's illustrious history. The portions of the site that contain the archaeological resources associated with the parliament buildings, Home District Gaol and the original shoreline should always remain in public ownership and should be developed as Parliament Square and Lakeshore Park.

The identification of heritage properties and the conservation of cultural heritage resources is a long-standing City priority. Therefore, a public commitment to compliance with applicable heritage legislation and to working collaboratively with all stakeholders is critical to ensuring the historical value of the site will be protected indefinitely. For the many community stakeholders that have worked alongside City staff to protect and reveal First Parliament, public ownership of the entire site is the most important civic legacy that can be left for future generations.



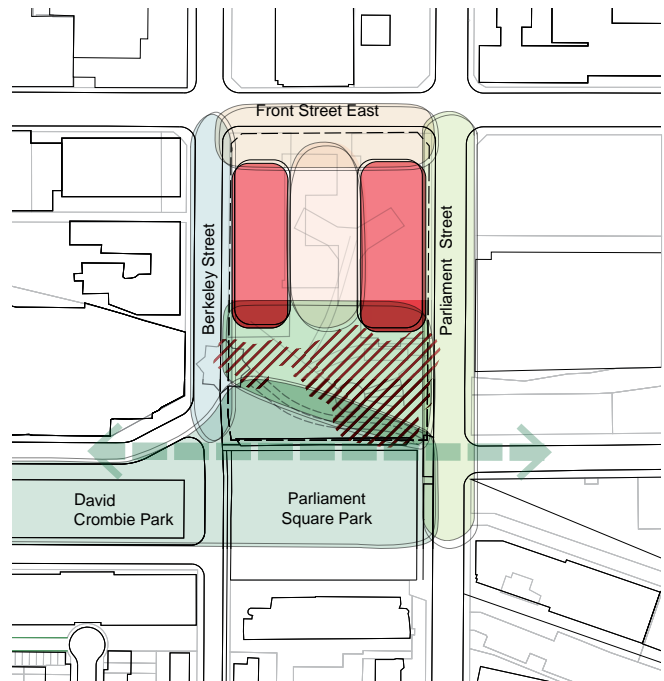
41. A Complete Public Realm Framework

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***Strategy 12 - Locate built-form and plan it to support the public realm***

Within the context of the complete public framework, there are two primary opportunities for built-form facilities (buildings) on the First Parliament site.

Echoing the earlier Consumers' Gas buildings, these structures enjoy a primary address on Front Street while also addressing Berkeley and Parliament Streets. They are configured to protect the essential footprint of Parliament Square, and to avoid the severe soil contamination in the south portion of the site.



42. Built-form Potential

***Strategy 13 - Develop built-form that is appropriately-scaled and directly related to streets and open spaces.***

New buildings should be designed as comfortable and compatible companions to the open spaces that make up the public realm.

While buildings may be fairly large, their scale should relate to the human beings who inhabit them. This is particularly important near the ground, where materials and detailing should relate to the landscape and urban design of adjacent streets and open spaces.

Buildings should also be generators of life and activity that will spill over into streets and open spaces, and complement activities occurring in the public realm. Buildings should be permeable, equipped with multiple entrances addressing key streets and open spaces.



43. Yagan Square, Perth



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### **Strategy 14 - Plan for community-oriented built-form uses**

Being public, the First Parliament site should be developed to serve the highest possible purpose, which is to meet the needs of the community. This includes the public realm and any built-form located on the site.

Selecting appropriate and necessary uses for built-form on the site will require discussion and analysis that is beyond the purview of this project. However, there are uses that are known:

#### **Public Library**

In 2013, City Council gave approval for a relocated and expanded library branch on the First Parliament site. Intended to replace the existing St. Lawrence Branch, the new facility is to be a district branch in excess of 25-30,000 sq. ft.

#### **Interpretive Centre**

There has always been interest in an interpretive centre to serve as the focus of a site-wide interpretation program. Still in the early planning phase, the interpretive centre might be free-standing or it could be an integral part of the Library.

#### **Other Uses**

A range of other possible uses have been discussed. These could include affordable housing, community and social services, food security options, Indigenous services, educational opportunities, community recreation to name a few. Options will be analyzed over the coming months.

Again, given the importance of the First Parliament site as a publicly-owned asset, private residential or major commercial developments should not be considered.



44. LocHal Library, Netherlands



## 3.6 Demonstration Plan

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### INTRODUCTION

The Demonstration Plan illustrates one way that the Principles and Strategies for First Parliament could be implemented over time. This plan provides guidance for its coordinated development. The purpose of the Demonstration Plan is to:

- Graphically illustrate the site's full potential;
- Present a comprehensive and consolidated image of what the strategies mean and how they fit together;
- Provide a means for promoting implementation and evaluating progress.

The Demonstration Plan is a roadmap, not a definitive project design. As with any master plan, there are many requirements and circumstances that will only become clear as time goes on. These may relate to funding, political will, or evolving community priorities. When circumstances allow, or requirements demand action, more specific plans for some or all of the site will be developed that will provide directed guidance leading to implementation.

While there is considerable flexibility built into this Master Plan, the Principles and Strategies will provide the guidance necessary to realize the Vision for First Parliament. A helpful tool for understanding the Principles and Strategies, the Demonstration Plan is only one image of what a yet-to-be defined future could bring.

The full Demonstration Plan is presented opposite and described below.

### GENERAL SITE ORGANIZATION

Elements in the Demonstration Plan are organized in direct compliance with the Principles and Strategies.

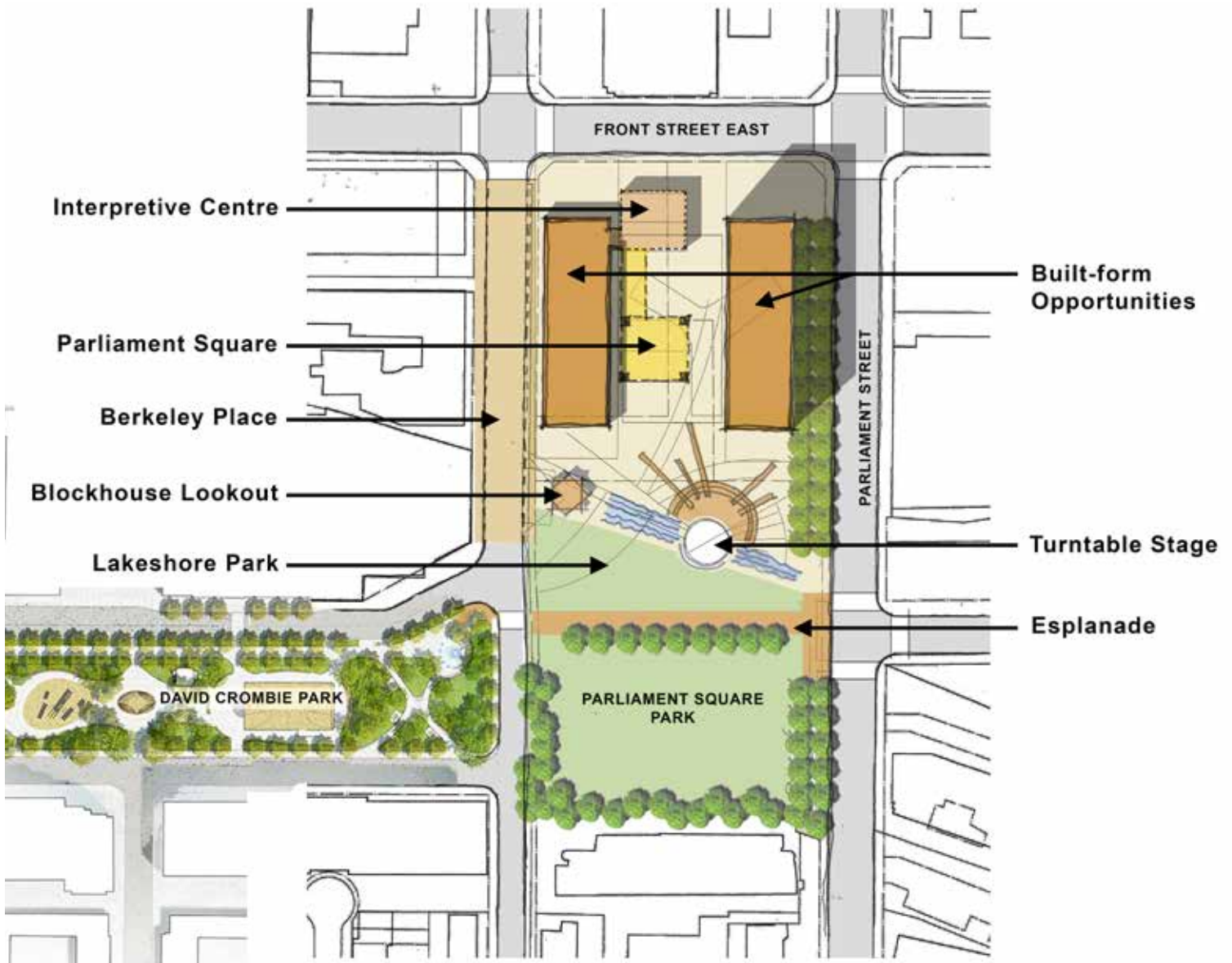
A Parliament Square forms the physical and heritage heart of the site. The Square is defined by two flanking buildings and the Interpretive Centre to the north, which both animate the space and draw energy from it.

Parliament Square is directly related to Lakeshore Park to the south, which in turn is connected through Parliament Square Park to David Crombie Park.

The adjacent streets are developed to present a strong and positive image of the First Parliament site to the passing Public, and establish direct connections with the Community.

Circulation to and around First Parliament is provided by generous sidewalks and well-developed boulevards. Circulation through First Parliament is provided by connected open spaces and by numerous apertures through and between the buildings.

In a number of different ways, buildings are designed to optimize the value of the site as a public asset. They are designed to support and animate the complete public realm framework; they have entrances that relate directly to the streets and to the key open spaces on the site. They also have ground level uses that can spill out into adjacent open spaces, thereby utilizing and animating those spaces. All buildings on First Parliament are occupied by uses that directly or indirectly offer great community benefit by meeting community needs and priorities.



45. First Parliament Demonstration Plan

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## OPEN SPACE COMPONENTS

### Parliament Square

Parliament Square is the central interpretive and open space focus of the site. The Demonstration Plan illustrates a physical extent that reflects exactly the area identified by Archaeologists as having the greatest potential for archaeological remains from the First Parliament and Home District Gaol eras.

Parliament Square is developed as an open space to both showcase and reveal the essential historical facts of First Parliament, and to accommodate a range of outdoor activities ranging from individual socializing and relaxation to library programs and community/cultural events. The Square features not only interpretive displays and depictions, but also comfortable furnishings and rich plantings.

The plaza is developed with low-impact construction techniques to preserve the remaining archaeological resources, which are to be retained for future generations.

### Lakeshore Park

Lakeshore Park, south of Parliament Square, is a combination plaza and green space that showcases a range of historical eras including the original natural history of the site and the First Parliament and railway eras. Key components include the following:

- An active, participatory water feature representing the original lakeshore;
- A Turntable Stage that reveals the former railway age and serves as a stage for both formal and informal outdoor cultural events;
- A Blockhouse Lookout that recalls the former Blockhouse once located here, and serves as a beacon linking First Parliament and David Crombie Park;

- A green urban park that provides needed public open space and links First Parliament with David Crombie Park.

### Front Street

The Front Street frontage is developed as the primary address of First Parliament. Buildings are set back to create a generous promenade with public amenities and decorative plantings.

Buildings have their primary entrances facing Front Street, with strong indoor/outdoor connections.

### Parliament Street

The Parliament Street frontage is developed to recognize the importance of the link to the current lakeshore and waterfront. Buildings are set back to provide space for a double row of shade trees and a broad sidewalk.

The intersection at Mill street is celebrated to connect First Parliament with the Distillery District.

### Berkeley Place

Berkeley Place builds upon the cultural energy generated by the existing arts institutions occupying the heritage buildings on the west side.

The street is redeveloped as a pedestrian-priority precinct that can be transformed into a vibrant cultural venue. Materials include distinctive unit paving, bollards and custom-designed lighting.

New buildings on the east side are scaled to match the existing and are programmed to support Berkeley Place as an active cultural corridor. The new public library is an excellent fit in this location.

### Esplanade

The Esplanade extension is developed with a pedestrian sidewalk and a two-way bicycle route. The existing trees are preserved.

## DEVELOPMENT OPPORTUNITIES

All building uses are those that serve larger community purposes. While they cannot all be defined with certainty at this time, two uses are known. A public library is committed to and approved for the First Parliament site and an interpretive centre has long been thought to be critical for a comprehensive First Parliament heritage interpretation program.

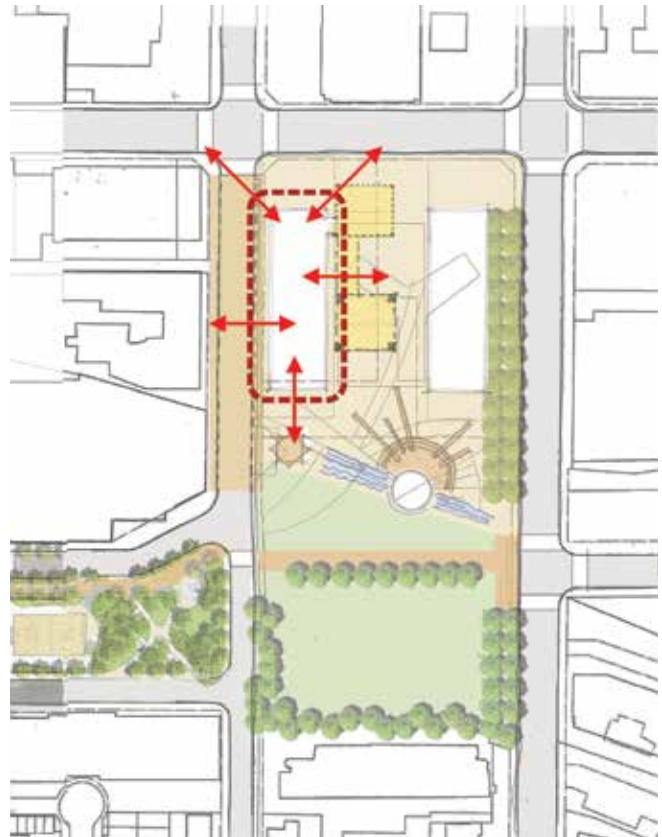
### Public Library

The relocated and expanded library branch occupies the base of the west built form. In this location, the facility enjoys strong connections to both Berkeley Place and Parliament Square, with high visibility on Front Street.

In 2013, Toronto City Council approved the relocation of the existing St. Lawrence branch to the First Parliament site. The library will be a district library (minimum 25,000 sq. ft.) intended to serve a large catchment area and service area.

The vision for this library at the First Parliament site is that it will play a role in interpreting the history of the site by providing curated learning opportunities, interactive exhibits and displays and heritage-themed experiences. The library's comprehensive programming will serve as a draw for the local and broader community, and a destination for tourists and visitors to the City.

To advance its role as a community gathering space, the library is associated with important First Parliament outdoor spaces. The spaces have rich heritage and cultural meaning that complements the library's primary purposes. In addition, these spaces are developed as comfortable and lively reading gardens with wireless access. The outdoor spaces provide opportunities for enhanced library programming and can be transformed into vibrant community or event spaces.



46. Preferred Public Library Location



47. Albion District Library, Toronto



## Interpretive Centre

The creation of an Interpretive Centre has been a long-standing ambition for the First Parliament site. The interpretative centre will complement the site-based heritage expressions and contribute to the cultural life of the City. The Interpretive Centre will play a City-wide role by partnering with related cultural, place-making and historical organizations to collaborate on heritage interpretation activities and events.

The Interpretive Centre occupies the site of the original north first parliament building, and is designed to recall that building's former scale and form. This site is available for this use as any remains of the north first parliament building would have been destroyed by the Consumers' Gas building that replaced it.

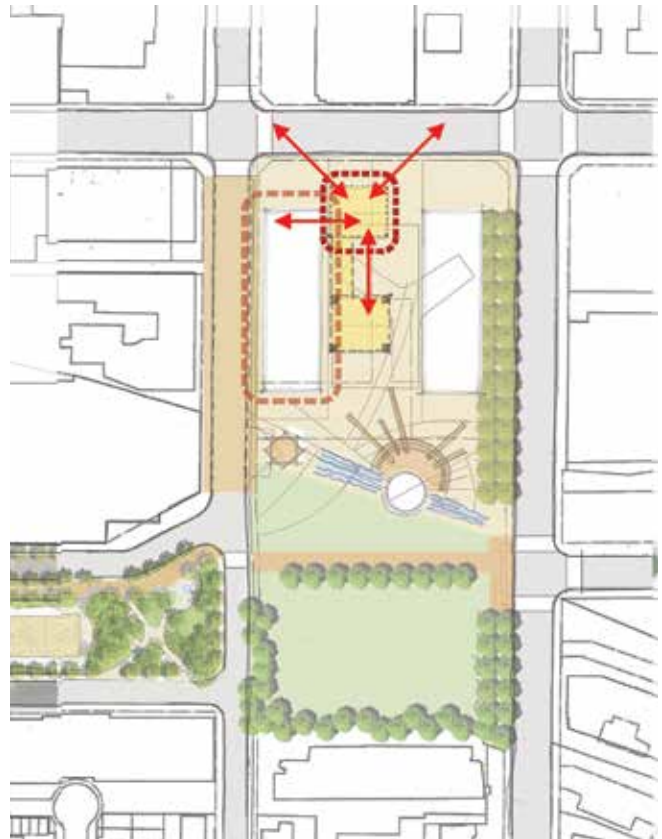
This location provides the Interpretive Centre with high visibility on Front Street and a direct connection to the library and to Parliament Square with the outdoor heritage experiences provided there.

## BUILDING MASSING AND HEIGHTS

The Demonstration Plan illustrates built form that is located and planned to support the spaces and places that make up the public realm framework.

Buildings are set back from Front Street to permit the development of a welcoming forecourt, and from Parliament Street to further the development of a Great Parliament Street. Buildings also clearly define and animate Parliament Square and the east side of Berkeley Place.

The Demonstration Plan illustrates, for clarity, simple building blocks. In reality, these buildings may actually be multiple buildings that will be designed to accommodate a variety of uses, and to animate the open spaces with which they are



48. Preferred Interpretation Centre Location



49. TD Gallery, Toronto (Lord)

associated. Buildings will have multiple entrances, and will have ground-level uses that can “spill” out into adjacent open spaces. These uses would also include services and facilities that generate high volumes of public traffic.

The west and east blocks will be different buildings as they fulfil different functions from an urban design perspective.

### **West Site - Low-rise Format**

The west-side building site will be occupied by low-rise structures, meaning between 3 and 5 storeys. There are examples of buildings of this height throughout St. Lawrence Neighbourhood south of the Esplanade. The reason for this is to match the scale of the existing buildings on the west side of Berkeley, and to reduce shading in Parliament Square.



51. St. Lawrence Neighbourhood, Toronto (Google)



50. West Site - Low-rise Format



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### East-side - Mid-rise Format

Buildings in the northeast quadrant of the First parliament site should be larger. They should make a statement at the Front/Parliament intersection and should begin to match the scale of larger buildings across the street. Larger buildings here will not compromise solar access in Parliament Square.

Larger buildings will also help optimize the value of First Parliament as a valuable public asset..

Mid-rise buildings in the northeast quadrant would be a good option. These are structures up to 12-15 storeys, not unlike existing buildings along the Esplanade in the St. Lawrence Neighbourhood.



53. St. Lawrence Neighbourhood, Toronto (Google)



52. East Site - Mid-rise Format

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### East-side - Tower Format

A second option for the northeast quadrant of the First Parliament site might a high-rise tower format. This could present an even stronger statement at the Front/Parliament intersection, and it would be in keeping with other towers being implemented in the Distillery District and the West Don Lands.



55. West Don Lands, Toronto (Google)



54. East Site - high-rise Format

## 3.7 Implementation

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### Introduction

Decisive action is required to realize the vision for First Parliament. Regardless of who owns the site, the path to implementation should be a logical, incremental process with each step building upon those before it.

High priority should be given to ensuring that the public realm framework is implemented early, or at least confirmed and entrenched early in the process. It will be only too easy for the owners to prioritize building footprints at the expense of the public realm.

It would appear that Metrolinx will be using the site to support construction of the Ontario Line for the next several years. In what condition they leave the site is unknown at this point. What is known is that they intend to remove the existing buildings and undertake extensive archaeological investigation and/or removal. To what extent Metrolinx will undertake soil remediation is also unknown.

At present, it is understood that the Province of Ontario will own and control the First Parliament site at the completion of the Ontario Line. As such, the Province will govern the disposition and/or evolution of the First Parliament site into its final form.

While it might be preferred that the City of Toronto guide the development of the First Parliament site rather than the Province, the key issue is ownership. For the First Parliament Vision to be realized, it is essential that the lands remain in public ownership. If the Province chooses to proceed with First Parliament development (in concert with the City of Toronto), and respects the established Master Plan for the site, there is no reason why they cannot succeed.

### Preliminary Development Phasing

There are many issues to be addressed before a definitive development strategy and timetable for First Parliament can be established. Much may change or be determined during the period when the site is required to support the construction of the Ontario Line. Much may change simply due to the passage of time over a period of several years.

However, based on what is known today, and what would be best for First Parliament, it is possible to suggest a conceptual scenario such as the following:

#### ***Step 1: The District Library***

The district library branch is the one potential First Parliament project that is likely to proceed first. It has Council approval and is included in the Toronto Public Library's list of capital projects. It is also a much-needed facility with wide community support.

The library should be built in the northwest quadrant of the First Parliament site, fronting onto Front Street. It would be located in the base of a larger, multi-tenant building that would also include the secondary entrance to the Corktown subway station.

Planning for the new library and associated facilities should begin now so that the project can be fully incorporated into the Ontario Line implementation program.

#### ***Step 2: Parliament Square***

A new Parliament Square should be built adjacent to the new library. The open spaces, amenities and heritage interpretive features of Parliament Square would perfectly complement the library and offer many associated programming opportunities.



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Developing Parliament Square early in the process would provide First Parliament with immediate public presence and project a strong sense of public purpose. Developing Parliament Square early would also confirm this important focus of the site and entrench it as a permanent feature around which next development phases would be planned.

### ***Step 3: Interpretive Centre***

An Interpretive Centre would be built in association with Parliament Square. The Interpretive Centre would enjoy highly visibility on Front Street and direct relationships to both the new library and Parliament Square.

### ***Step 4: Berkeley Place***

Berkeley Place would be developed next. This would further animate the First Parliament site as a whole, and provide additional programming opportunities for the library and the site.

### ***Step 5: Lakeshore Park***

A new Lakeshore Park would follow. This would include the shoreline water feature, turntable stage, blockhouse lookout and the landscapes connecting First Parliament to David Crombie Park.

With development of Lakeshore Park, the primary structure of the public realm framework would be in place and the First Parliament site would be connected, accessible and activated.

### ***Step 6: Northeast Development***

The final development of the northeast quadrant of the First Parliament site could now be undertaken. As previously discussed, this would be a larger building (or series of buildings) that would accommodate a range of local community/commercial services and opportunities, and, preferably, a considerable amount of affordable housing.

This development would enjoy a strong presence on both Front and Parliament Streets, and direct physical and programming connections with Parliament Square and Lakeshore Park.

### ***Step 7: A Great Parliament Street***

The development of the northeast quadrant would be accompanied by the creation of a Great Parliament Street complete with generous sidewalk, street trees, distinctive lighting and amenities.

The development of a Great Parliament Street would essentially complete the redevelopment of the First Parliament site. If undertaken in accordance with the Principles and Strategies set out in the Master Plan, the First Parliament site would be a multi-dimensional destination in the City encompassing rich and memorable heritage, community, culture, and social values.

### ***Interim Uses***

During the development of the First Parliament site, which could take several years, unencumbered parts of the site should be given over to interim public uses that will animate and give presence to the site while providing real community benefits. The list is endless, but these could include community events, cultural performances, farmer/flea markets, celebrations, etc.

Many of these kinds of events can be readily accommodated on vacant parking lots or open lawns. Electrical and water services are not essential, but would expand the range of events that could be accommodated.

The only question at this point is the Ontario Line. How much of the First Parliament site will be occupied and in what condition will it be when it once again becomes available for public occupation?



# 4.0

## Appendices

The Appendices include background research papers undertaken early in the program to provide a firm foundation for the Heritage Interpretation Strategy and the Master Plan. Subjects include:

1. First Parliament History
2. The Site Today
3. Archaeology
4. Environmental Conditions
5. Planning Context
6. Public Engagement (Heritage Interpretation Strategy)





## **Appendix 1**

# **First Parliament History**

# First Parliament History

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## NATURAL LANDSCAPE AND EARLY SETTLEMENT

Approximately 13,000 years ago, the last of the ice age glaciers melted northward and left an ancient glacial meltwater lake whose water levels stood 40 metres higher than the current Lake Ontario. Shortly thereafter, the Laurentian glacier further downstream gave way allowing the meltwater lakes to drain through the St. Lawrence valley, creating a smaller lake, with its shoreline approximately 20 kilometers south of the current Lake Ontario. Early Indigenous inhabitants moved north, though little evidence of their life remains given many of their campsites are now submerged by Lake Ontario.

By 6000 BCE, the climate began changing and warming. With climbing temperatures came rising water levels, temperate forests and fauna as well as wild game from the south. The level began to rise again. The early inhabitant population increased; hunting, fishing and gathering plant foods were integral to the lifeways of these peoples. By 500 CE, people were beginning to engage in crop production and farming. By circa 1100 CE, communities were creating semi-permanent villages, providing them bases while hunting/gathering and for the farming of crops, such as corn, beans and squash. From an early date, significant trade routes developed in the area, linking settlements to each other and allowing access from the Lower Great Lakes to the Upper Great Lakes and beyond.

The 1600s brought European contact with the Indigenous peoples of the lower Great Lakes. By the 18<sup>th</sup> century, the Mississauga people were settled in the area. During the Seven Years War between the French and British, the region was claimed by the French and an outpost, known as Fort Rouille, was constructed in 1750 on what is now Exhibition Place. By 1760, the French were defeated by the British and forced to retreat,

passing the region to British rule. The Royal Proclamation of 1763 established government of these territories.

## FIRST AND SECOND PARLIAMENTS

In 1791, as part of the Constitutional Act, the territory was divided into Upper and Lower Canada. John Graves Simcoe was appointed Lieutenant Governor of Upper Canada, establishing English law and English land tenure in the province. An elected legislative assembly, a legislative council and an executive council were established for governance.

Initially, parliament met at the military outpost in Newark (now Niagara-on-the-Lake) where Simcoe had based his troops. Looking to settle a permanent site for a provincial capital, the British negotiated with the Mississaugas and purchased the lands north of Lake Ontario in 1787. Town of York (Toronto) was established in 1793 as the provincial capital of Upper Canada, chosen for its trade access and its protected harbour. Parliamentary meetings were relocated to the Town of York in 1794.

The plan of the settlement consisted of the Garrison Reserve on the west (encompassing Fort York, near the old site of Fort Rouille, constructed in 1793), a town site consisting of 10 blocks, and a second government reserve to the town's east, known as 'The Park'. The Park was reserved for a new parliament house and other government buildings as required. Directly to the west of the 10 blocks, reserves were surveyed for church, school, market, hospital, gaol and courthouse lands.



56. Plan of 916 1/4 Acres, in the Township of York (Chewett, 1802, annotated by EVOQ)



57. York (now Toronto), as it Appeared in the Autumn of 1803 (E. Walsh, 1803, annotated by EVOQ)



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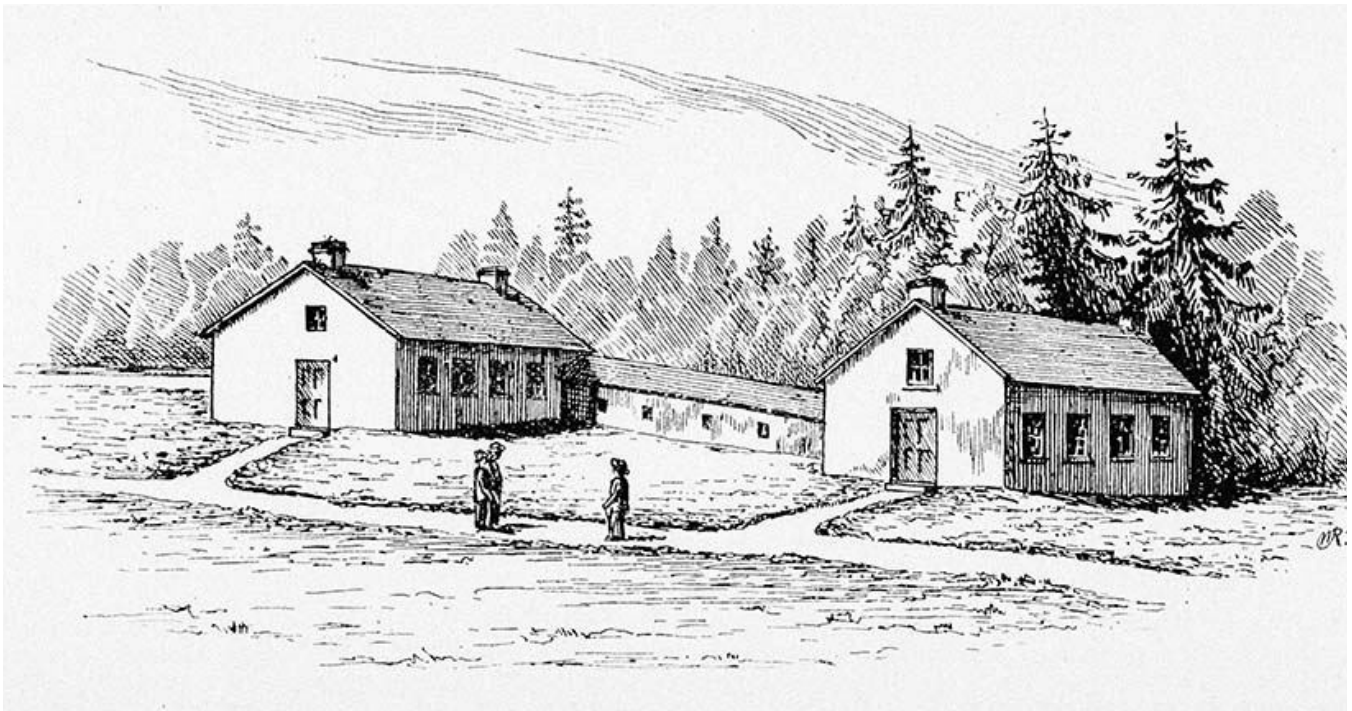
### First Parliament Building:

Simcoe commissioned the construction of the first purpose-built parliament buildings in 1793. Overseen by John McGill, the initial plans for the first brick buildings in the town included the Government House (official residence of the Lieutenant Governor), with wings on either side to house the council and assembly. However, the residence was abandoned due to cost and only the wings were completed in 1797.

The parliament buildings consisted of two separate one-and-a-half storey brick structures (later connected by a walkway in 1806). The south building contained the Legislative Council; the north building the House of Assembly. To its east were wood framed buildings used as committee rooms. A two-storey town blockhouse was erected southeast of the parliament site, for defense purposes. Just south of the blockhouse were the cliffs of the original shoreline of Lake Ontario.

As the legislature typically sat for only two months of the year, the buildings also served also as court of appeals, court of King's bench, other civic functions, and even as a meeting place for the Anglican Church.

The buildings were destroyed in 1813, during the War of 1812. American forces arrived in York, looted and stole from the buildings prior to setting them on fire, leaving behind brick ruins. In the years after its destruction, the parliament met in temporary locations within the town. Partial reconstruction of the buildings occurred. The site in the interim was adopted as temporary barracks for troops (c1813-1815) and then for housing newly-arrived immigrants (c1816-1818).



58. Ontario's First Parliament Buildings, 1796-1813 (John Ross Robertson, c1910)

## Second Parliament Building:

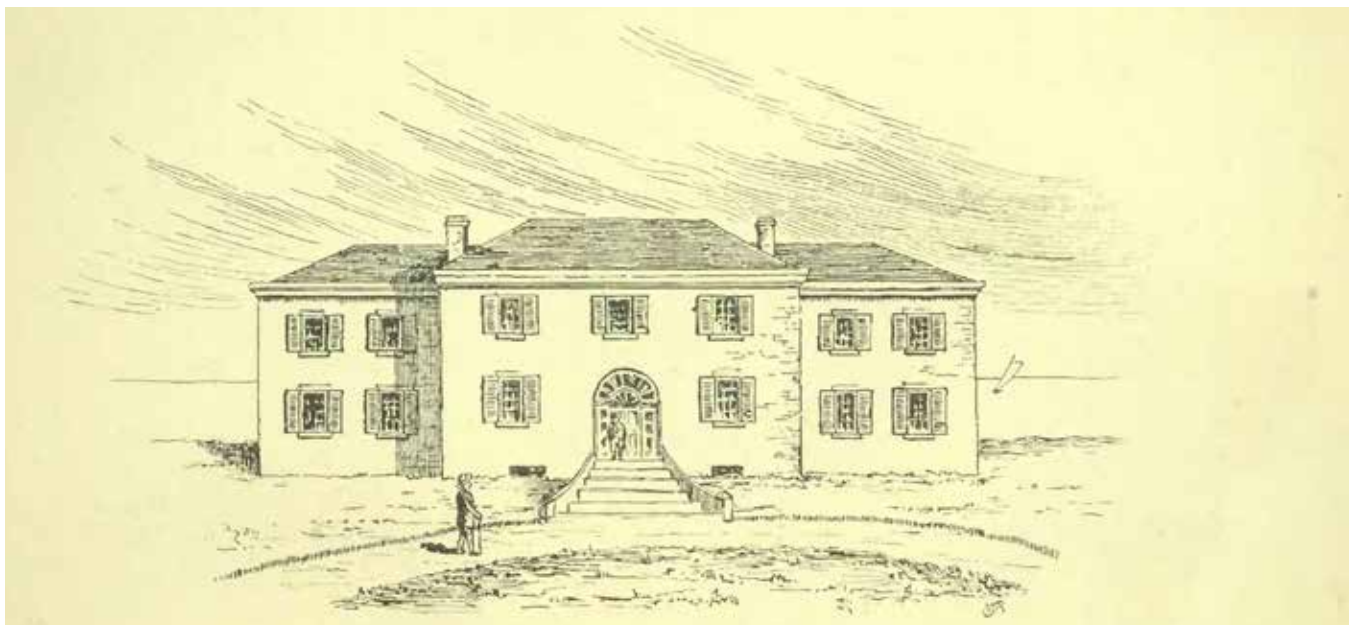
Reconstruction of the parliament buildings was initiated in 1818 by the sitting Lieutenant Governor Francis Gore. Due to costs, construction efforts were centred on repairing and reusing the existing two wings with the addition of a central brick structure. Completed in 1820, the first parliament session was held at these premises in December 1820.

However, in 1824, an accidental fire caused by an overheated chimney flue in the north wing, destroyed the buildings. The north wing and central block were severely damaged, and the southern wing was in poor condition. Parliament moved to temporary lodgings, never to return to this site. A third parliament building was subsequently erected at Front and Simcoe Streets.

The site and its ruins generally sat abandoned subsequent to the fire, though there is a recorded instance of squatting c1826-1827. The ruins were finally demolished and the material sold in a public auction in 1830. The site stood vacant until 1837.



60. Plan shewing the survey of part of the Park East of the Town of York (Chewett, 1830, annotated by EVOQ)



59. Second Parliament Building, 1820-1824 (John Ross Robertson, c1910)

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## HOME DISTRICT GAOL

Little development occurred in the surrounding area during the parliament era, due to the lands being government reserve land and less desirable due to the proximity to the Don Marshes. This began to change in 1830s when the lands around the parliament site were subdivided and sold to raise money for Toronto's first hospital.



61. Jail (Frederic Victor Poole, c1880)

In 1837, a call for designs to construct the city's third gaol on the vacant first parliament site was initiated. John Howard's winning plans consisted of a central five-storey octagonal tower with three three-storey high radiating wings, referencing the panopticon concept of prison design.

McLeod and Logan of Kingston constructed the limestone and brick gaol between 1837 and 1840. The third Home District Gaol was completed in 1840, though only two wings were completed. The complex was enclosed by a 12 foot wall. It was used as the county district gaol from 1840 to 1864. It was subsequently closed and all its functions were moved to the newly built Don Jail in 1864.

From 1864 to 1879, the building saw intermittent use. Military authorities leased the property in 1866-1867 for military prisoners. Grounds and portions of the building were rented out to various local businesses. The Toronto and Nipissing Railway Company, their yards located south of the site, entered into an agreement for partial use of the site. However, no dedicated uses were located at this site until the Consumers' Gas complex.



62. Toronto, 1849 (Edmond Wyly Grier, c1880, annotated by EVOQ)



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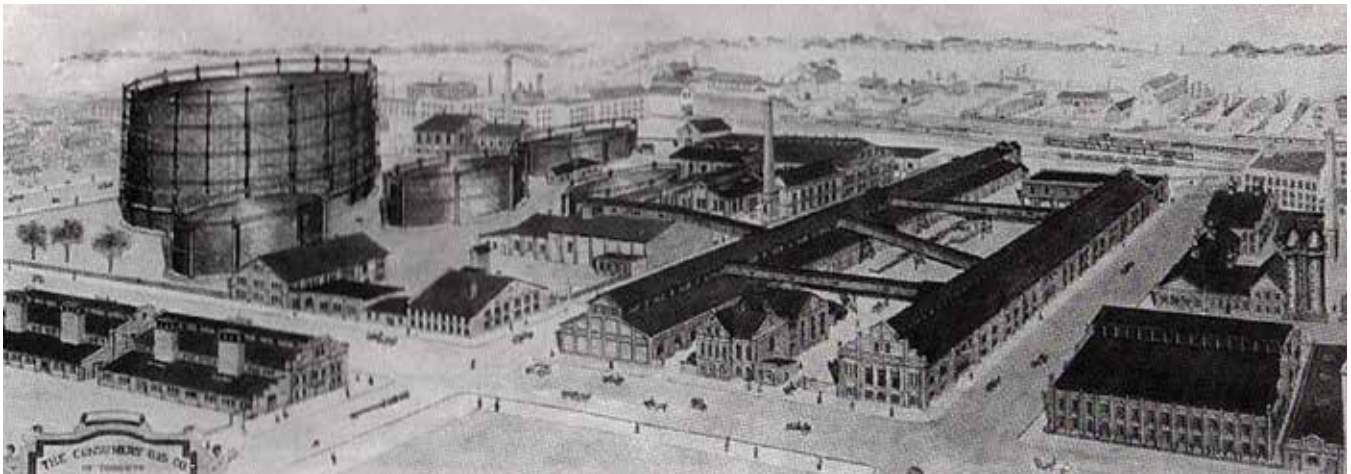
## CONSUMERS' GAS COMPANY

With the rapid advance of coal gas technology, the demand rose quickly for gas to illuminate the growing City's streets. Responding to this demand, the Consumers' Gas Company was incorporated in 1848, and soon absorbed the original gasworks operations that had been producing gas since the early 1840s. To permit further expansion of their gasworks operations, the Consumers' Gas Company acquired the First Parliament property c1879, complete with the vacant gaol building.

The First Parliament property was first used to store coke and cord wood. A brick coal shed, designed by David B. Dick, was built c1883-1885, to store coal arriving by rail from south of the property. The gaol sat vacant within the site, even as new buildings were constructed around it. The gaol building was eventually demolished in 1887 to permit construction of a massive retort house on the west side of the site. A large service/storage yard was established in the middle of the site. The retort house, designed by Strickland & Symons in 1889, featured an iron roof and decorative brick trim. Auxiliary buildings included a scale house, a stores building adjacent to the retort house, and coal/coke conveying equipment connecting the shed, retort houses and the rail line south of the yards.

By the 1880s, the development of electricity and electric street lighting provided heavy competition for gas lighting. By 1915, the last of the city's gas lamps had been replaced with electric fixtures. In response, the Consumers' Gas Company actively promoted the use of gas for heating and cooking, developing and selling gas furnaces and stoves. The company also expanded the use of gas for heavy industrial purposes and continued to develop innovative new technologies. The retort house was refitted in 1926 with vertical retorts (rather than horizontal) and a hinged roof was installed, which could expand vertically to release heat and pressure. By 1946, the First Parliament site was but one part of the extensive 'Station A' complex, which covered more than 10 acres. The complex manufactured gas through two processes, coal gasification as well as a newer technology known as the water gas process.

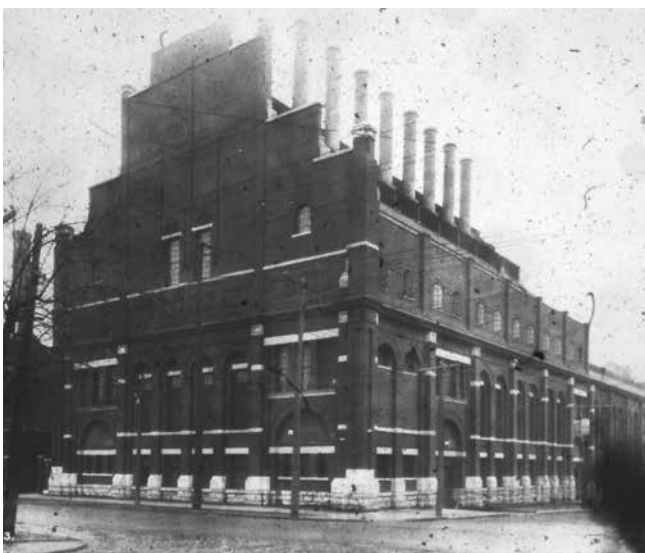
By the 1950s, the introduction of natural gas had rendered the gasworks obsolete. The Consumers' Gas Company stopped manufacturing coal gas in 1954, and moved to the supply and distribution of natural gas. The First Parliament gasworks were officially closed in 1955. Within a decade, the property had been sold and the buildings demolished.



63. Sketch of Station A (E. Scot-Petersen, 1914, annotated by EVOQ)



64. Toronto Harbour, Looking Along Esplanade (Josiah Bruce, 1894, annotated by EVOQ)

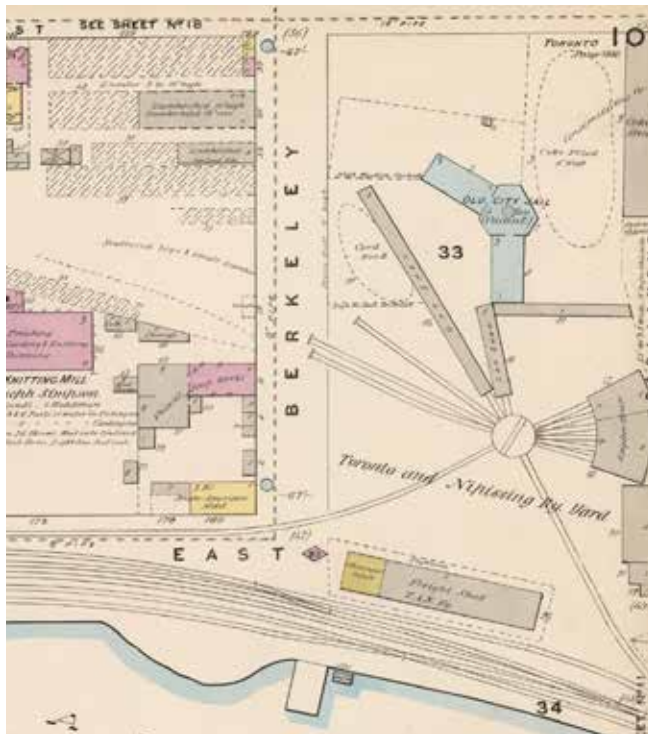


65. Retort House, After Renovation (Consumers' Gas, 1926)

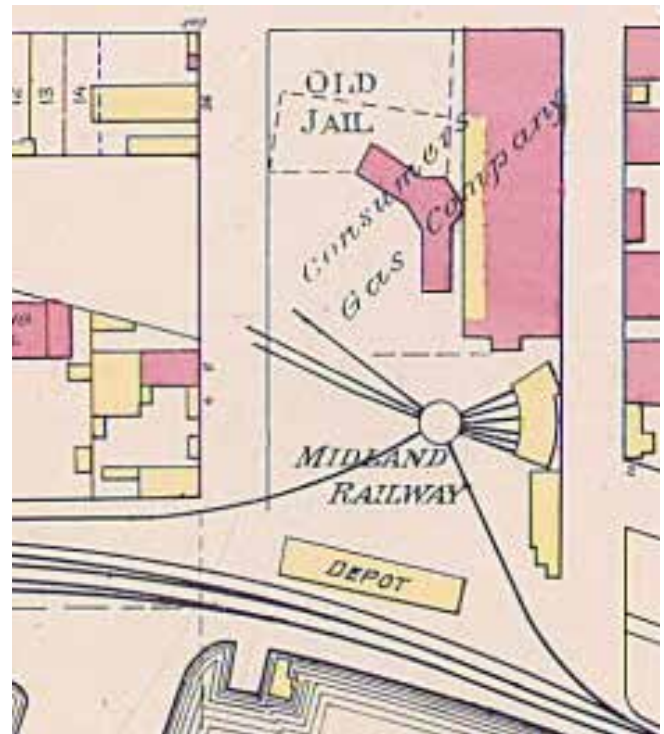


66. Coal Conveyer (Consumers' Gas, 1923)

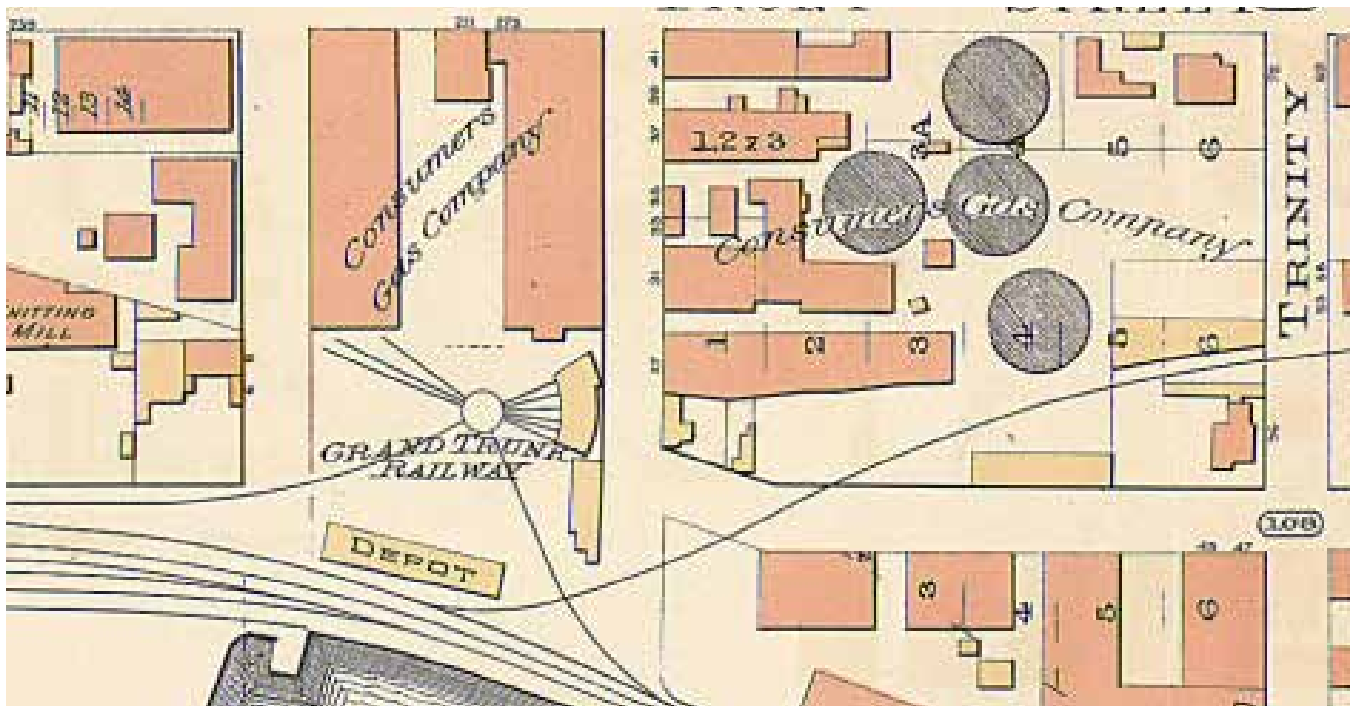




67. Goad's Fire Insurance Map, 1880, Plate 10



69. Goad's Fire Insurance Map, 1884, Plate 29



68. Goad's Fire Insurance Map, 1890, Plate 29

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## RAILWAYS

Concurrent with the development of Consumers' Gas was the establishment of the railway corridor and industrial harbourfront to the south of the site. The entire shoreline to the southeast of the site was originally slated as a reserve, known as the Walks and Gardens Reserve, for the enjoyment of the inhabitants of Toronto, with proposals such as a promenade or mall being developed. However, it was also prime land assets, and as Toronto developed, the reserve's original purpose was beginning to erode.

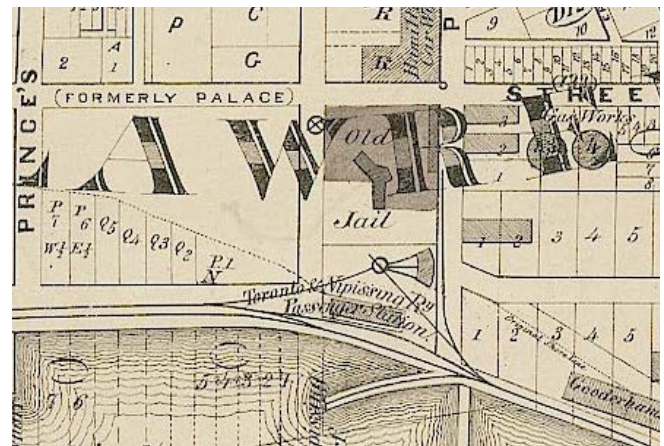
The City first began to develop the area with granting or leasing of water lots along the reserve, thus spurring the development of wharves and jetties. This removed the necessity that ships would have to anchor out in the harbour and have goods ferried in on small boats. By late 1850s, there were over 11 wharves. Another policy development that affected the shoreline was the 1853 Toronto Esplanade Act permitting the lands for railway use. The railway companies took advantage of the change, resulting in four companies building railways along the shoreline. In 1857, the Act was amended, permitting the sale of the lands and allowing the expansion of the railways. The shoreline was thus overtaken by the rail and shipping, spurring an increase in industrial development to the area around the site.

Though some effort was made to preserve the idea of the Walks and Gardens Reserve with the creation of Fair Green, a formal landscaped garden to the west of the site which existed until the 1850s, generally the area was turned over to industrialization. Land reclamations to accommodate the growing railway corridor saw the shoreline being moved further southwards.

The site benefited from this relationship to the railways and wharves. The Toronto and Nipissing Railway (T & NR) constructed its terminus just

south of the site. A passenger and freight shed, a turntable and rail spurs are evident in the maps of the 1880s, along with a wharf belonging to T & NR extending south of Parliament Street. The Consumers Gas Company, which moved into the site in the 1870s were able to have dedicated freight service and easy access to the wharves for the delivery of raw materials (oil and coal) to create coal gas and water gas. Though T & NR was taken over by Midland Railway in 1881 and then Grand Trunk Railway in 1883, the Consumers Gas retained access to the rail system until its demise.

By the turn of the century, shipping and railway use began to give way to automobile use, with increasing reliance on paved roads within and between communities as the primary transport system. The areas between wharves were filled in with landfill or excavated soil and re-adapted for industrial use. By mid-1960s, the railway corridor was relocated southwards, and the esplanade corridor south of the site was being reclaimed. By late 1870s, the Esplanade corridor was redeveloped as a residential area, with a mix of low to mid-rise housing encompassing condos, public housing, co-ops, and town homes. The Esplanade was transformed into David Crombie Park and Parliament Square Park, just south of the First Parliament site.



70. Wadsworth & Unwin's Map of the City of Toronto, 1872

The site's recent history of occupation consists of various small businesses, with one-storey structures for restaurants, carwashes, and car dealerships, among others. This coincided with the area's decline of heavy industry pivoting to a mix of commercial and light industry. Currently, the area still supports these industries along with emerging business within the creative and design fields as well as communications and information technology fields. The area is also experiencing a renewal of residential developments, such as condominiums.

In June 2011, there was a development application at 271 Front Street East and 25 Berkeley Street for a mixed-use building consisting of a 6-10 storey podium, two towers of 20 and 57 storeys, retail uses at grade, 702 residential uses and 5 levels of below-grade parking. The preliminary staff report included a recommendation that "Staff be directed to continue negotiations with municipal and provincial representatives, as well as the owner of 271 Front Street East and 25 Berkeley Street, to pursue alternative options to private development on the subject property."

In 2012, City Council negotiated a land exchange with the owner of the lands at 271 Front Street East and 25 Berkeley Street for City-owned property at 281 Front Street and 43A Parliament Street.

At its meeting on Feb 20 and Feb 26, 2013, City Council approved the relocation of the St. Lawrence branch to the First Parliament site.



71. Front Street East, Looking West from Parliament (Don Ritchie, 1973)



72. Parliament Street West (unattributed, 1973)



73. Aerial Photo, c1977 (annotated by EVOQ)



## **Appendix 2**

# **The Site Today**



# The Site Today

## Neighbourhood Context

Over the decades, an urban fabric emerged that was highly textured and varied. The area north of Front Street was characterized by fine grain residential and commercial buildings. The area south of Front Street included large factories and warehouses that were developed on made land for the most part. These land uses developed in concert with the railways and wharves that dominated the waterfront, and which fueled the City's economic and physical development.

By about 1945, many buildings in the area suffered from neglect and old age. Many industrial buildings had by now become outdated and, in various ways, no longer suited to their purposes. In the possibly misguided effort to renew and refresh what was seen as a disreputable part of the City, much of the fabric of the Old Town was demolished during the 1950s and 60s. Many historic buildings were replaced with parking lots and other automobile-related commercial uses pending redevelopment. The current condition and use of the First Parliament site is typical of what a great many blocks were like during that time.

The area began to regain vitality with the development of the St. Lawrence neighbourhood community beginning in the 1970s. In contrast to previous urban renewal projects, St. Lawrence was conceived of as a fully integrated community with a mixed population. It is today a mixed-use residential and commercial neighbourhood that extends from Jarvis to Parliament Streets. Building types include row housing and mid-rise buildings.

Following decades of demolition and neglect, the area has witnessed a rebirth as a vital, mixed-use community. Many historic buildings have been converted into offices and studios, and former parking lots are rapidly being redeveloped for commercial and residential purposes. A new population of residents, office workers and visitors is animating the

streets and parks, and supporting a vibrant dining, retail and entertainment base.

Much of the new residential development is mid-rise and appropriately street-related. The notable exceptions are the tall towers in the Distillery District precinct.

Large-scale development was made possible by the ability of developers to assemble large properties. Some of the commercial projects are large and bulky, permanently altering the scale of what was once a fine-grain collection of small to medium sized buildings. Key examples include the Data Centre and the new Globe & Mail Building, both of which are in close proximity to the First Parliament site.

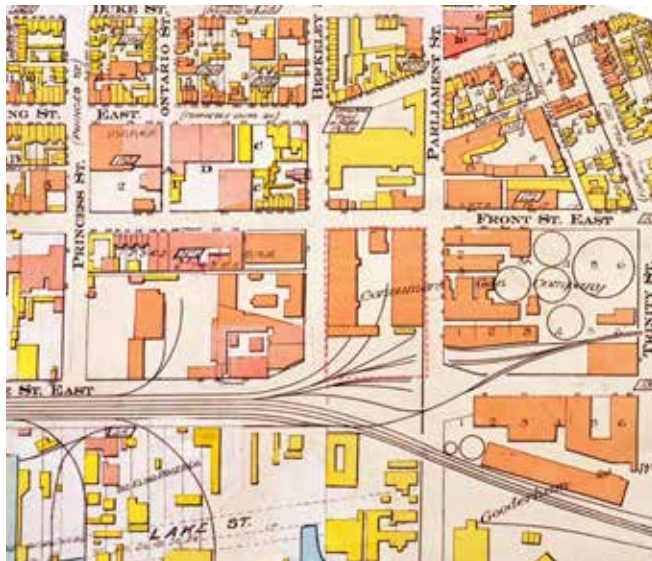
It can only be expected that the area will continue to develop. Proposals are now being prepared for underutilized sites to the north and east of the First Parliament site.



74. Early Development of the Town of York (Williams, 1813)



75. Built Form - Figure Ground (DTAH, 2017)



76. Urban Fabric (Goads, 1913)



77. The Urban Fabric Today (Google, 2017)



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## BUILT FORM CONTEXT

To the immediate north of the site is a one-storey commercial building (Staples) and a one-storey Porsche dealership. The “Staples” site has a proposed development for a 19-storey mixed-use building. The application was submitted in December 2017.

Northwest of the site is the new 17-storey Globe and Mail office building. A public mid-block connection through the building from Front Street to King Street will provide an interpretation of the historic Berkeley House. The property was purchased by Major John Small, Clerk of the Crown in 1795. The building was expanded and approved by Small’s descendants, and finally demolished in 1925.

To the northeast is the renovated 51 Division Police Station in an adaptively re-used designated heritage building from 1899.

To the immediate west, at the southwest corner of Front Street East and Berkeley Street is a three-storey, red-brick warehouse building from 1882, designated under the Ontario Heritage Act in 1985. It is now the headquarters of the Canadian Opera Company. South of this building is another three-storey, red-brick heritage building built in 1887 and designated in 1980, which houses the CanStage Theatre Company and the Berkeley Street Theatre. At the northwest corner of The Esplanade and Berkeley is another heritage-adapted, six-storey red-brick office building from 1871, designated in 1980, known as the Berkeley Castle.

To the immediate east, at 281 Front Street East and 43A Parliament Street, is the Parliament Street Data Centre, a recently constructed 5-storey data processing centre and surface parking lot. A second data centre is being planned at the south-east corner of Parliament Street and Front Street East, replacing the Toronto Public Library’s former

administrative building (now demolished).

The Distillery District is located south of Mill Street and is a nationally recognized historic site, comprised of industrial buildings and newly constructed mid and high-rise contemporary residential buildings.

To the immediate south, Parliament Square Park marks the beginning of David Crombie Park, which extends along The Esplanade from Parliament Street to Jarvis Street. South of Parliament Square Park is the eastern portion of the St. Lawrence Neighbourhood, which includes a nine-storey red-brick slab building and three-storey townhouses.



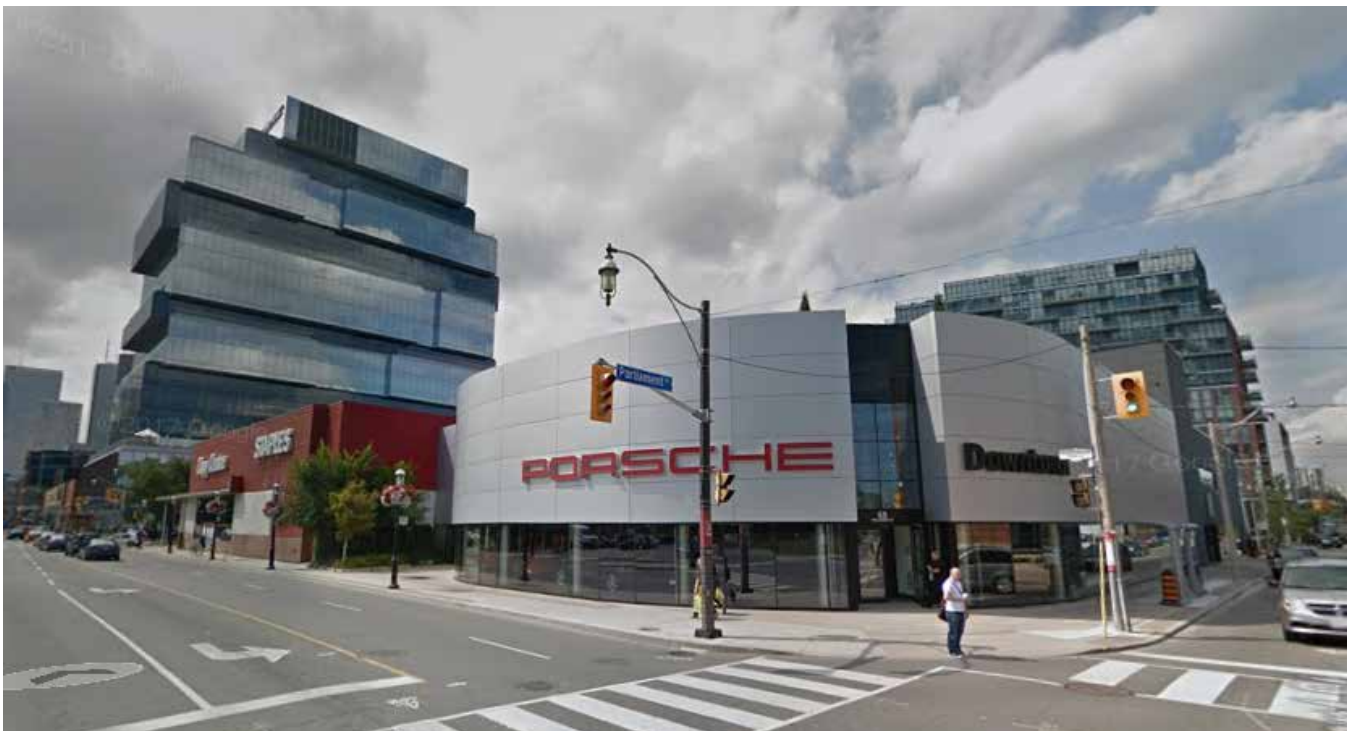
78. St. Lawrence Neighbourhood - Low-rise Residential



79. St. Lawrence neighbourhood - Mid-rise Residential



80. West Don Lands - High-rise Residential



81. Front Street East - Commercial and Institutional Development



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## HERITAGE FABRIC IN THE AREA

Despite the extensive demolition that occurred during the 1950s and 60s, a small number of historic buildings still remain.

There are not many historic buildings in the immediate vicinity of the First Parliament site, but they are significant. Of particular note are the buildings along the west side of Berkeley Street, which include Berkeley Castle, CanadianStage and the Imperial Oil Opera Theatre. These buildings form a consolidated collection that define the street well and address the First Parliament site in a very positive manner. The building occupied by TPS 51 Division is a single, standalone building across the intersection from the First Parliament site. It is

important because it is a very handsome building, and it is a building form that is quite similar to the gaswork buildings that formerly occupied the First Parliament site.

The Distillery District buildings are probably the most important collection in the neighbourhood because of their integrity, condition and associative value. While not visible from the First Parliament site, these buildings inform the character of the whole neighbourhood.



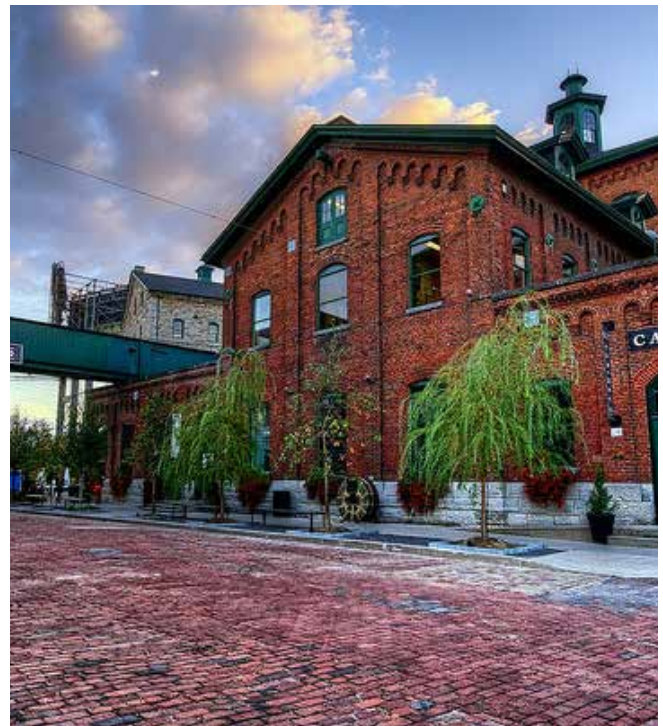
82. Heritage Buildings and Properties (Heritage Register, City of Toronto)



83. TPS 51 Division, Parliament Street



84. Canadianstage, Berkeley Street



85. Distillery District



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## PARKS AND OPEN SPACES

Given the existing and projected resident population, the area is not well-served by parks and open space.

Nevertheless, the First Parliament site is contiguous with the most significant series of parks in the area.

To the immediate south lies Parliament Square Park, which is an open playing field surrounded by trees on all sides. There is the walkway along the north side, mentioned above, a small sitting plaza at the southwest corner, and a baseball cage at the southeast corner. The park is fenced on all sides. Access is limited to each corner of the park. The middle of the park is elevated about 1.5 meters above the adjacent streets. This may be the result of capping soils contaminated by previous railway activities.



86. Parliament Square Park (DTAH)

To the west lies David Crombie Park, a linear series of parks that forms the central open space spine of the St. Lawrence neighbourhood. Located south of the Esplanade, these parks occupy a section of the former railway lands. The parks are well-developed and heavily used by people living in the neighbourhood. There are basketball courts, softball diamonds, sitting areas, children's playgrounds, multi-purpose lawn areas, flower beds and water fountains.

A modest green space is associated with Little Trinity Church on King Street. It is a pleasant, well-treed space with a small children's playground.

Note should be made of the plazas and parks in the West Don Lands development. These will be of great value to local residents. Corktown Common is a major urban park of regional importance.

The only other park space in the area is located near Adelaide and Power Streets, and is named Orphan's Green. Now a dog-off-leash-area, this green space was created when the Adelaide/Richmond ramps were constructed.



87. David Crombie Park Revitalization Design (City of Toronto / The Planning Partnership, 2020)



88. Parks and Open Spaces in the area





## STREET NETWORK

The street network is an extension of what was laid out with the original, ten-block development of the Town of York back in 1793. Although names have changed over the years, the original streets are Front, King and Adelaide Frederick, Sherbourne, Princess and Ontario. As the Town of York grew, this original street network expanded to define the development pattern of much of the City today.

Anomalies in the street network resulted primarily from responses to natural and historical conditions. The change in direction that King Street takes east of Parliament Street occurred early in the Town's history when there was a need to find a suitable location to cross Taddle Creek. Much later, Eastern

Avenue and Adelaide Street were built parallel to King Street to facilitate efficient development.

The uniquely discontinuous streets of St. Lawrence Neighbourhood were developed on former railway and industrial lands that were reclaimed during the 1970s.

Parliament Street extends south under the railway and the Gardiner Expressway, making it the primary connection to the waterfront for the neighbourhoods around the First Parliament site. This places the First Parliament site on a crucial connection to new and proposed neighbourhoods along the waterfront.



89. Street Network



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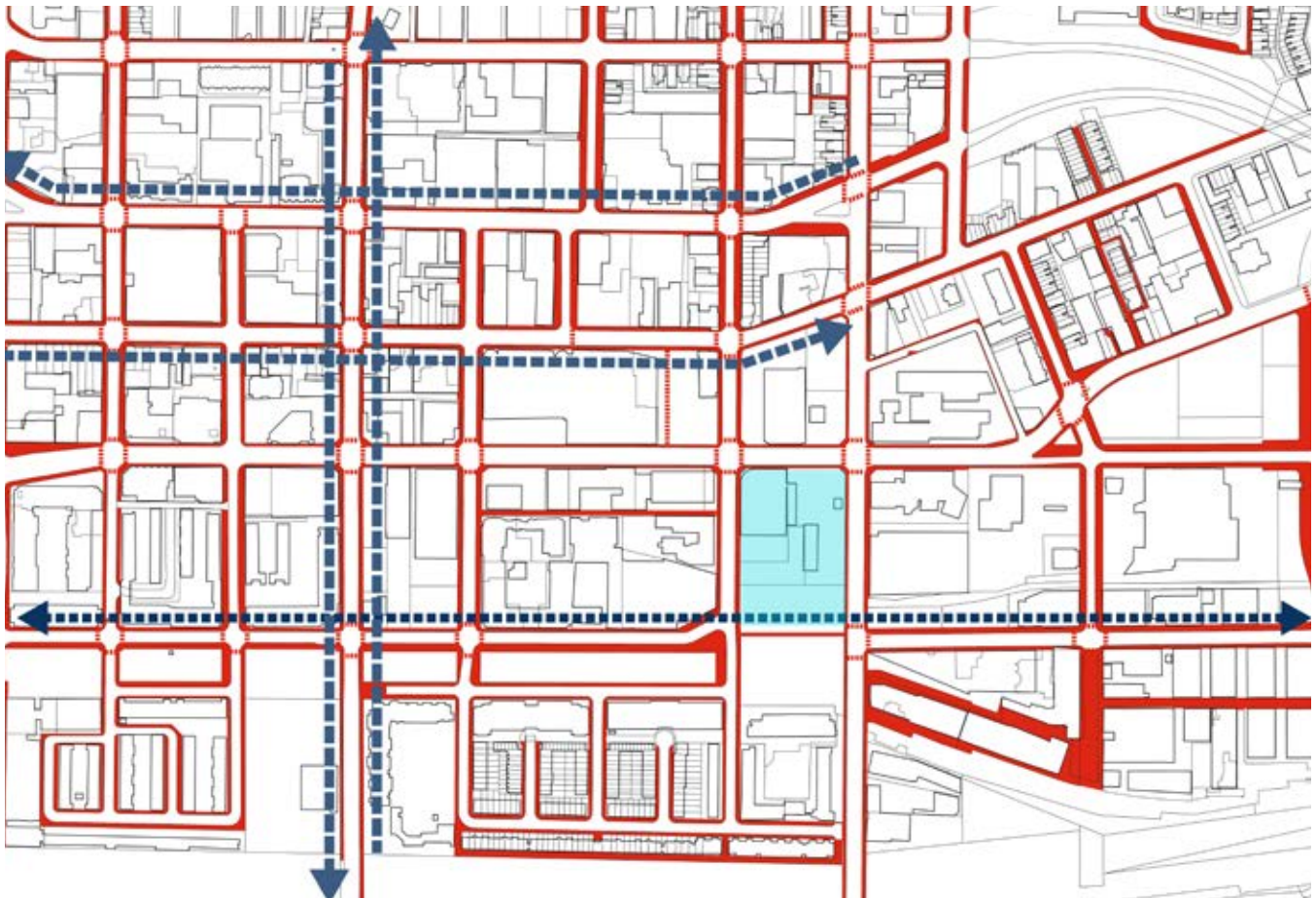
## PEDESTRIANS AND CYCLISTS

Pedestrians are well-served throughout the area. All streets have sidewalks and all major intersections are signalized. The fine-grain street network provides optional routes for movement through the area, and encourages pedestrians to cross streets safely at intersections rather than mid-block.

Pedestrian connections through blocks are rare in the area, presumably because the blocks are relatively small. Exceptions include Nicholson Lane, which runs west off Berkeley adjacent to the site, the walkway crossing Parliament Square Park along the southern edge of the First Parliament site, and the plazas and lanes through the Distillery District.

Compared with some parts of the City, the area is not yet well-served by bicycle facilities. Sherbourne Street to the west, and Adelaide and Richmond Streets to the north are the closest streets with designated and protected bike lanes. The Esplanade and Mill Street are identified bike routes, but lack facilities.

In June 2021, City Council adopted a recommendation under the *Cycling Network Plan* to develop a bikeway along the south edge of the Toronto Parking Authority parking lot at 44 Parliament Street. The new bikeway will be separate from the existing east-west pedestrian pathway.



90. An Integrated and Flexible Pedestrian/Cyclist Network

## THE ONTARIO LINE

*“The proposed Ontario Line will connect the city like never before. It will be more than just a subway to alleviate crowding on TTC Line 1 – it will be a link to communities across Toronto. From east to west, north to south, from Ontario Place to the Ontario Science Centre, there’s never been a connection in the heart of the city like this one will be. Getting downtown from previously underserved areas will be a breeze, and there will be more trains arriving at stations more frequently.”*

<http://www.metrolinx.com/en/greaterregion/projects/ontario-line.aspx>

Now under design, the Ontario Line will span 16 kilometres from Ontario Place and through downtown Toronto to the Ontario Science Centre. It includes 15 stops and interconnects with a number of other surface and underground transit routes.

The Ontario Line carries important implications for First Parliament:

- The tunnel, although quite deep, will pass directly under the First Parliament site. The tunnel is unlikely to impact the site.
- A new station (“Corktown”) will be constructed immediately north of the First Parliament site. A secondary entrance may be developed on the northwest corner of the First Parliament site. The new station will generate increased pedestrian activity in the immediate area, and will provide improved transit access to the First Parliament site.
- Through Metrolinx, the Province of Ontario intends to acquire all of the First Parliament site. In the medium term, the site will be used as staging grounds for construction of the new line. In the longer term, the Province will develop the site in accordance with provincial “Transit-oriented Community” development objectives.

Discussions between Metrolinx and the City of Toronto are ongoing.



91. The Ontario Line - Overall Alignment



92. The Ontario Line and First Parliament



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## SIZE AND SCALE

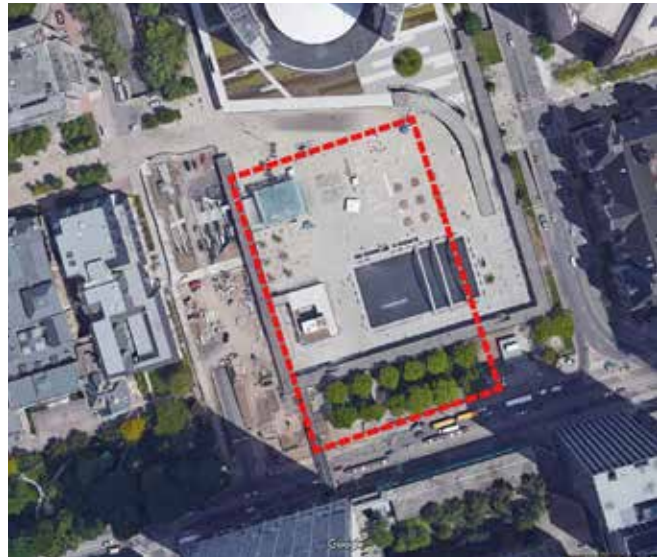
Comprising a full city block, the First Parliament site is large. It covers about 1.25 ha (3.1 acres), which makes it as big as Nathan Phillips Square and three times the size of Parliament Square park to the immediate south. The district library, even if designed as a one-storey structure, will occupy less than one-quarter of the site.

The size of the site has significant implications for site programming and development as it clearly has the capacity to support a range of land uses.

The diagrams below show the relative size of the First Parliament site to other well-known public sites in Toronto.



93. First Parliament Site



95. Nathan Phillips Square



94. David Pecaut Square



96. Harbourfront

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## SUN AND SHADOW

Because of its orientation and context, the First Parliament site will continue to enjoy long hours of sunlight even when adjacent properties are developed. Medium-rise residential buildings to the south of the site and the low to medium rise institutional buildings along the west side of Berkeley Street are permanent and do not shadow the First

Parliament site except during the late afternoon. Future potentially tall buildings to the north and east of the site will not affect solar penetration. The only exception may be the tall residential building in the Distillery District precinct, which will cause brief shading during the morning in winter.



97. June 21 - 10 am



99. June 21 - 3 pm



98. December 21 - 10 am



100. December 21 - 3 pm

## **Appendix 3**

# **Archaeology**



# Archaeology

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## INTRODUCTION

The project team conducted a review of known and potential archaeological resources of the major periods of historical development. The review was based on archaeological investigations undertaken previously by Archaeological Services Inc.

A key observation was that the surviving artifacts from the First Parliament era are fragile and limited in extent. They are also embedded in contaminated soil.

Revealing the First Parliament artifacts for public display is not considered feasible. Therefore, heritage interpretation may have to rely on strategies other than the display of physical, historical artifacts. Remains of the later Consumers' Gas period are expected to be abundant.

While the original setting of the site, on the shore of the Toronto bay and adjacent to the outlet of Taddle Creek and its associated wetlands, would have been attractive to Indigenous populations, no associated archaeological records were documented during the investigations.

Nevertheless, despite the lack of physical evidence in this regard, Indigenous history deserves to be a subject for commemoration and interpretation.

The following summarizes the archaeological review and includes potential mitigation measures. These are preliminary only, recognizing that as detailed plans come forward to develop the First Parliament site, further archaeological assessment and study will be required.

## FIRST AND SECOND PARLIAMENT BUILDINGS AND THE BLOCKHOUSE

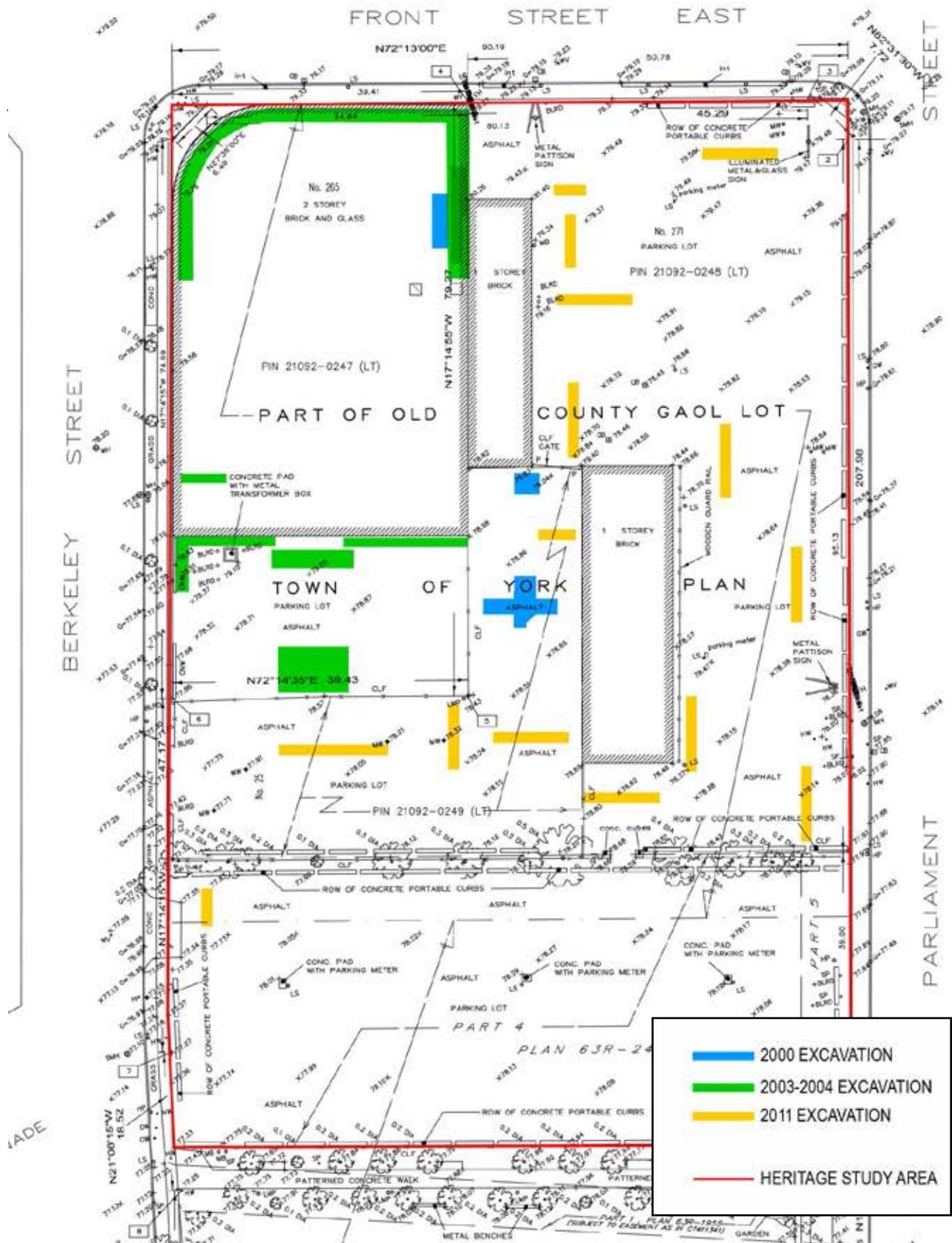
The archaeological remains of the First and Second Parliament buildings are confined to an area of no more than 350 m<sup>2</sup>. They cannot be expected to be continuous throughout this area. Elements will have been entirely destroyed and removed, or severely truncated, by later development and demolition activities.

The First Parliament archaeological remains known to be present include:

- A portion of the dry-laid stone footing for the south Legislative Council building, brick rubble, soil stains representing the locations of burnt wood flooring, subfloor elements such as silt-stone slabs or flags, patches of lime-sand mortar and a shallow drain; and
- Contemporary natural and made soil strata containing artifacts associated with the construction, use and demolition of the First Parliament buildings.

Preservation in situ is the preferred approach to the protection and avoidance of any impacts or alternations to the surviving physical remains. This approach is consistent with one of the Ontario Heritage Trust's design objectives for the site that speak directly to archaeological resource concerns in the context of any revitalization or redevelopment of the First Parliament site. The objective states:

*"Interventions and development on the block should completely avoid disturbing the known Parliament era archaeological resources and areas of Parliament era potential. In general, excavation of the Parliament block should be minimized in order to preserve archaeological resources and to limit the costs and impacts of environmental remediation."*



101. Archaeological Investigations (ASI)

This approach would require that any development of the site, including those developments intended to interpret and commemorate the First Parliament buildings or any aspects of the site's history and use (as well as any enabling environmental remediation work), not result in any alterations to those remains and must therefore be situated at a safe distance from the First Parliament potential archaeological sensitivity area.

If it is determined that complete avoidance and protection of the surviving physical remains in this manner is not the preferred option, then conservation through complete archaeological excavation and documentation of all associated archaeological deposits, features etc. would be required. This would be required prior to any other necessary site alterations including environmental remediation. Controlled removal of the architectural remains, undertaken in a manner that permits their curation, consolidation and reconstruction for presentation and interpretation should be considered under this scenario.

If major site redevelopment is intended, other material remains such as soil deposits and discolourations that are directly associated with the parliament buildings may be documented in such a way as to allow their recreation in other durable media. To be effective as a permanent and legible interpretive element on the site, this type of reconstruction would be essentially a replica, incorporating considerable new fabric.

There is no potential for the survival of remains of the Town Blockhouse, formerly located on the edge of the original shore cliffs southeast of the Parliament buildings. Previous investigations in the estimated location of the structure revealed that the nearshore tableland on which the blockhouse stood was completely removed during the construction of the Esplanade and related works carried out by the railways. This finding is consistent with the early railway alterations that have been documented in other locations along the historical harbour front.



102. Parliament Building and Gaol Artifacts (ASI)



103. Consumers' Gas Artifact (ASI)



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### THIRD HOME DISTRICT GAOL

The area of potential or concern with respect to the Gaol era corresponds to a major part of the five- storey central block of the building, its radiating three-storey south and northwest wings, part of its west yard or compound (which was reportedly walled) and the main entrance to the complex from Front Street. This area encompasses approximately 1500 m<sup>2</sup>.

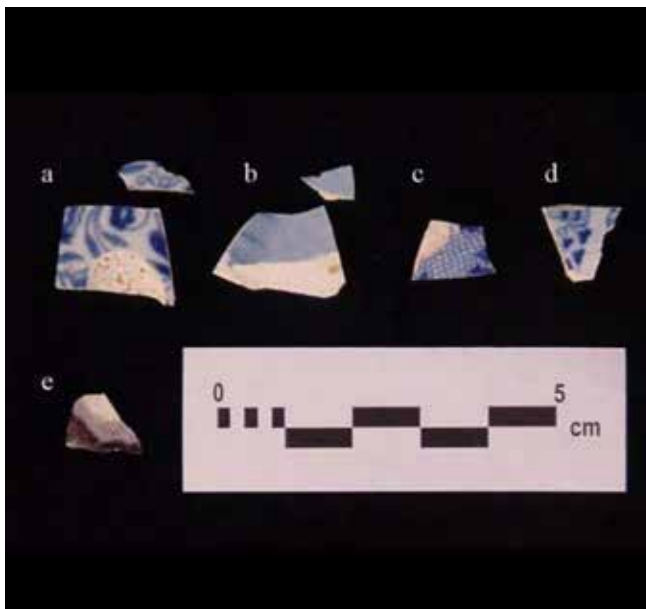
The Gaol building remains that are known to exist include features interpreted as portions of a south cellblock wing interior wall footings or robbed out footings/foundations, service drains and miscellaneous deposits. There is considerable overlap between the Gaol and Parliament potential/ sensitivity zones.

Archaeological remains associated with the Home District Gaol are of cultural heritage value or interest in that they represent resources that may encompass significant evidence concerning the mid-19th Century penal system.

Where site redevelopment is planned, conservation by means of archaeological salvage excavations undertaken in advance of any site alterations, must be considered the preferred option. Salvage excavation is the process of investigation required to document the archaeological context, cultural features and artifacts that constitute the archaeological site. The purpose is to recover information about the site for further study through comparative analysis and interpretation of its content and character. The results would be recorded in an investigative report together with an archive of all materials related to the site and its excavation.

### THE ESPLANADE AND RAILWAY WORKS

The 44 Parliament Street property was created during the construction of the Esplanade in order to facilitate the growing railway systems along the shore of Toronto Harbour in the 1850s. This work was accomplished through a campaign of lake filling behind a continuous crib wall built along the broken front of the original shore.



104. Ceramic Shards (ASI)



105. Fire-stained Soil (ASI)



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The primary features of significance that stood on this portion of the site were a turntable and engine house as well as freight sheds. There is also a strong possibility that elements of circa 1855 piling or cribbing systems related to the original land-making process behind the main Esplanade shore wall, and perhaps also the channelization of Taddle Creek through the area, may be present.

Any such remains represent material evidence of harbourfront developments that were central to the emergence of Toronto as a transportation hub on the Great Lakes and as an industrial city. The turntable and engine house, in particular, constitute structures that have only limited representation in the archaeological record, as would any engineering related to the channelization of Taddle Creek. While elements of the nineteenth and early twentieth-century have been documented across the Toronto waterfront, those that have been revealed likely represent only a fraction of the total inventory of physical remnants that still exist. This still hidden archaeological legacy is only to be expected in the First Parliament site and its surroundings.

Where preservation through avoidance of site redevelopment impacts is not possible, conservation by means of archaeological salvage excavations, undertaken in advance of any site alterations, must be considered the preferred mitigation option. However, depending on the scale of any proposed impacts within portions of the site, documentation of the physical remains through archaeological monitoring of environmental remediations and/or construction excavations may also be considered as a secondary or alternative approach.

## **CONSUMERS' GAS STATION A**

The remains of Consumers' Gas Station A are ubiquitous throughout the 265-271 Front Street East and 25 Berkeley Street properties. Known and potential elements include:

- architectural remnants of the circa 1883-1884 coal shed built along the east side of the site; the circa 1888-1889 retort house and stores building on the west side of the site;
- the office building, first built in the early 1890s along Front Street, and rebuilt in 1899;
- a small frame scale house;
- footings, piers and pits related to coal and coke conveying and processing equipment;
- a subgrade rail spur;
- pavements;
- subsurface services.

The remains of Station A represent material evidence of industrial processes and a municipal service that had a profound influence on the development of the modern city. Station A related directly to street, public institutional and domestic lighting, and later as a source of household cooking and heating fuel and for a variety of industrial activities. Secondary products of the gasification process, including forms of coke, coal tar, ammonia liquor, etc., were of importance to various other civic, industrial and domestic applications. On this basis, Station A constitutes a resource of cultural heritage value or interest, particularly as it represents a type of site which has limited representation in the archaeological record.

Where preservation through avoidance of site redevelopment impacts is not possible, conservation by means of archaeological salvage excavations, undertaken in advance of any site alterations must be considered the preferred mitigation option.

Constraints must be considered if any impacts to portions of the site are proposed. These constraints include environmental contamination, logistics, or risks to health and safety. If impact is the preferred option then, archaeological monitoring of environmental remediations and/or construction excavations may also be considered as a secondary or alternative approach.

## **Appendix 4**

# **Environmental Conditions**

# Environmental Conditions

## INTRODUCTION

A number of on-site investigations have been undertaken to better understand the environmental conditions at the First Parliament site. For City-owned lands, these include a Phase 1 Environmental Site Assessment (MMM, 2014) and a Phase 2 Environmental Site Assessment (MMM, 2015). For Provincially-owned lands, these include Phase 1 and 2 ESAs and Risk Assessment studies prepared by Trow Associates, 1999-2009.

These studies indicate that the site soils are contaminated. This is a result of the intensive industrial activities that occurred on the site and in the area over the past 100 years or more. In particular, the Consumers' Gas Company, which was active on the site from the 1870s to the mid-1950s, produced copious toxic materials that entered the local soils and groundwater as well as the atmosphere.

While significant, these site conditions are not uncommon throughout those parts of Toronto that previously supported heavy industry.

Planning for the redevelopment of the First Parliament site will need to take the soil contamination into consideration. Fortunately, various technical approaches have been developed over the years to successfully deal with these issues. Moreover, due to the potential public hazards these conditions present, the development of contaminated sites is now tightly controlled by legislation emanating from both the provincial and municipal levels of government.

## GEOLOGY

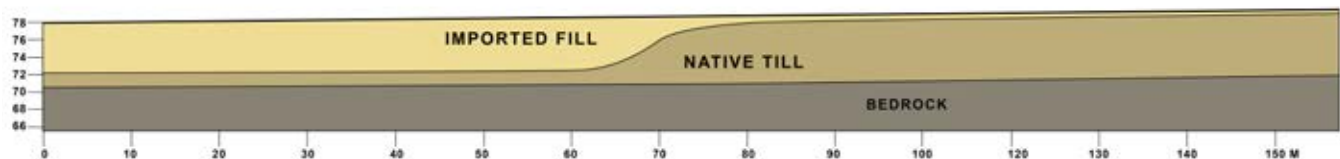
The geological conditions beneath the site are briefly characterized as heterogeneous fill materials to a maximum depth of 4.0 m in the northern portion and up to 7.6 m in the southern portion. These fill materials overlay native silty clay till and/or sandy silt, and in turn, shale bedrock at depths of at least 7.0 m below ground surface.

The stratigraphy beneath the site reflects the historic land reclamation from Lake Ontario, where the shoreline was moved further south to, primarily, accommodate railway expansion in the mid to late 19th Century.

The groundwater conditions beneath the site are characterized by a shallow groundwater table contained within the overburden soils, and a deeper bedrock groundwater table. The shallow groundwater generally flows south toward Lake Ontario.

## AREA INFLUENCES

The environmental conditions on other sites near the First Parliament site are what could only be expected in an area that was once largely given over to heavy industrial activities. The Consumers' Gas Company, for instance, occupied large properties to the east and west of the First Parliament site. Later, during the automobile era, numerous sites were developed as fuel storage and distribution centres with multiple underground storage tanks that would certainly have contributed to the



106. North/South Section through the First Parliament Site

environmental degradation of the area up until quite recently.

A summary of the various potentially contaminating activities on and around the site is shown below.

## EXISTING CONDITIONS

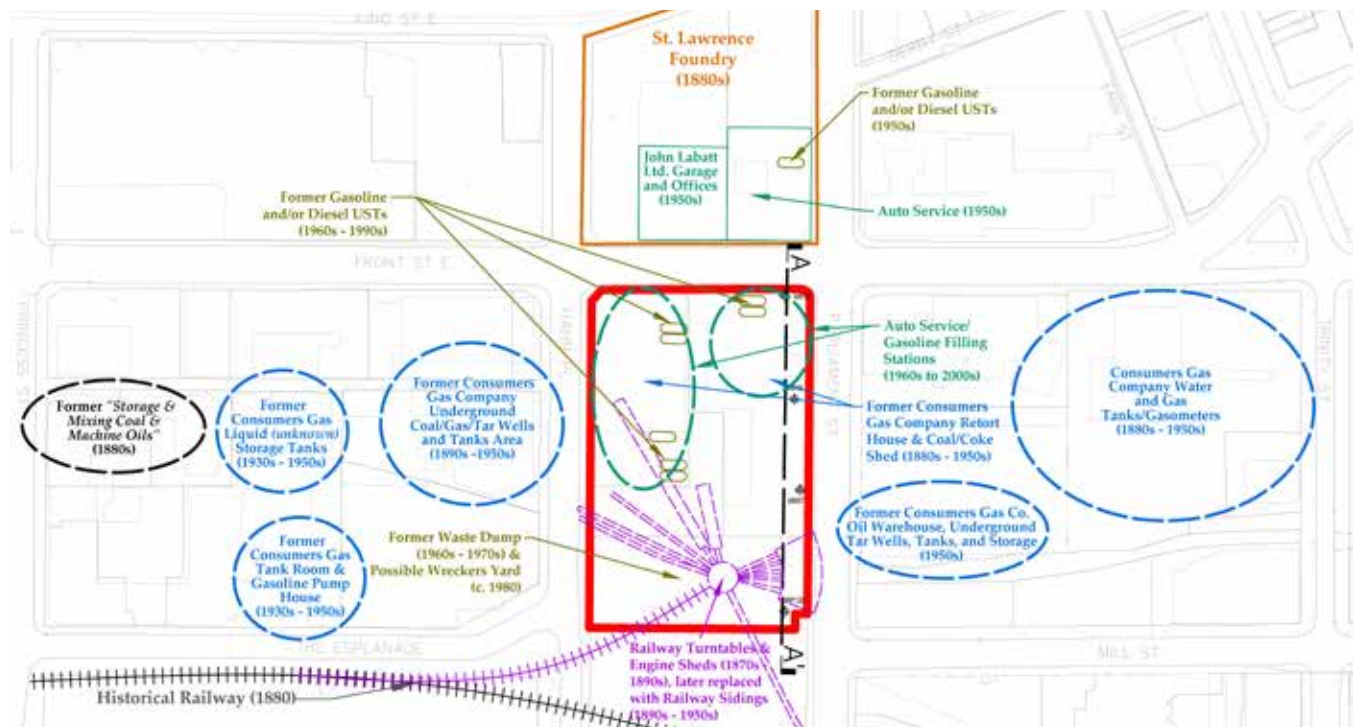
The Phase Two ESA identified extensive soil and groundwater contamination across the First Parliament site. Elevated concentrations of metals and inorganics, polycyclic aromatic hydrocarbons (PAHs), petroleum hydrocarbon compounds (PHCs), and volatile organic compounds (VOCs) are present in soil and groundwater.

Generally, most of the chemical impacts in soil are present within the upper 3 m of fill material. However, deeper soil impacts were identified at the southern portion of the site where potentially

contaminating activities (PCAs) included: a former automobile salvage yard, underground piping and the transfer of oils and coal tar product to and from railcars. Impacts from dissolved contaminants were widespread in groundwater across the First Parliament site as evidenced in both shallow overburden and deep bedrock groundwater.

Along with the dissolved contamination, a co-mingled plume containing multiple sources of non-aqueous phase liquids (NAPLs) was encountered at the southern portion of the First Parliament site. The co-mingled plume contained coal tar (a dense contaminant or DNAPL), hydraulic oils and motor oils that are light or LNAPLs. Through the co-mingling, constituents of light and dense contaminants are observed at varying depths across the site.

The investigations conducted in 2015 provided a better understanding of the distribution of con-



107. General Environmental Conditions in the Local Context



taminants in the overburden materials, including mapping of the NAPL plume. Results confirmed that NAPL was present only at the south part of the site. Drilling into the bedrock confirmed that bedrock weathering has produced deep fractures which have allowed the penetration of contaminants below the deepest monitoring wells (approximately 15 m below grade).



108. Extent of Petroleum-based Free-product Plume

## ENVIRONMENTAL REGULATIONS

Due to the prevalence of contamination in urban areas and elsewhere, the Province of Ontario stepped in many years ago to control the development and use of affected lands. Aimed at protecting public health and safety, legislation was established to ensure that the identification, investigation and mitigation of suspected problem sites followed rigorous procedures.

### Environmental Protection Act (Ontario)

In Ontario, the Environmental Protection Act, 1990 (EPA, 1990) is the overriding legislation governing the environmental condition of a property. With regards to contamination of soil, groundwater and sediment of a property, Part XV.1 of EPA 1990 is implemented through Ontario Regulation 153/04 "Record of Site Condition", which is administered by the Ministry of Environment and Climate Change (MOECC).

### Record of Site Condition

A Record of Site Condition (RSC) is a public document filed in the Environmental Bill of Rights Registry. The RSC testifies that the quality of soils and groundwater complies with applicable site condition standards (SCS) commensurate with the sensitivity of the proposed development. Part XV.1 of EPA 1990, further clarified by O.Reg. 153/04, prohibits a change in use of a property to a more sensitive use, unless a Record of Site Condition is filed in the Environmental Site Registry.

In this regard, there are three classes of use:

1. Most Sensitive: Agricultural or Other;
2. Less Sensitive: Residential, Parkland, Institutional;
3. Least Sensitive: Industrial, Commercial, Community.

Under the regulations, there is no requirement to file a RSC for a property where changes in use are to an equivalent or less sensitive class.

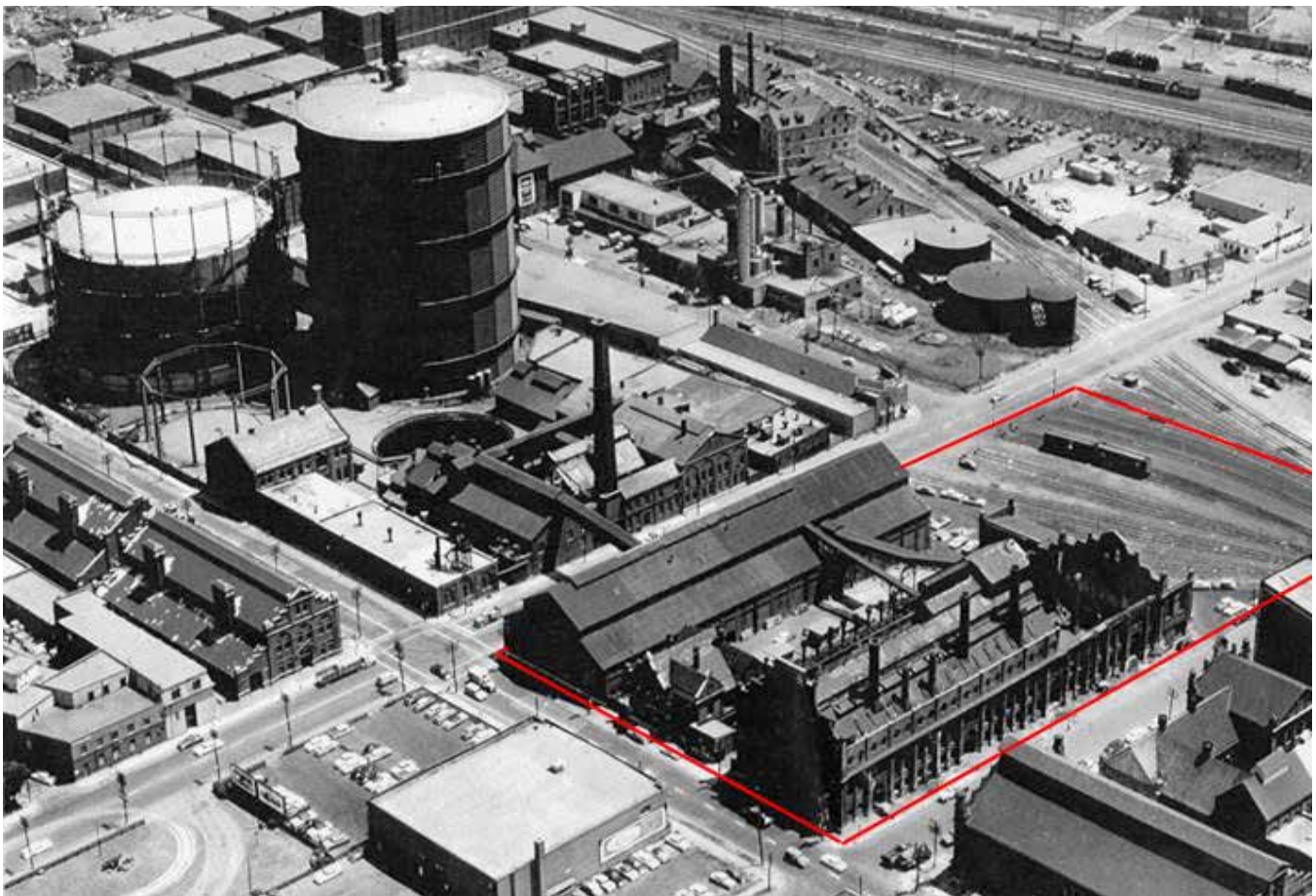
In circumstances where a property changes to a more sensitive use, Part XV.1 of EPA 1990 requires that Contaminants of Concern (COC) on a property meet site condition standards (or standards specified in a risk assessment) applicable to the new use.

Where contaminants exist in soil, groundwater and/or sediment within a property at concentrations that exceed the applicable site condition standards for

a proposed use, a RSC may only be filed if either or both of the following scenarios are observed:

1. Contaminant concentrations meet site-specific standards, as derived by a Risk Assessment; or
2. Contaminant concentrations are reduced to within the applicable site condition standards or standards specified in a risk assessment (i.e. remediation of impacted areas), or appropriate risk mitigation through deployment of a Risk Management Plan (RMP).

For First Parliament, the RSC process would add significant time and cost to the environmental



109. Consumers' Gas Station A

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investigation practices as several iterations of investigations and MOECC reviews may be required to achieve complete delineation.

If the RSC process is not required or followed, development can proceed within industry accepted practices through the conduct of a due diligence risk assessment.

### **Due-Diligence Risk Assessment**

A Due-Diligence Risk Assessment (DDRA) is initiated by the property owner (the City of Toronto in the case of the First Parliament site) to safeguard construction workers, visitors and site users. A DDRA can be undertaken in cases where contamination remains at a site, but is not governed by provincial regulatory requirements. The DDRA will identify the risks that are to be addressed by a Risk Management Plan (RMP) including risks to construction workers and the public.

### **Risk Assessment**

In lieu of a complete or partial site remediation, a risk assessment study can be undertaken to demonstrate that the level of risk to human health and the environment from contaminant levels in the soil and/or groundwater is acceptable or can be mitigated through approved engineering control measures.

### **Certificate of Property Use**

The Certificate of Property Use (CPU) is a document prepared by the MOECC through the RSC filing process that is attached to the title of a property to ensure the continuing safety of users, visitors, and workers. It limits the use of the property to that which is specified, and details any risk management protocols that are imposed on the property.

A Certificate of Property Use is attached to the pro-

vincial property at 265 Front Street East. As such, any modifications to the building or property need to comply with the protocols defined by the CPU. Modification of an existing CPU (to accommodate a new, more sensitive use) will require a new Risk Assessment (to O.Reg. 153/04 standards) and Risk Management Plan, unless contamination is shown to be compliant with current standards or is remediated (either or both requiring an Updated Phase Two ESA Report to O.Reg. 153/04 standards).

It is anticipated that such an update will command more onerous design specifications than those currently enforced by the CPU. For instance, the MOECC's draft Health-Based Indoor Air Quality Criteria (2013) would apply for the Air Monitoring Program which are stricter than the risk-based criteria specified by the existing CPU.

### **Risk Management Plan**

A Risk Assessment will identify risks to human health and ecology as a result of contaminants that remain in soil and groundwater beneath the site. If remediation is not undertaken to mitigate those risks, a "Qualified Person" will oversee the preparation of a Risk Management Plan (RMP) with measures necessary to safeguard against those risks, given the site's intended use.

In situations where a RSC is to be filed for a site within which contamination remains, the Risk Management Plan, along with the Risk Assessment and Environmental Site Assessments will be issued to the MOECC for review. This serves as a pre-submission to filing a Record of Site Condition (RSC) for a specified use and the engineering controls incorporated in a CPU.

### **Soil Management Plan**

A Soil Management Plan (SMP) will be a requirement of proposed changes to O.Reg. 153/04. The SMP will provide for controls during construction/

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development that detail protocols to be implemented with regards to safe soil handling, including storage, importation, exportation, and disposal of contaminated soils.

### **Involvement of the MOECC**

There are three mechanisms by which the MOECC may become involved in the redevelopment of the First Parliament site:

1. If a use of increased sensitivity (e.g., parkland) is proposed for portions of the site, a RSC may be required to be filed in the Environmental Site Registry;
2. Hazardous or leachate toxic waste is discovered on site that would require removal, as directed by the MOECC;
3. A human health/environmental concern is flagged at an off-site property which is attributable to the site.

In the event that a parkland use is proposed, a RSC will be required. In order to successfully file a RSC, additional soil and groundwater investigations and a risk assessment would be necessary, which may call for some intrusive soil cleanup excavations.

## **SITE REMEDIATION OPTIONS**

Protecting the public from exposure to contaminated soils and groundwater is a high priority, and will be an important consideration in the planning and development of the First Parliament site. The primary mitigating measures, described below, are well-established techniques that have been widely employed throughout downtown Toronto and beyond.

### **Excavation and Removal**

The surest way of dealing with contaminated soils is to excavate and dispose of the material.

Excavation/removal of contaminated material is very costly and closely regulated. Excavated material must be handled and transported carefully, and must be disposed of at specially approved and licensed facilities.

At the First Parliament site, this method would result in the loss of the archaeological record, which is generally located close to the surface.

The advantage of this method is, however, that the site could be considered as a “clean slate”, with maximum flexibility for future development.

### **Soft Cap**

An effective and more economical way of dealing with contamination (on a site intended to be developed as open space) is to cover it with clean fill, usually to a depth of about 1.5 metres. In this way, the contaminated materials can be left in place, while eliminating risks to future users.

The challenge with this approach is that the finished grade of the site is elevated by at least 1.5 metres. This can cause issues for accessibility and visibility, and may be inconsistent with fundamental site planning objectives such as maintaining a strong site/street relationship.

It should be noted that the City of Toronto’s *Policy for Accepting Potentially Contaminated Lands to be Conveyed to the City* under the Planning Act stipulates a minimum soft cap thickness of 1.5 m and that all new or replaced utilities constructed below the cap must be placed within a clean corridor of un-impacted material.

### **Hard Cap**

A second isolation option is a hard cap, which basically involves paving over the contaminated soils. Pavements need to be specially designed to provide the necessary isolation, but they can be



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finished with decorative pavements to suit urban design objectives.

### **Building Siting and Design**

The existing environmental conditions of the site may place some restrictions on the location of new building structures. Typically, approval will not be granted for buildings located within or near areas with free product plume, as foundations could penetrate the fill materials and create an enhanced migration pathway for contaminants.

Typically, new buildings will be fitted with passive venting systems, vapour barriers and air monitoring systems to isolate airborne contaminants and ensure the safety of occupants. This is currently the case with 265 Front Street East.

## **RECOMMENDATIONS**

The measured concentrations and observed distribution of contamination at the south portion of the First Parliament site will require additional investigations for full delineation of contamination to support the filing of a RSC. This investigation would require innovative techniques, such as the use of the TarGOST system to characterize the movement of the NAPL associated with coal tar contamination and delineation of contaminants that have migrated in bedrock.

On the other hand, the observed contamination at the north end of the First Parliament site can be delineated through well-understood conventional investigation methods. However, delineation of deep groundwater impacts at more than 15 m depth will require additional investigation and groundwater monitoring on the north part of the site.

Although the RSC process would require complete delineation, the available information is sufficient to

identify the worst case conditions and proceed with a due-diligence risk assessment. This approach would need subsurface vapour data in the areas where buildings will be constructed. This data could be obtained after the risk assessment is initiated and once design parameters are confirmed. The risk assessment would be conducted to industry accepted standards that would be publicly defensible and would plan for remediation of hot spot contamination zones, treatment of contamination at the property boundaries, and design of risk management measures for the site.

In terms of planning for the future use of the First Parliament site, the following are offered for consideration:

- Avoid developing the most contaminated (southern) portions of the site for parkland use.
- Develop open space in association with Community building uses (such as a library) as it may not be subject to the same controls as "Parkland".
- Since the regulations apply to specific properties only, establish separate legal properties if new parkland is to be included in the site redevelopment.
- Concentrate intensive building development in the northern portions of the site to avoid the most severe contamination, which is in the southern portions of the site.
- Only complete ESAs and Risk Assessments in full regulatory compliance with O. Reg. 153/04 for portions of the site to be developed as parkland.
- Complete ESAs and Risk Assessments for the remainder of the site for environmental due-diligence purposes in accordance with sound science and industry best practices.
- Establish a development schedule that provides the time required to obtain the necessary environmental permits and carry out remediation if required.

## **Appendix 5**

# **Planning Context**

# Planning Context

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## SUMMARY

The following planning analysis provides a preliminary overview of the evolving development context in close proximity to the First Parliament site as well as the dynamic and complex policy landscape that applies to the site and the surrounding area.

The First Parliament site is situated in a neighbourhood with both significant heritage value and intense development activity. In the King-Parliament neighbourhood, the majority of proposed development applications are residential. In the nearby West Don Lands, community facilities, including child-care centres, schools and a recreational facility are planned. The waterfront is also experiencing significant change.

Based on the policy review, the following planning directions provide a framework for ongoing analysis and planning of the First Parliament site.

### Land Uses:

- A broad range of uses are permitted on the site, including community, residential, commercial, institutional, cultural and arts facilities, and parks.
- A library is permitted and encouraged on the site. This is confirmed in the Toronto Public Library 2021-2030 Capital Plan and the TOcore CS&F Study, which reference the relocation and expansion of the St. Lawrence Library Branch to the First Parliament site.

### Urban Design:

- Massing and urban design are the key considerations for development in the King-Parliament area, not density.
- There is a strong desire for public realm improvements, parks and/or open spaces on the site. This is reflected in the 2010 Council direction to study if the entire site should be rezoned for a park. If a park is to be considered, environmental remediation would need to be taken into account.

- Both Berkeley and Parliament Streets are 'special streets'. Parliament Street is special as it connects with the Distillery District and the waterfront. Berkeley Street is considered special for its small scale and fine grained character. City plans emphasize urban design, built form and massing that relates to the heritage context, particularly on the west side of Berkeley Street and in the Distillery District. The special character of these streets is to be reinforced.

## Archaeological Conservation

- The First Parliament site is archaeologically significant. Policies state that archaeological remnants should be conserved 'in situ'. If alternative approaches are pursued, archaeological resources may be subject to excavation. Understanding the implications of the different conservation options needs to be explored fully.

## Engagement

- Municipal and provincial policies deem engagement with stakeholders, the general public and other interested parties as essential in determining the heritage value of the site, and its future use and development.

## Environmental Remediation

- The site has been identified as being severely contaminated. The Official Plan promotes the clean-up and re-use of contaminated lands in the area. How the site is remediated and what uses will be permitted needs to be addressed.

## THE KING-PARLIAMENT AREA

The King-Parliament area has seen a tremendous amount of development activity and the introduction of a broad range of land uses over the past 20 years. In 1996, the Council of the former City of Toronto approved Part II Official Plan and Zoning By-law amendments aimed at rejuvenating the historic districts and encouraging investment in a

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broad range of uses in a manner that reinforces the historic built form, and the pattern of streets, lanes and parks. These objectives were implemented through the Reinvestment Area (RA) zoning, urban design guidelines and a community improvement plan.

The planning framework initiated in 1996 has been broadly successful. There has been significant investment in King-Parliament through new construction and conversions of existing buildings to house a vibrant mix of uses including residential development.

## **PROVINCIAL POLICY CONTEXT**

A dynamic and complex planning policy framework accompanies the fast-paced development activity occurring in the area.

### **Ontario Heritage Act (OHA)**

The Ontario Heritage Act is the key piece of legislation for the conservation of heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources within municipal boundaries. This is largely achieved through designation of individual properties under Part IV, or designation of Heritage Conservation Districts (HCD) under Part V. The properties that make up the First Parliament site are designated under Part IV. The OHA also defines the licensing and inspection for archaeological fieldwork.

### **Provincial Policy Statement (PPS), 2014**

The PPS establishes the policy foundation for regulating the development and use of land in Ontario.

Section 2.6 includes policies related to Cultural Heritage and Archaeology. This includes reference

to the conservation of significant cultural heritage landscapes, the promotion of archaeological management plans and cultural plans, and the need to engage with Indigenous communities.

### **The Growth Plan of the Greater Golden Horseshoe, 2017**

The Growth Plan policies promote the integration of land use and infrastructure planning. The Plan includes policies that state that cultural heritage resources will be conserved particularly in strategic growth areas. Stakeholders, including Indigenous communities, are to be consulted on the management of cultural heritage resources, and municipalities are encouraged to prepare archaeological management and cultural plans.

## **THE CITY OF TORONTO OFFICIAL PLAN**

Adopted by City Council in November 2002, the majority of the new Official Plan for the amalgamated City of Toronto was brought into effect on issuance of an order by the Ontario Municipal Board on July 6, 2006. The most recent consolidation of policies is in effect as of June 2015, which includes updates to heritage policies.

### **Shaping the City (Chapter Two)**

The strategic direction for growth management underlying the Official Plan is re-urbanization, aligned with the broader provincial policies.

The First Parliament site is located within the “Downtown”. Relevant policies aim to ensure that the Downtown remains a healthy and attractive place to live and work by encouraging development that builds on both the strength of the Downtown as a premier employment centre in the Greater Toronto Area and provides a range of housing opportunities. The Downtown policies seek to



maintain and improve the public realm, and emphasize the protection of architectural and cultural heritage.

**Building a Successful City (Chapter Three)**

The Official Plan establishes policies to promote a high quality built environment, including specific policies for the public realm, built form, public art and heritage conservation.

These policies address:

- the protection and adaptive re-use of properties of cultural heritage value, both with privately owned and City-owned buildings;

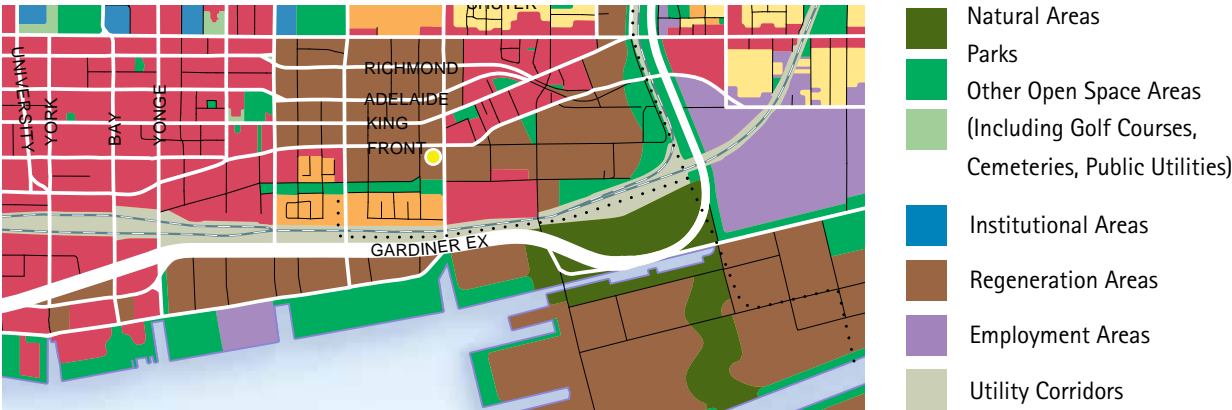
- the need for collaboration with indigenous stakeholders;
- raising heritage awareness including neighbourhood initiatives, educational programming and commemoration of lost historical sites;
- the identification and management of Heritage Conservation Districts;
- the management, conservation and interpretation of archaeological resources.

**Land Use Designation (Chapter Four)**

The First Parliament site is designated as Regeneration Areas on Map 18 of the Official Plan. The Regeneration Areas designation is intended



110. City of Toronto Official Plan Map 2 - Urban Structure



111. City of Toronto Official Plan Map 18 - Land Use

to help attract investment, retain heritage buildings and structures and bring life to the streets in areas where former uses are in decline. Official Plan Amendment No. 304, which was adopted by City Council in 2017, amended Map 18 by redesignating the Toronto Parking Authority parking lot at 44 Parliament Street to “Parks”.

The Official Plan lays out the framework to unlock the potential of Regeneration Areas by directing growth to these parts of the City. The Plan sets out policies encouraging the re-use of existing infrastructure and buildings, improvements to the public realm, and the environmental clean-up and re-use of contaminated lands.

### Community Services and Facilities

The Official Plan emphasizes the need for coordinated planning efforts to maintain and improve community services and facilities, both in established neighbourhoods that are underserved and in areas experiencing growth.

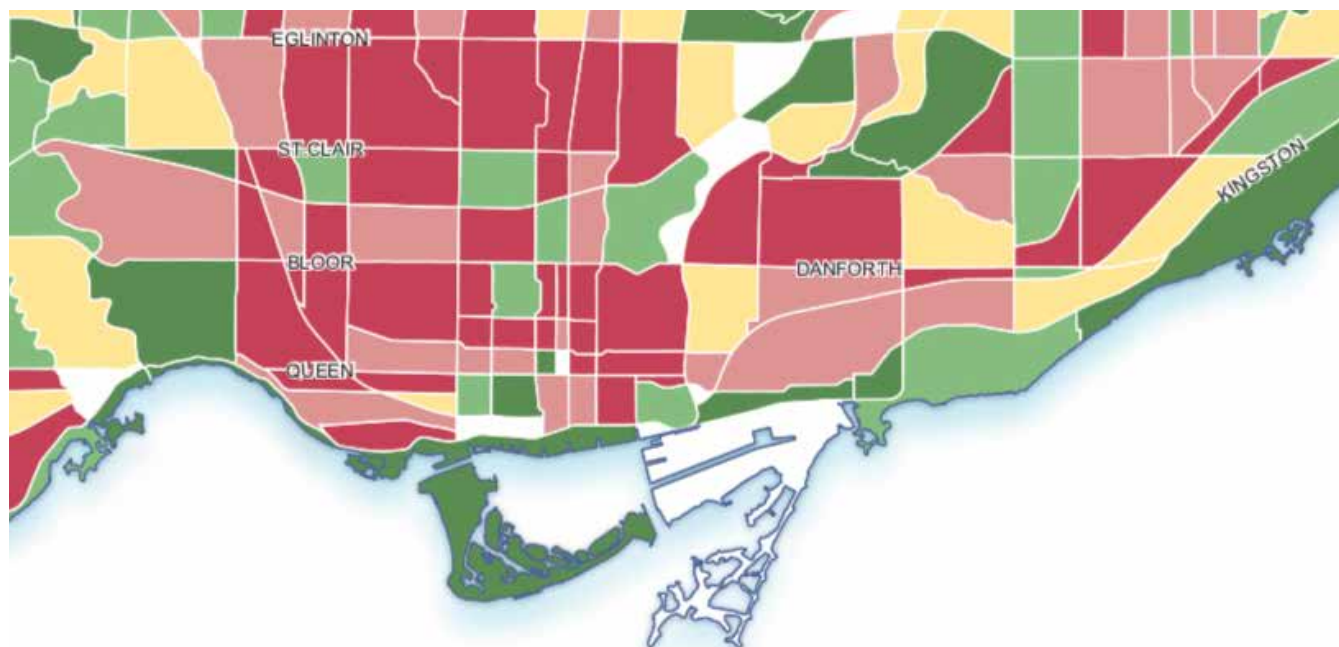
### Parks and Open Spaces

According to the Official Plan Map 8B, the First Parliament site is located in an area of “low parkland provision”. This parkland provision methodology is based on local parkland area per 1,000 people.

The acquisition and development of new parkland depends on a range of factors including the amount of existing parkland, the quality of existing parkland, existing amenities and facilities, population and demographic changes, and anticipated development.

### LOCAL PLANNING POLICIES

Emerging from the Official Plan, a series of planning studies and policies have been developed to guide the detailed development and improvement of local neighbourhoods and communities.



112. City of Toronto Official Plan Map 8B- Local Parkland Provision

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## Official Plan Designation and Site Zoning

The First Parliament site is designated as Regeneration Area and Parks in the Official Plan.

In 2017 City Council, through Official Plan Amendment No. 304, redesignated the Toronto Parking Authority parking lot at 44 Parliament Street from Residential to Parks. The rationale for the Parks designation was to expand the public realm by providing additional park land and to improve north-south connections between David Crombie Park to the south and the First Parliament site. This was done in response to community engagement and feedback for a high quality and connected public realm and for the expansion and improvement of parks in the King-Parliament area.

The First Parliament site was originally zoned Reinvestment Area (RA) and R3 Z2.5 by Zoning By-law 438-86. This zoning was updated in May 2021 as part of the King Parliament Secondary Plan review. The southern portion of the First Parliament site (at 44 Parliament Street – the existing Toronto Parking Authority parking lot) is zoned OR (Open Space – Recreation) and the remainder of the site is zoned CR (Commercial Residential).

### King-Parliament Secondary Plan

In May 2021, City Council updated the King Parliament Secondary Plan and Zoning By-law in response to a multi-year review of the King-Parliament Secondary Plan.

The purpose of the review was to build on the planning framework of the Downtown Plan and provide specific direction on built form, heritage and the public realm.

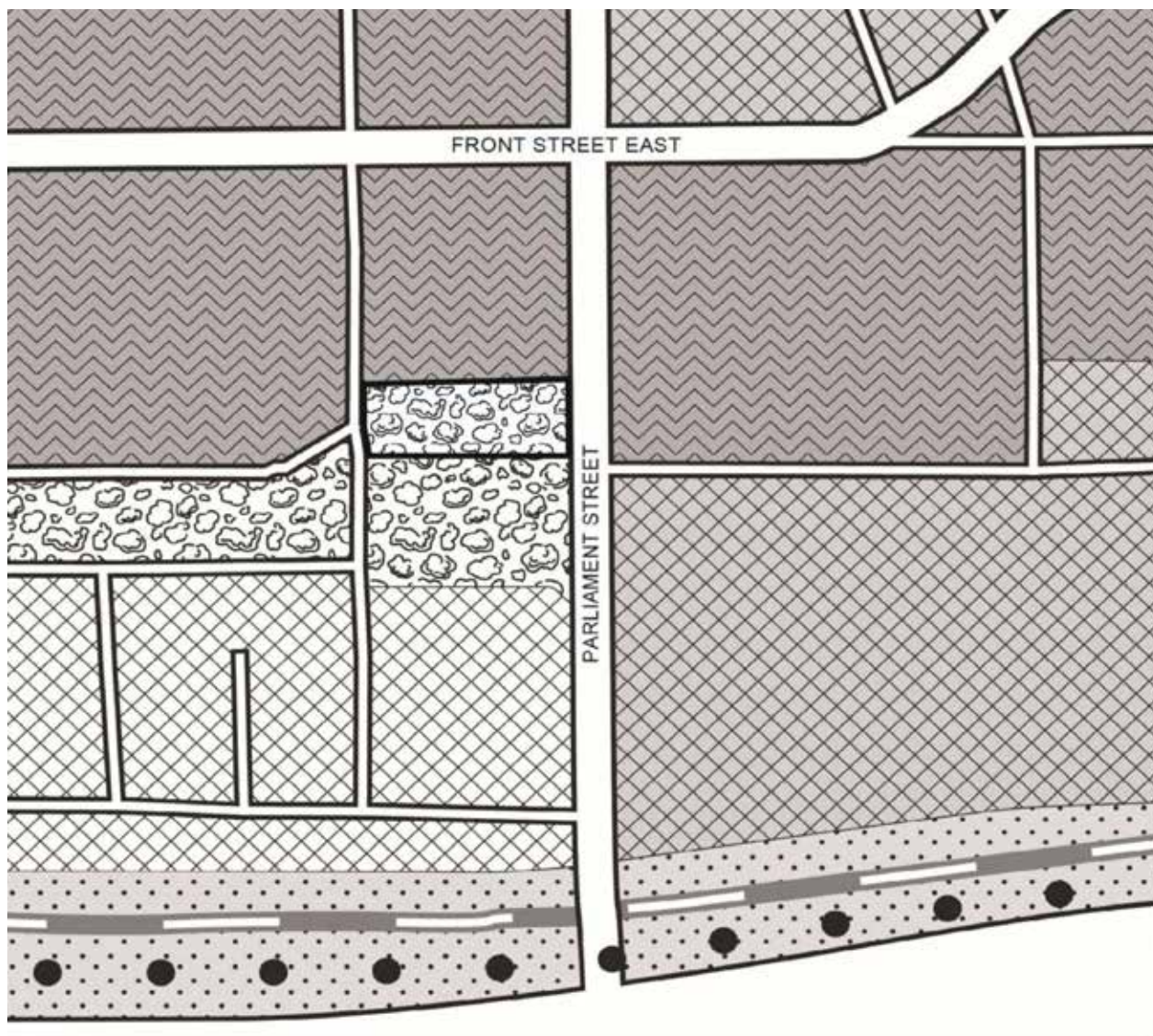
The First Parliament site and Parliament Square Park is identified as a Public Realm Big Move. These are areas where there are to be public realm

expansion and improvements and opportunities for place-making, heritage interpretation and enhanced connectivity with adjacent sites.

With respect to the First Parliament site, it will be developed in a manner appropriate to support its role as a public community resource and will be configured to accommodate services and amenities for the growing number of residents, workers and visitors in the area. Development of the First Parliament site will be guided by a master plan based on the following policy objectives:

- retaining key archaeological resources in situ;
- identifying opportunities for heritage interpretation through holistic public realm and building design to reveal all layers of the site's history;
- establishing a design character that is sympathetic to the site's heritage while reflecting the contemporary time;
- developing a complete and connected public realm framework that identifies opportunities to create new parks, public open spaces and enhanced streetscaping initiatives appropriate to the historic importance of the site and area; and
- capitalizing on the site's prominent location facing Front Street East and Parliament Street to convey through design the historic significance of the site and to reinforce the character of these Great Streets.

The Secondary Plan and Zoning By-law updates are currently under appeal before LPAT.



## Official Plan Amendment #304

Revisions to Land Use Map 18 to Redesignate lands from Regeneration Areas to Parks

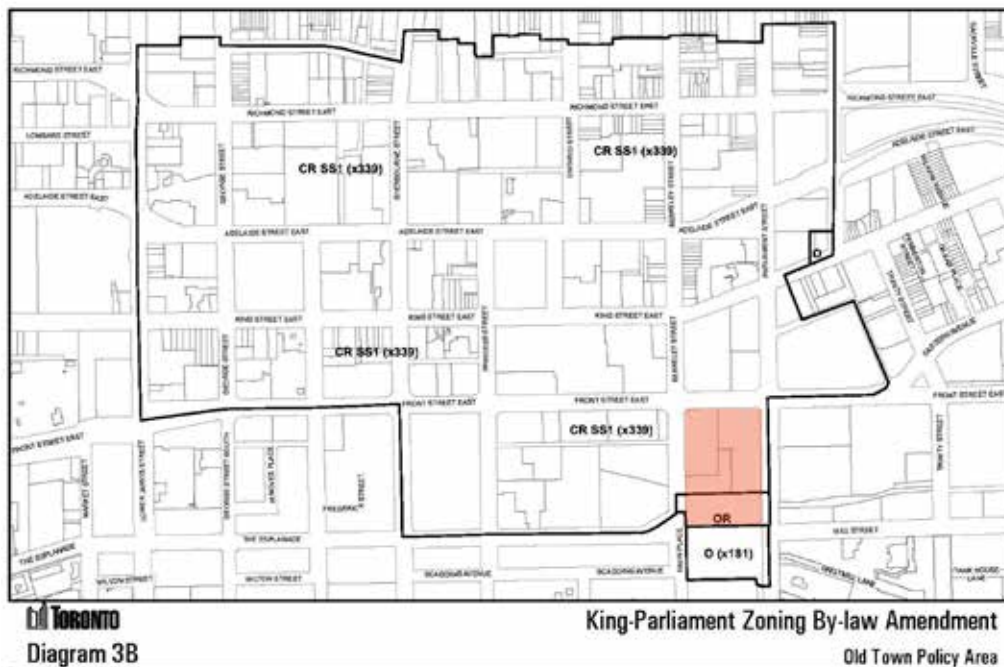
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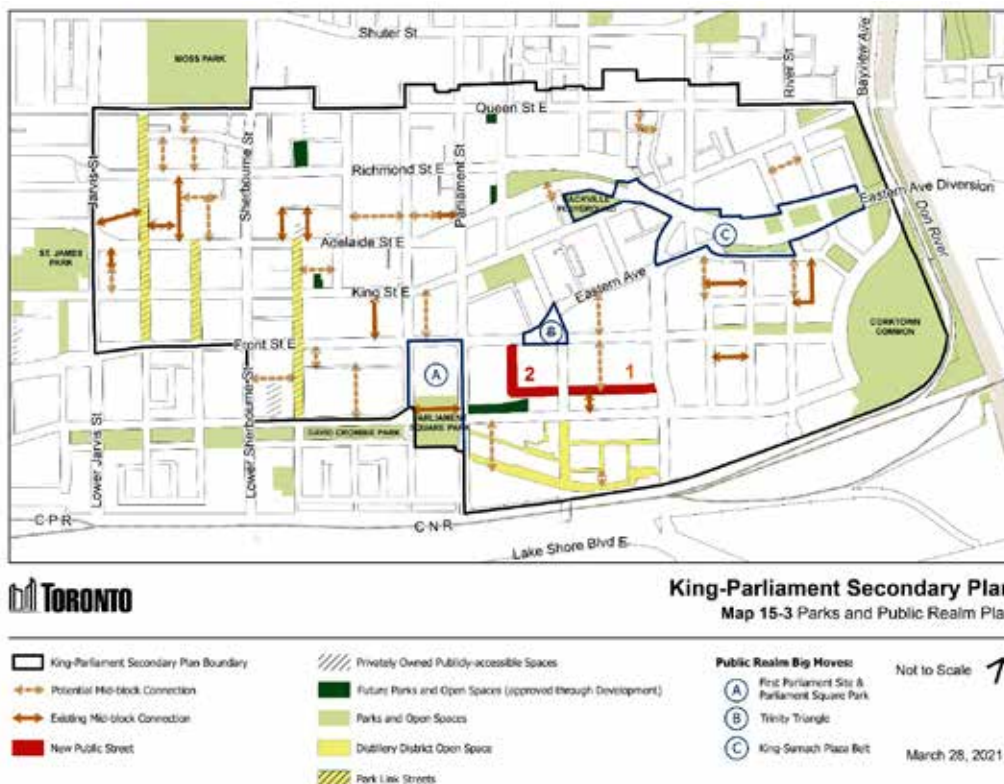
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113. Official Plan Amendment #304





114. King Parliament Secondary Plan - Zoning Bylaw Amendment



115. King Parliament Secondary Plan - Parks and Public Realm Plan

## TOcore Downtown Plan, 2019

Recognizing the significant amount of development occurring in downtown Toronto, City Planning initiated the TOcore study to examine how the downtown can grow as a liveable and sustainable urban community. The Downtown Plan provides direction on the scale and location of future growth. It also links this growth with infrastructure provision to ensure the creation of 'Complete Communities'.

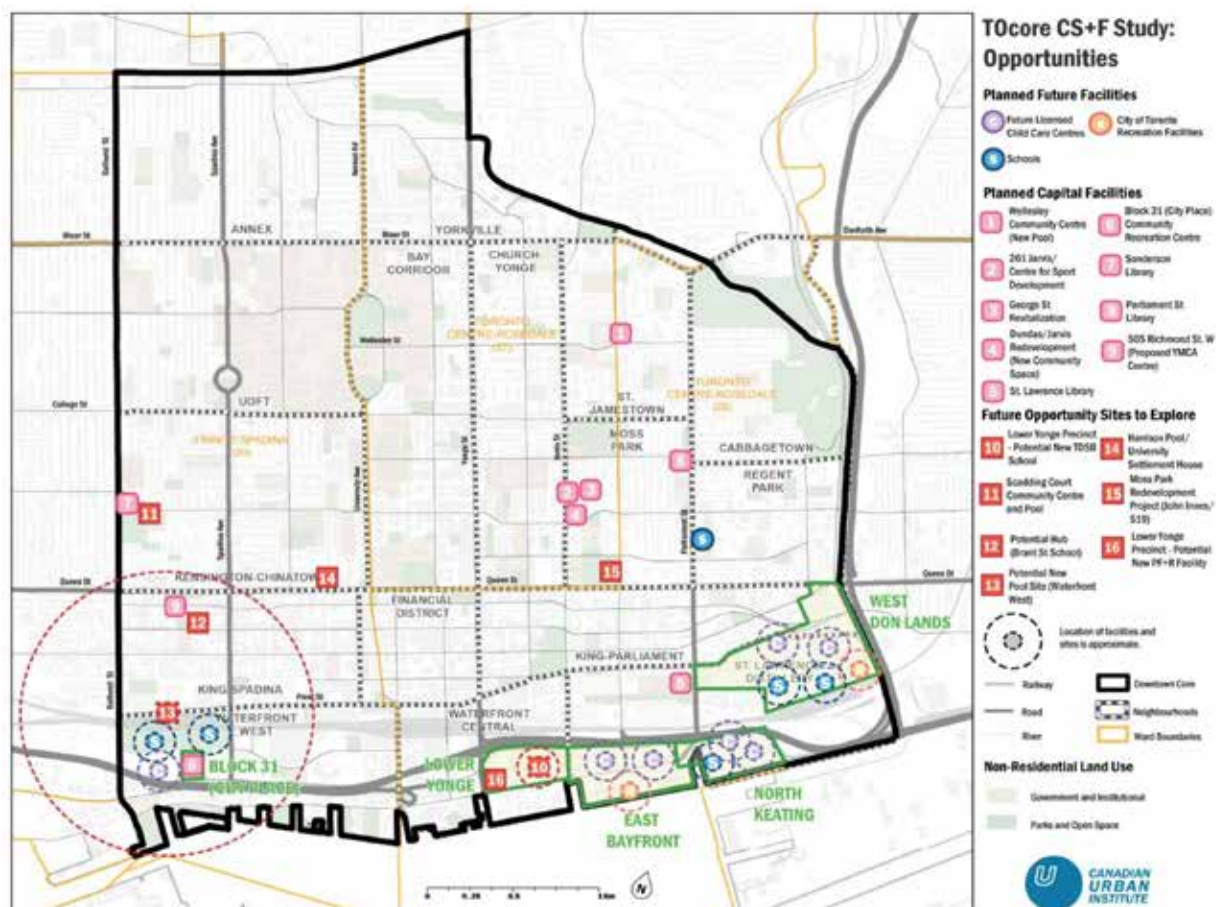
The Plan identifies the First Parliament site as part of a "Mixed Use Area 2" designation. These areas have a character and planned context that form an intermediate, transitional scale between the taller

buildings anticipated on some sites in Mixed Use Areas 1 and the predominantly mid-rise character anticipated in Mixed Use Areas 3.

Development in Mixed Use Areas 2 reflects a diverse range of building typologies that respect and reinforce the existing physical character of the neighbourhood, including massing, scale, density and building type.

## TOcore CS&F Study

The TOcore CS&F Study identifies the need for affordable, appropriate and accessible community space as a key priority. The study includes an



116. TOcore CS&F Study Opportunities Map

‘Opportunities Map’, which identifies planned future facilities, capital facilities and future opportunity sites to explore.

In the King-Parliament area, the study identifies priorities for a larger library and additional child-care spaces. The ‘Opportunities Map’ shows plans to address these priorities. The First Parliament site is identified as a future capital facility location for the St. Lawrence Library.

### **TOcore Parks and Public Realm Plan**

The TOcore Parks and Public Realm Plan deal with the development of a liveable and interconnected public realm that includes a full range of streets, parks and related facilities to serve the social, recreational and community needs of residents and visitors to the city.

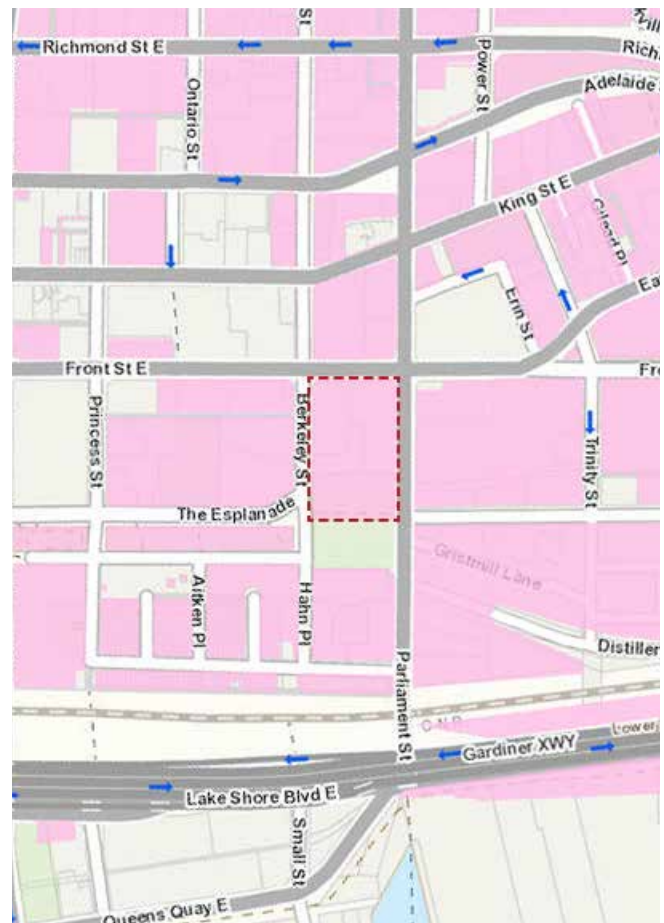
The Downtown Parks and Public Realm Strategy Summary lists both Parliament Street and Front Street as two of twelve great streets in the downtown. Great streets have city wide and civic importance with a diverse character and hold cultural and historical significance which make them destinations as they are lined with landmark buildings, historic fabric and important public spaces.

### **Archaeological Management Plan, 2004**

The City of Toronto Archaeological Management Plan identifies the areas of archaeological potential using GIS-based mapping framework.

Areas are identified based on their pre-contact and historic potential. The presence of archaeological resources has been identified on the First Parliament site. Interventions on the site will require Stage 3 and 4 assessments.

It is perhaps not surprising that much of the former Town of York is classified as having archaeological potential.



117. Archaeological Management Plan (City of Toronto)

### **Heritage Interpretation Master Plan for Old Town Toronto, 2013**

The Heritage Interpretation Master Plan for Old Toronto is a strategy encouraging residents and visitors to discover and participate in the broad range of historic resources in the Old Town.

The master plan proposes an interpretive design approach through measures such as brand identity, signage/wayfinding, and interpretive signage and structures. The Plan puts forward key recommendations, including the establishment of area-wide built-form guidelines.

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### **Heritage Lighting Master Plan for Old Town Toronto, 2011**

The Heritage Lighting Master Plan for Old Town Toronto seeks to enhance the heritage, architecture, streetscapes and night environment of Old Town Toronto while providing a safe, effective and sustainable urban place for the entire community. Recommendations address streetscape lighting, increasing appreciation of the heritage and distinctive architecture, and creating an atmosphere that fosters historical interpretation and nighttime entertainment.

### **King-Parliament Design Guidelines, 2004**

The King-Parliament Urban Design Guidelines provide additional detailed built form and open space guidance. The report presents policies for the development of buildings, streets and open spaces that reinforce the historic character of the area.

### **Old Town Toronto Revitalization Action Plan, 2002**

The Old Town Toronto Revitalization Action Plan: (“Putting Old Toronto in the Spotlight”) was a clause of an Economic Development and Parks Committee report that was adopted by City Council.

The Action Plan recommends that the City conserve, enhance and celebrate the area’s heritage and other resources by encouraging investment, encouraging the implementation of interpretive plans and programs, and developing a heritage promotion strategy.

### **Old Town Toronto: A Heritage Landscape Guide, 2001**

A Heritage Landscape Guide for Old Town Toronto was produced by the Heritage Resources Centre of the University of Waterloo. The Guide identifies 16

key sites to raise awareness of the Old Town’s past and promote responsible decision-making for its future. The First Parliament site is identified as one of the most important sites in Toronto and Ontario.

### **King-Parliament Community Improvement Plan, 1997**

The King-Parliament Community Improvement Plan provides policies for redevelopment within the King-Parliament area, particularly with respect to improving physical identity and pedestrian amenity through improved paving materials and lighting.

The Plan specifically identifies the First Parliament site as a proposed Community Improvement Project that warrants commemoration and interpretation.





**Appendix 6**

**Public Engagement (Heritage  
Interpretation Strategy)**

# Public Engagement (Heritage Interpretation Strategy)

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## PROGRAM COMPONENTS

To support the development of the Heritage Interpretation Strategy a comprehensive engagement process was conducted. Between January and March of 2018, approximately 500 participants took part in the following activities: a public lecture, a subject matter experts workshop, a public roundtable meeting, an on-line survey, and a community walk. Additional one-on-one interviews were also conducted with key informants and subject matter experts.

The engagement process focused on uncovering and documenting the priorities, interests, and ideas for the site with the activities.

**1. Public Lecture:** The public engagement process for the Heritage Interpretation Strategy began with a public lecture, which was designed as a public learning event rather than a formal consultation session. The goals of the lecture were to announce the project and engage participants who might not otherwise have known about the site's history.

The lecture informed participants about the multi-layered history of the site and the purpose of the Heritage Interpretation Strategy as part of the overall master planning process.

**2. Experts Workshop:** This workshop brought together experts knowledgeable in the political and industrial history of the site, and in the social history of local neighbourhoods. The primary goal of this intensive, facilitated workshop was to refine the historical research completed to date by identifying possible gaps. The participants also developed a set of values to guide the development of the Heritage Interpretation Strategy. As examples, principles stipulated that the site should be: accessible to everyone, open to evolving continuously, diverse in terms of the stories it conveys and respectful in the way it represents history.

**3. Public Roundtable Meeting:** The facilitated public roundtable was an extension of the subject matter experts workshop. The public learned more about the history of the site and what heritage interpretation is. They also participated in two facilitated activities. The first was to identify gaps in the work to date, recognize areas of emphasis and help refine the work. This activity generated over 170 discussion points (new stories, people, ideas, historical information, etc.) highlighting narratives that would be of interest to the general public.

In the second activity, participants were introduced to the concept that heritage sites may not be able to share all of the possible heritage narratives that they have to offer and that curators often have to choose what to emphasize. These choices are defined by strategies and, more broadly, by a framework of values and principles. Participants were asked to identify their potential ideal experience(s), which produced over 140 discussion points to guide the project team in developing the Heritage Interpretation Strategy. Participants stated that the site should be accessible, community-oriented, educational, engaging and interactive.

**4. On-line Survey:** Based on the work completed during the experts workshop and the public roundtable meeting, the project team developed an on-line survey to broaden the scale and scope of participation in the overall engagement process and to provide an engagement point for those who could not participate in the in-person sessions. The questions served to identify more discussion points as well as motivations for visiting historical or heritage sites and how one would want to experience the First Parliament site.

**5. Community Walk:** The next engagement activity was a community walk that enabled participants to better understand the community in which the site is located and imagine the site's different historical eras.



118. First Parliament Public Lecture (DTAH)



119. First Parliament Public Walk (DTAH)



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## KEY FINDINGS

### Thematic Discussions

Large thematic categories and periods were identified to structure the discussions and consultation:

- Natural Geography;
- Indigenous Nations;
- First and Second Parliament;
- Home District Gaol;
- Consumers' Gas;
- Railways;
- Age of the Automobile.

### Natural Geography and Indigenous Occupation

Interest in the natural geography of the area and what the early landscape looked like before human settlement reflects just how much history the site has to tell. The site's physical evolution can be traced back to the last ice age. As the glaciers were retreating, the First Parliament site was submerged under 100 metres of water. The waters receded which left the site on the shores of Lake Ontario.

Although it's not always easy to imagine, many participants were captivated by this distant history. Fascinating to many was the fact that, in recent history, the shoreline of Lake Ontario ran right through the First Parliament site. There was also interest in the movement of the Toronto shoreline and connections to Toronto waterways (specifically to the Don River and Taddle Creek).

### Indigenous Nations

Indigenous history was one of the most popular narratives discussed by the participants. This interest was repeatedly observed across all engagement activities and was revealed in several open text responses from the on-line survey.

Specifically, there was interest with respect to

Indigenous stories and their potential relationship to the site; Indigenous contributions to the area (pre- and post-colonization); the negative treatment by settlers, colonists and government (British and Canadian) and Indigenous treaties and agreements that impact the region.

Many participants were also interested in learning about the lifestyles, culture and social structures of Indigenous Peoples in the area. Interest lay both with past eras and present circumstances.

### First and Second Parliament

The history of the First and Second Parliament buildings was the most important thematic focus for the majority of participants. Participants understood and appreciated the First Parliament site's importance to the heritage of the city, province and



120. First Parliament Public Workshop (DTAH)

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country. The majority of discussion and queries focused on the site's direct connection to the development of Toronto as a major metropolis and as a significant political, economic and cultural centre in Ontario and Canada.

Many participants agreed that the site is important for understanding the historical development of the city, province and nation and wanted to learn more.

Many participants were curious about the daily governance of Upper Canada and about the well-known people who influenced the formation of Toronto and Upper Canada. Participants were also interested in learning more about the daily lives and backgrounds of people who lived in the Town of York. This interest in the lives of ordinary people, including Indigenous Peoples, is one theme that

was observed in discussions regarding the Home District Gaol and Consumers' Gas.

### **Home District Gaol**

In the case of the Gaol, the leading narrative was an interest in learning the stories of the individuals who were incarcerated there. Participants wanted to understand why and how they ended up in the Gaol and the prison conditions. Also, participants were interested in the social history of the Gaol, especially since the justice system has changed extensively since then.

### **Consumers' Gas**

In the case of the Consumers' Gas narrative, participants were keen to learn not only about the economic history related to energy sources and urban



121. First Parliament Panel Discussion (DTAH)

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development, but also about who was working at the site and what their lives were like. Observed sub-themes include the labour history of the area, the industrialization of Toronto and the environmental impacts of the Consumers' Gas complex on the site.

### ***Railways***

The main narrative under this category is the importance of the railways in supporting the development of the site and the waterfront.

### **Age of the Automobile**

With the exception of the Consumers' Gas period, the age of the automobile has lasted the longest and continues to the present day. The primary narrative during this period was the role of cars in modern Toronto and how they contributed to the overall neglect of the area (i.e. presence of many parking lots, automobile related uses).

## Indigenous Engagement

One of the objectives of the Heritage Interpretation Study is to illuminate the history of the site so that its interpretation is authentic, relevant and inclusive of all audiences. In so doing, any consideration of the history of the site must extend beyond its physical boundaries and beyond the past 200 years.

There is no archaeological evidence to demonstrate that the First Parliament site was occupied or inhabited by Indigenous Peoples. However, there is evidence that the Don River and Ashbridges Bay, located not far from the First Parliament site, were used by Indigenous Peoples at the time of Simcoe's arrival. Therefore, the lack of specific documentation pertaining to the history of the First Parliament site prior to the Parliamentary era should not diminish its interpretative significance.

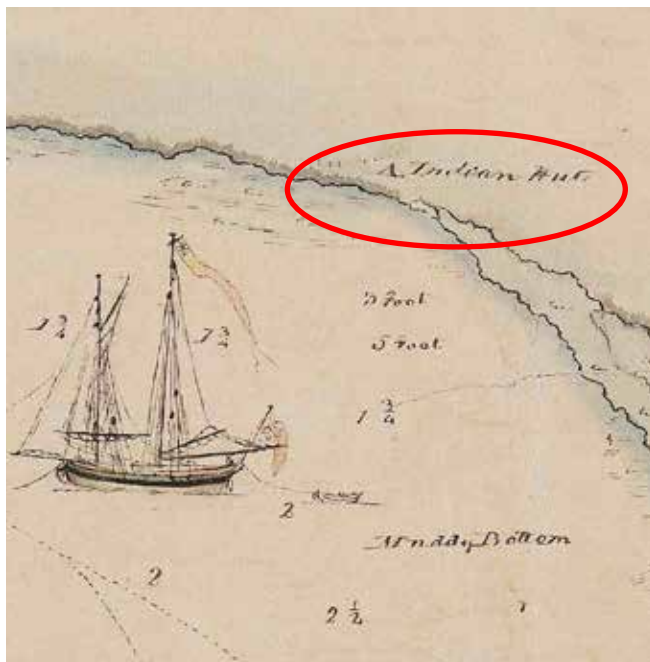
The project team reached out to representatives of the four Indigenous Nations whose histories are linked to the Toronto region. The purpose was to

gain insight into their perceptions of the site and its history, and to identify what stories they would like to tell through the interpretation of the site. The Nations contacted included the Wendat, Metis Nation, Mississaugas of the Credit First Nation, and Six Nations. Letters of introduction were followed up with email and telephone conversations.

These initial conversations covered a range of topics and identified stories and themes that show the continuing impact of historic events to the present day. One important theme concerned land claims and treaties, which was shared by representatives from the Mississaugas of the Credit First Nation. The project team's primary contact was Darin Wybenga, the community's Traditional Knowledge Keeper and Land Use Coordinator. Mr. Wybenga is a retired elementary school teacher who now represents the Mississaugas on various levels and manages the local library. He was generous with his time, extremely open and very knowledgeable about Canadian history in general and Indigenous history in particular.

One of Mr. Wybenga's primary insights concerned the land treaties, which governed the surrender of land in exchange for various goods and services, and sometimes money. Following the Royal Proclamation of 1763, land treaties could only be negotiated with the British Crown (The Parliament of Upper Canada and the British Crown were seen as "one and the same thing"). This, in effect, identified Indigenous Peoples as "Nations" equal to or even above local governments. Through land treaties negotiated with the British Crown, large swaths of land (previously claimed by the Mississaugas) exchanged hands through the 19th Century. Simply speaking, it was these treaties that enabled settlement on Indigenous lands.

Of relevance to First Parliament, the Toronto Purchase of 1787 (Treaty 13) involved the surrender of lands in the Toronto area to the British Crown.



122. "Indian Hut" identified near the mouth of the Don River (Bouchette, 1792)



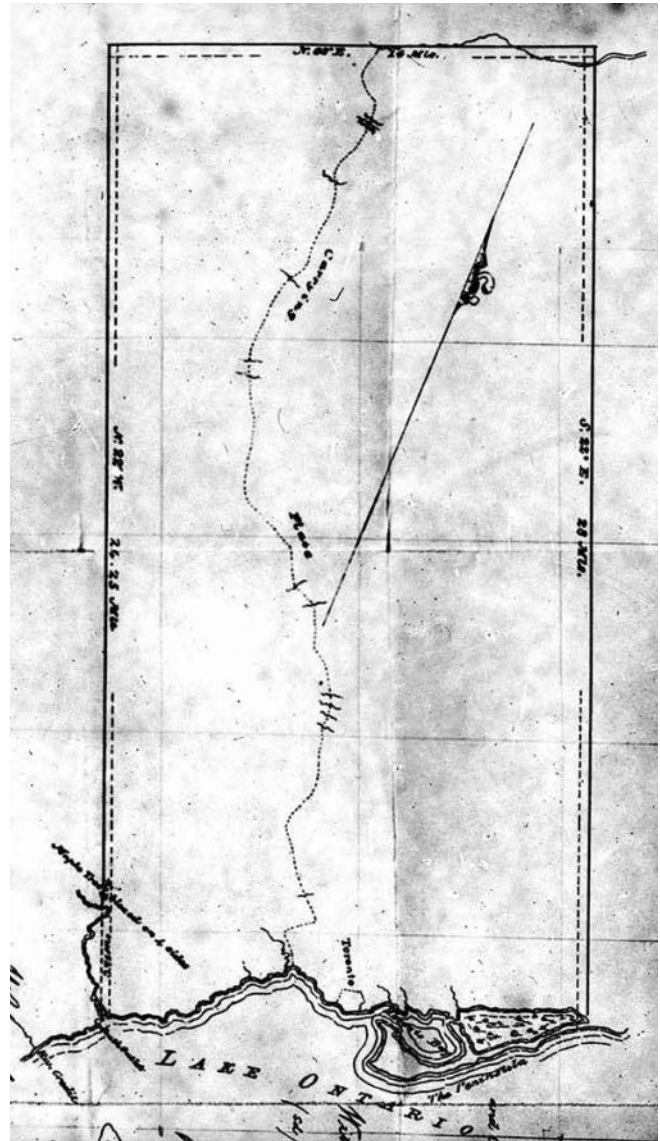
For various reasons, the agreement was disputed and revisited in 1805 in an attempt to clarify the area purchased. The agreement remained under dispute for the next 200 years. In 2010, a settlement was finally reached between the Mississaugas of the Credit First Nation and the Canadian Government.

The historic Indigenous/Crown debates continue to this day. The Mississaugas are continuing to advance petitions against the federal government concerning the Rouge River National Park and claims over water including lakes, rivers and ground water.

It should be noted that these conversations initiated by the project team for the Strategy mark the beginning of a process of building relationships and making connections with Indigenous Nations. The invitation to tell their own stories and articulate what the site means for them will be made again and again, recognizing that the collective history of a place emerges over time with each new encounter and each new conversation.

The First Parliament site offers many heritage interpretation opportunities. Whether through landscape and design elements, place making, site programming or the built environment, heritage interpretation can play a role in broadening our collective understanding of a place and time. This desire to learn about Indigenous history and Indigenous contributions to the area (both pre- and post-colonization) was evident in the public and stakeholder engagement workshops.

There is still a great deal to be uncovered. Moving forward, focused engagement and meaningful conversations with Indigenous Nations should continue through all future stages of the planning and development of the site.



123. Toronto Purchase Treaty No. 13, 1787/1805/2010 (Google)



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