

Heritage Inventory

**CULTURAL HERITAGE RESOURCE ASSESSMENT:
BUILT HERITAGE RESOURCES AND CULTURAL HERITAGE LANDSCAPES**

EXISTING CONDITIONS – PRELIMINARY IMPACT ASSESSMENT

**LOWER YONGE
CLASS ENVIRONMENTAL ASSESSMENT**

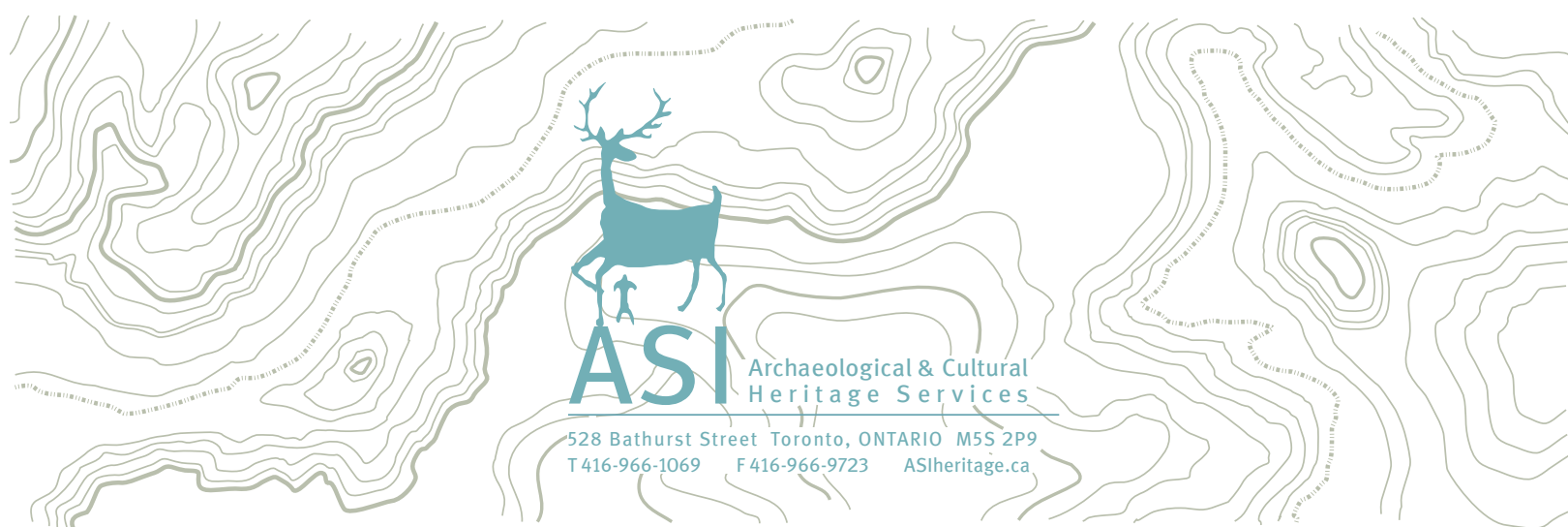
CITY OF TORONTO, ONTARIO

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EXECUTIVE SUMMARY

ASI was contracted by MMM Group (MMM) to conduct a Cultural Heritage Resource Assessment (CHRA) of the Lower Yonge Precinct as part of the *Municipal Class Environmental Assessment* Study and Public Realm Concept. The scope of the project includes completing Phase 3 and 4 requirements for the Schedule 'C' of the Municipal Class EA process.

Based upon a review of previous reports as well as historic and large-scale orthographic mapping, 18 previously identified Cultural Heritage Resources were located within or adjacent to the study area, as outlined below.

- one is designated under Part III.1 of the *Ontario Heritage Act* (CHR 2),
- seven are Designated under Part IV of the *Ontario Heritage Act* (CHR 5, CHR 11, CHR 12, CHR 13, CHR 14, CHR 15, and CHR 16),
- seven are Designated under Part V of the *Ontario Heritage Act* (CHR 4, CHR 5, CHR 6, CHR 8, CHR 9, CHR 17, and CHR 18),
- one is identified in the Lower Yonge Precinct Transportation Master Plan (CHR 3),
- one is identified under the Union Station Rail Corridor EA (CHR 7), and
- two are listed on the City of Toronto's Heritage Register (CHR 1 and 10).

Based on the results of background data collection and assessment of impacts of the study area and proposed development, the following preliminary recommendations were developed for the Lower Yonge Precinct EA. These recommendations may require revision once more detailed designs of the study area have been finalized and provided to ASI.

1. A proposed detailed design should be provided to ensure construction activities and development boundaries are consistent with these recommendations.
2. Where Cultural Heritage Resources are expected to be impacted through alteration to their setting, a resource-specific Cultural Heritage Impact Assessment should be conducted at the earliest possible stage of the detailed design stage, to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. A Heritage Impact Assessment should be conducted for CHR 1.
3. Should future work require an expansion of the Lower Yonge Precinct EA study area then a qualified heritage consultant should be contacted in order to confirm the impacts of the proposed work on potential cultural heritage resources. In particular, if direct or indirect impacts are proposed for CHR 2, CHR 4, CHR 5, CHR 8, CHR 9, and CHR 10 a property specific Heritage Impact Assessment should be completed for the individual property.



4. Once finalized, this report should be submitted to the Ministry of Tourism, Culture, and Sport (MTCS) and the City of Toronto, Heritage Preservation Services, for review and comment



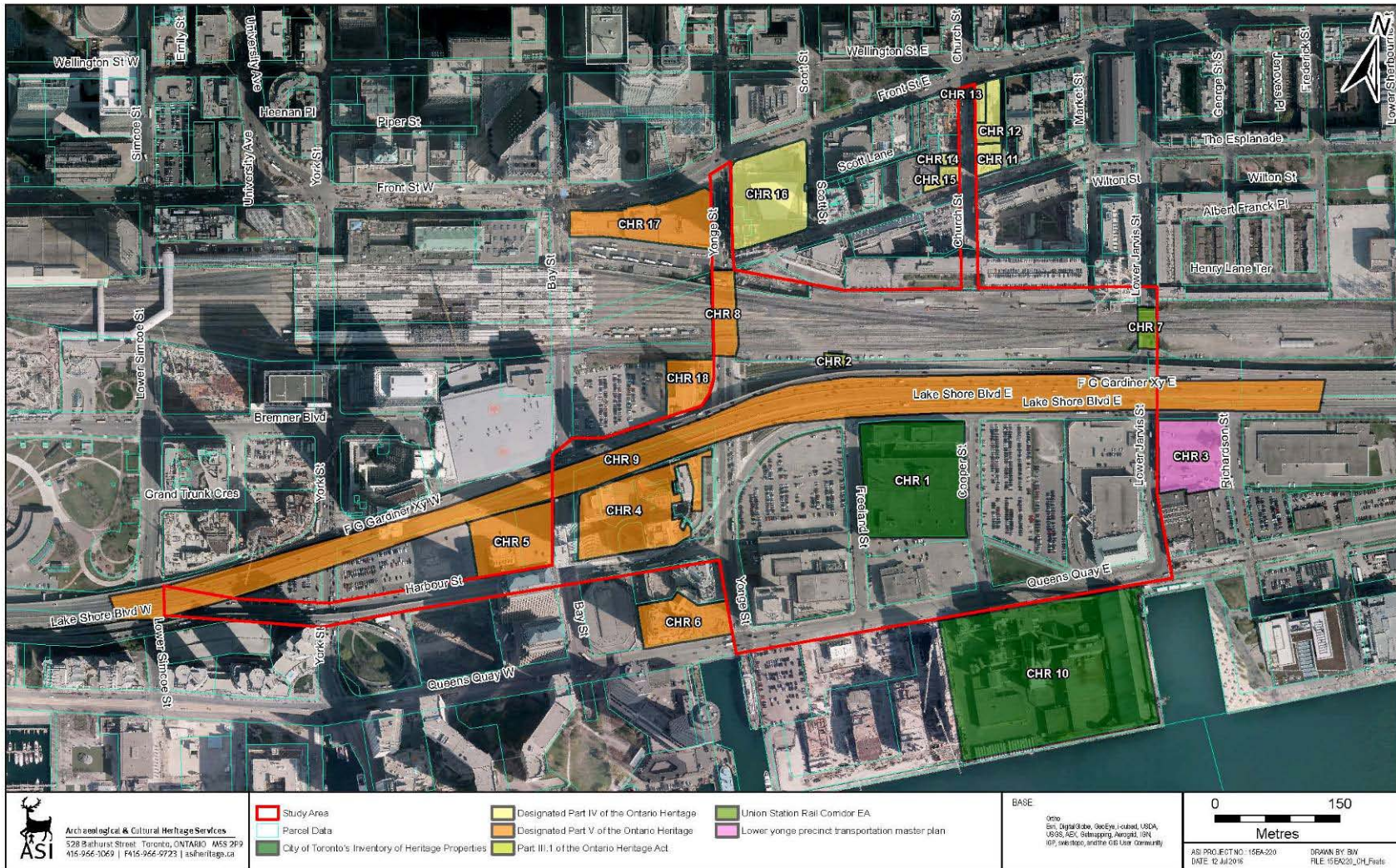


Figure 1: Location of identified cultural heritage

PROJECT PERSONNEL

| | |
|--------------------------------------|--|
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| <i>Cultural Heritage Specialist:</i> | Joel Konrad, PhD Cultural Heritage Specialist |
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| <i>Report Reviewer:</i> | Lindsay Graves, MA Cultural Heritage Specialist |



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1.0 INTRODUCTION

ASI was contracted by MMM to conduct a Cultural Heritage Resource Assessment (CHRA) of the Lower Yonge Precinct as part of the Municipal Class Environmental Assessment process. The scope of the project includes completing Phase 3 and 4 requirements for the Schedule 'C' as part of the Lower Yonge Precinct Transportation Master Plan (TMP) (Figure 1).

The purpose of this report is to present an inventory of existing Cultural Heritage Resources (CHR) and advise if further assessment is warranted based on the existing heritage assessments. The research carried out for this CHRA was conducted under the senior project management of Lindsay Graves, Assistant Manager of the Cultural Heritage Division, ASI.

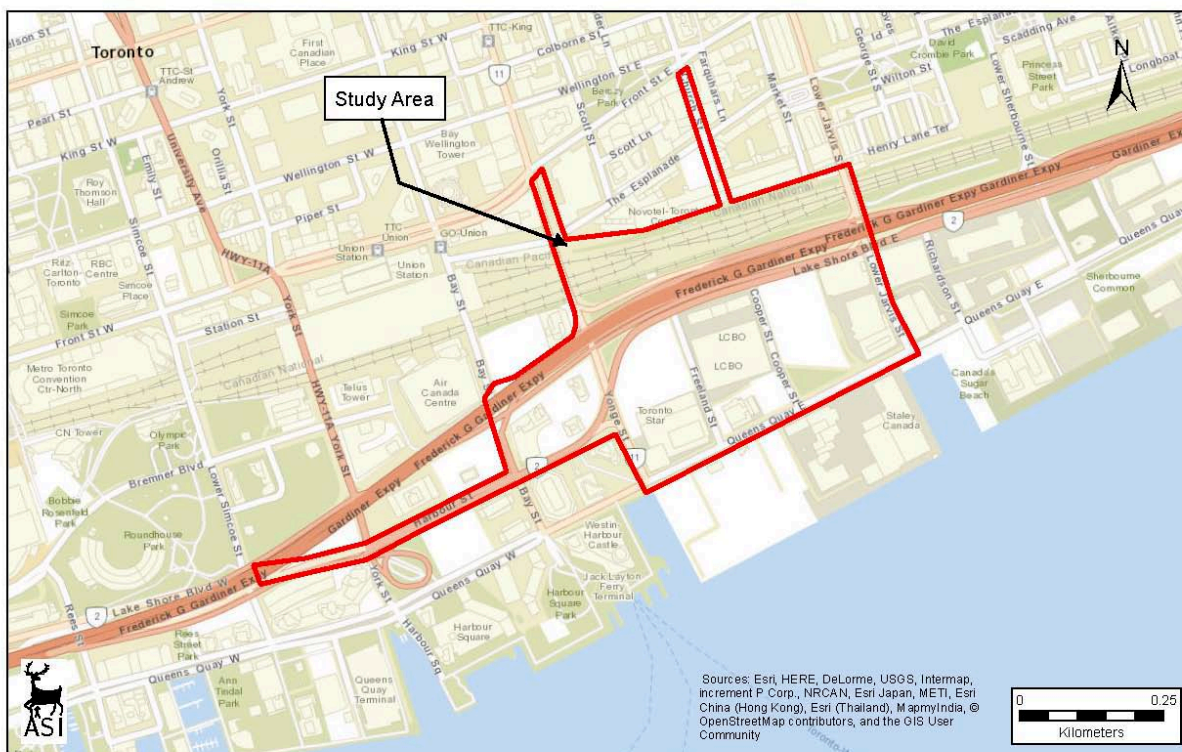


Figure 2: Location of the study area

Base Map:©OpenStreetMap and contributors, Creative Commons-Share Alike License (CC-BY-SA)

2.0 BUILT HERITAGE RESOURCE AND CULTURAL HERITAGE LANDSCAPE ASSESSMENT CONTEXT

2.1 Legislation and Policy Context

This cultural heritage assessment considers cultural heritage resources in the context of improvements to specified areas, pursuant to the *Environmental Assessment Act* (1990). This assessment addresses above ground cultural heritage resources over 40 years old. Use of a 40 year old threshold is a guiding principle when conducting a preliminary identification of cultural heritage resources (Ministry of Transportation 2006; Ministry of Transportation 2007; Infrastructure Ontario 2007). While identification of a resource

that is 40 years old or older does not confer outright heritage significance, this threshold provides a means to collect information about resources that may retain heritage value. Similarly, if a resource is slightly younger than 40 years old, this does not preclude the resource from retaining heritage value.

For the purposes of this assessment, the term cultural heritage resources was used to describe both cultural heritage landscapes and built heritage resources. A cultural heritage landscape is perceived as a collection of individual built heritage resources and other related features that together form farm complexes, roadscares, commercial centres, industrial facilities, and nucleated settlements. Built heritage resources are typically individual buildings or structures that may be associated with a variety of human activities, such as historical settlement and patterns of architectural development.

The analysis throughout the study process addresses cultural heritage resources under various pieces of legislation and their supporting guidelines. Under the *Environmental Assessment Act* (1990) environment is defined in Subsection 1(c) to include:

- cultural conditions that influence the life of man or a community, and;
- any building, structure, machine, or other device or thing made by man.

The Ministry of Tourism, Culture and Sport is charged under Section 2 of the *Ontario Heritage Act* with the responsibility to determine policies, priorities and programs for the conservation, protection and preservation of the heritage of Ontario and has published two guidelines to assist in assessing cultural heritage resources as part of an environmental assessment: *Guideline for Preparing the Cultural Heritage Resource Component of Environmental Assessments* (1992), and *Guidelines on the Man-Made Heritage Component of Environmental Assessments* (1981). Accordingly, both guidelines have been utilized in this assessment process.

The *Guidelines on the Man-Made Heritage Component of Environmental Assessments* (Section 1.0) states the following:

When speaking of man-made heritage we are concerned with the works of man and the effects of his activities in the environment rather than with movable human artifacts or those environments that are natural and completely undisturbed by man.

In addition, environment may be interpreted to include the combination and interrelationships of human artifacts with all other aspects of the physical environment, as well as with the social, economic and cultural conditions that influence the life of the people and communities in Ontario. The *Guidelines on the Man-Made Heritage Component of Environmental Assessments* distinguish between two basic ways of visually experiencing this heritage in the environment, namely as cultural heritage landscapes and as cultural features.

Within this document, cultural heritage landscapes are defined as the following (Section 1.0):

The use and physical appearance of the land as we see it now is a result of man's activities over time in modifying pristine landscapes for his own purposes. A cultural landscape is perceived as a collection of individual man-made features into a whole. Urban cultural landscapes are sometimes given special names such as townscapes or streetscapes that describe various scales of perception from the general scene to the particular view. Cultural landscapes in the countryside are viewed in or adjacent to natural undisturbed landscapes, or waterscapes, and include such land uses as agriculture,



mining, forestry, recreation, and transportation. Like urban cultural landscapes, they too may be perceived at various scales: as a large area of homogeneous character; or as an intermediate sized area of homogeneous character or a collection of settings such as a group of farms; or as a discrete example of specific landscape character such as a single farm, or an individual village or hamlet.

A cultural feature is defined as the following (Section 1.0):

...an individual part of a cultural landscape that may be focused upon as part of a broader scene, or viewed independently. The term refers to any man-made or modified object in or on the land or underwater, such as buildings of various types, street furniture, engineering works, plantings and landscaping, archaeological sites, or a collection of such objects seen as a group because of close physical or social relationships.

The Minister of Tourism, Culture, and Sport has also published *Standards and Guidelines for Conservation of Provincial Heritage Properties* (April 2010; Standards and Guidelines hereafter). These Standards and Guidelines apply to properties the Government of Ontario owns or controls that have cultural heritage value or interest. They are mandatory for ministries and prescribed public bodies and have the authority of a Management Board or Cabinet directive. Prescribed public bodies include:

- Agricultural Research Institute of Ontario
- Hydro One Inc.
- Liquor Control Board of Ontario
- McMichael Canadian Art Collection
- Metrolinx
- The Niagara Parks Commission.
- Ontario Heritage Trust
- Ontario Lottery and Gaming Corporation
- Ontario Power Generation Inc.
- Infrastructure Ontario
- Royal Botanical Gardens
- St. Lawrence Parks Commission

The Standards and Guidelines provide a series of definitions considered during the course of the assessment:

A provincial heritage property is defined as the following (14):

Provincial heritage property means real property, including buildings and structures on the property, that has cultural heritage value or interest and that is owned by the Crown in right of Ontario or by a prescribed public body; or that is occupied by a ministry or a prescribed public body if the terms of the occupancy agreement are such that the ministry or public body is entitled to make the alterations to the property that may be required under these heritage standards and guidelines.

A provincial heritage property of provincial significance is defined as the following (14):



Provincial heritage property that has been evaluated using the criteria found in Ontario Heritage Act O.Reg. 10/06 and has been found to have cultural heritage value or interest of provincial significance.

A built heritage resource is defined as the following (13):

...one or more significant buildings (including fixtures or equipment located in or forming part of a building), structures, earthworks, monuments, installations, or remains associated with architectural, cultural, social, political, economic, or military history and identified as being important to a community. For the purposes of these Standards and Guidelines, “structures” does not include roadways in the provincial highway network and in-use electrical or telecommunications transmission towers.

A cultural heritage landscape is defined as the following (13):

... a defined geographical area that human activity has modified and that has cultural heritage value. Such an area involves one or more groupings of individual heritage features, such as structures, spaces, archaeological sites, and natural elements, which together form a significant type of heritage form distinct from that of its constituent elements or parts. Heritage conservation districts designated under the Ontario Heritage Act, villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trails, and industrial complexes of cultural heritage value are some examples.

Additionally, the *Planning Act* (1990) and related *Provincial Policy Statement (PPS)*, which was updated in 2014, make a number of provisions relating to heritage conservation. One of the general purposes of the *Planning Act* is to integrate matters of provincial interest in provincial and municipal planning decisions. In order to inform all those involved in planning activities of the scope of these matters of provincial interest, Section 2 of the *Planning Act* provides an extensive listing. These matters of provincial interest shall be regarded when certain authorities, including the council of a municipality, carry out their responsibilities under the *Act*. One of these provincial interests is directly concerned with:

2.(d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest

Part 4.7 of the *PPS* states that:

The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans.

Official plans shall identify provincial interests and set out appropriate land use designations and policies. To determine the significance of some natural heritage features and other resources, evaluation may be required.

Official plans should also coordinate cross-boundary matters to complement the actions of other planning authorities and promote mutually beneficial solutions. Official plans shall provide clear, reasonable and attainable policies to protect provincial interests and direct development to suitable areas.



In order to protect provincial interests, planning authorities shall keep their official plans up-to-date with this Provincial Policy Statement. The policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan.

Those policies of particular relevance for the conservation of heritage features are contained in Section 2-Wise Use and Management of Resources, wherein Subsection 2.6 - Cultural Heritage and Archaeological Resources, makes the following provisions:

2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

A number of definitions that have specific meanings for use in a policy context accompany the policy statement. These definitions include built heritage resources and cultural heritage landscapes.

A *built heritage resource* is defined as: “a building, structure, monument, installation or any manufactured remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Aboriginal community” (PPS 2014).

A *cultural heritage landscape* is defined as “a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association” (PPS 2014). Examples may include, but are not limited to farmscapes, historic settlements, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, and industrial complexes of cultural heritage value.

In addition, significance is also more generally defined. It is assigned a specific meaning according to the subject matter or policy context, such as wetlands or ecologically important areas. With regard to cultural heritage and archaeology resources, resources of significance are those that are valued for the important contribution they make to our understanding of the history of a place, an event, or a people (PPS 2014).

Criteria for determining significance for the resources are recommended by the Province, but municipal approaches that achieve or exceed the same objective may also be used. While some significant resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation (PPS 2014).

Accordingly, the foregoing guidelines and relevant policy statement were used to guide the scope and methodology of the cultural heritage assessment.



2.2 Municipal Policies

2.2.1 City of Toronto

The City of Toronto's Official Plan provides regulatory tools for conserving cultural heritage resources within the City of Toronto. The following information was obtained from Official Plan Amendment (OPA) 199, as part of the *Official Plan Five Year Review: Official Plan Amendment to Adopt new Heritage and Public Realm Policies* report prepared by City Planning Division in September 2012. All policies relevant to this study are provided below.

Policy Statements 2, 4 and 11, contained within Section 3.1.5 of the City's Official Plan state:

2. Properties of potential cultural heritage value or interest will be identified and evaluated to determine their significance using provincial criteria and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The contributions of all of Toronto's diverse cultures will be recognized in determining the cultural heritage value of properties on the Heritage Register.

4. The impacts of proposed alterations, development, and/or public works on, or adjacent to, a property on the Heritage Register will be assessed to ensure that the integrity of the heritage property's cultural heritage value and attributes will be conserved, prior to work commencing on the property, to the satisfaction of the City. This assessment will be achieved through a Heritage Impact Assessment, consistent with the requirements of Schedule 3 of the Official Plan.

11. Prior to undertaking an approved alteration to a property on the Heritage Register, the property will be recorded and documented by the owner, to the satisfaction of the City.

The following policy statements specifically address raising heritage awareness:

13. Potential and existing properties of cultural heritage value or interest, including cultural heritage landscapes and heritage conservation districts, will be identified and included in area planning studies and plans with recommendations for further study, evaluation, and conservation.

The following policy statements specifically address Heritage Impact Assessments:

20. A Heritage Impact Assessment will evaluate the impact of a proposed alteration to a property on the Heritage Register, and/or the impact of the proposed development of a property adjacent to a property on the Heritage Register, to the satisfaction of the City.

21. A Heritage Impact Assessment will be required for the proposed demolition of a property on the Heritage Register, and/or for the demolition of a property adjacent to a property on the Heritage Register, to the satisfaction of the City.

22. A Heritage Impact Assessment may be required where a development application may obstruct or detract from a view included as a cultural heritage value or attribute of a property on the Heritage Register and/or a view identified on Map 7a or 7b, to the satisfaction of the City.



23. In addition to a Heritage Impact Assessment, the city may request a Heritage Conservation Plan to address in detail the conservation treatments for the subject heritage property. The City may also request a Heritage Interpretation Plan to promote a heritage property identified in a Heritage Impact Assessment, to the public.

It should be noted that the City of Toronto's Terms of Reference for Heritage Impact Statements was updated in 2011 and is available online¹.

The following policy statements specifically address Built Heritage Resources:

25. New construction on, or adjacent to, a property on the Heritage Register will be designed to protect the cultural heritage values, attributes and character of that property and to minimize visual and physical impact on it, including considerations such as scale, massing, materials, height, building orientation and location relative to the heritage property.

26. The alteration of a property on the Heritage Register may be approved if it has been determined by the City that the alteration will not negatively affect the cultural heritage values and attributes of the property.

27. Where it is supported by the cultural heritage values and attributes of a property on the register, the conservation of whole or substantial portions of buildings and structures on those properties is desirable and encouraged. The retention of facades along is discouraged.

The following policy statements specifically address Cultural Heritage Landscapes:

43. Potential cultural heritage landscapes will be identified and evaluated to determine their significance and cultural heritage values. Significant cultural heritage landscapes will be included on the Heritage Register and/or designated under either Part IV or Part V of the Ontario Heritage Act.

Policy Statement 45 adds the following in regards to Heritage Views:

45. The view to a property on the Heritage Register, including cultural heritage landscapes, will be conserved where the view is included on Map 7a or 7b and/or;

- a) The view is identified in the Council adopted cultural heritage values or attributes for a property on the Heritage Register; and/or
- b) The property is identified as a landmark in the cultural heritage values or attributes of a property on the Heritage Register.

Finally, it should be noted that OPA 199 defines "adjacent" as:

...those lands adjoining a property on the Heritage Register and lands that are separated from a property on the Heritage Register by land used as a private or public road, highway, street, lane, trail, right-of-way, walkway, green space, park and/or easement, or an intersection of any of these;...

¹ City of Toronto Heritage Impact Statement Terms of Reference available at:
<http://www1.toronto.ca/City%20Of%20Toronto/City%20Planning/Urban%20Design/Files/pdf/Heritage/HIA%20Terms%20of%20Reference.pdf>



2.3 Data Collection

In the course of the cultural heritage assessment, all potentially affected cultural heritage resources are subject to inventory. Short form names are usually applied to each resource type, (e.g. barn, residence). Generally, when conducting a preliminary identification of cultural heritage resources, three stages of research and data collection are undertaken to appropriately establish the potential for and existence of cultural heritage resources in a particular geographic area.

Background historic research, which includes consultation of primary and secondary source research and historic mapping, is undertaken to identify early settlement patterns and broad agents or themes of change in a study area. This stage in the data collection process enables the researcher to determine the presence of sensitive heritage areas that correspond to nineteenth and twentieth-century settlement and development patterns. To augment data collected during this stage of the research process, federal, provincial, and municipal databases and/or agencies are consulted to obtain information about specific properties that have been previously identified and/or designated as retaining cultural heritage value. Typically, resources identified during these stages of the research process are reflective of particular architectural styles, associated with an important person, place, or event, and contribute to the contextual facets of a particular place, neighbourhood, or intersection.

During the course of the environmental assessment, a built structure or landscape is identified as a cultural heritage resource if it is considered to be 40 years or older, and if the resource satisfies at least one of the following criteria:

Design/Physical Value:

- It is a rare, unique, representative or early example of a style, type, expression, material or construction method.
- It displays a high degree of craftsmanship or artistic merit.
- It demonstrates a high degree of technical or scientific achievement.
- The site and/or structure retains original stylistic features and has not been irreversibly altered so as to destroy its integrity.
- It demonstrates a high degree of excellence or creative, technical or scientific achievement at a provincial level in a given period.

Historical/Associative Value:

- It has a direct association with a theme, event, belief, person, activity, organization, or institution that is significant to: the City of Toronto; the Province of Ontario; or Canada.
- It yields, or has the potential to yield, information that contributes to an understanding of the history of the: the City of Toronto; the Province of Ontario; or Canada.
- It demonstrates or reflects the work or ideas of an architect, artist builder, designer, or theorist who is significant to: the City of Toronto; the Province of Ontario; or Canada.
- It represents or demonstrates a theme or pattern in Ontario's history.
- It demonstrates an uncommon, rare or unique aspect of Ontario's cultural heritage.
- It has a strong or special association with the entire province or with a community that is found in more than one part of the province. The association exists for historic, social, or cultural reasons or because of traditional use.
- It has a strong or special association with the life or work of a person, group or organization of importance to the province or with an event of importance to the province.



Contextual Value:

- It is important in defining, maintaining, or supporting the character of an area.
- It is physically, functionally, visually, or historically linked to its surroundings.
- It is a landmark.
- It illustrates a significant phase in the development of the community or a major change or turning point in the community's history.
- The landscape contains a structure other than a building (fencing, culvert, public art, statue, etc.) that is associated with the history or daily life of that area or region.
- There is evidence of previous historic and/or existing agricultural practices (e.g. terracing, deforestation, complex water canalization, apple orchards, vineyards, etc.)
- It is of aesthetic, visual or contextual important to the province.

If a resource meets one of these criteria it will be identified as a cultural heritage resource and is subject to further research where appropriate and when feasible. Typically, detailed archival research, permission to enter lands containing heritage resources, and consultation is required to determine the specific heritage significance of the identified cultural heritage resource.

When identifying cultural heritage landscapes, the following categories are typically utilized for the purposes of the classification during the field review:

| | |
|-------------------------------------|--|
| Farm complexes: | comprise two or more buildings, one of which must be a farmhouse or barn, and may include a tree-lined drive, tree windbreaks, fences, domestic gardens and small orchards. |
| Roadscapes: | generally two-lanes in width with absence of shoulders or narrow shoulders only, ditches, tree lines, bridges, culverts and other associated features. |
| Waterscapes: | waterway features that contribute to the overall character of the cultural heritage landscape, usually in relation to their influence on historic development and settlement patterns. |
| Railscapes: | active or inactive railway lines or railway rights of way and associated features. |
| Historical settlements: | groupings of two or more structures with a commonly applied name. |
| Streetscapes: | generally consists of a paved road found in a more urban setting, and may include a series of houses that would have been built in the same time period. |
| Historical agricultural landscapes: | generally comprises a historically rooted settlement and farming pattern that reflects a recognizable arrangement of fields within a lot and may have associated agricultural outbuildings, structures, and vegetative elements such as tree rows. |
| Cemeteries: | land used for the burial of human remains. |



Results of the desktop data collection are contained in Section 3.0, while Sections 4.0 and 5.0 contain conclusions and recommendations with respect to potential impacts of the undertaking on identified cultural heritage resources.

3.0 BUILT HERITAGE RESOURCE AND CULTURAL HERITAGE LANDSCAPE ASSESSMENT

3.1 Introduction

This section provides a brief summary of historic research and a description of identified above ground cultural heritage resources that may be affected by the proposed undertaking. A review of available secondary source material was undertaken to produce a contextual overview of the study area, including a general description of Euro-Canadian settlement and land use.

3.2 Township Survey and Settlement

3.2.1 City of Toronto

The earliest known proposed plan for a town site at Toronto was drawn up by Captain Gother Mann on orders received from Lord Dorchester and was dated December 6, 1788. This plan, which was never realized, showed a regular square grid of lots and streets surrounded by “common ground reserved.” Six concessions laid out in rectangular farm lots were planned in the rear of the town between the Humber and Don Rivers. This town plot was further west and north than the actual Old Town, and would have been situated roughly between present day Spadina Avenue and Toronto Street and north as far as Gerrard Street.

In 1793, new plans for the Town of York were prepared by Alexander Aitkin, comprised of ten blocks bounded by George, Duke, Parliament and Front Streets. The areas between Parliament Street and the Don River, and from Peter Street to the Humber were reserved for the use of Government and the Garrison. Lands north of Queen Street were laid out in 100 acre Park Lots which were offered to members of the Executive Council and other government officials as compensation for the expense of having to move to York and sell prior improvements which were made while the government sat at Niagara. One of the first references made to a town plot at York is found in a letter from Peter Russell to his sister, Elizabeth Russell, dated 1 September 1793. Russell wrote:

The Town occupies a flat, about 50 yards from the Water- the Situation I believe healthy, as the ground is perfectly dry- & consists for the present of four ranges of Squares- each containing five Squares- & each Square two rows of Houses, four in each row- The Ranges of Squares are bounded by broad Streets & the front houses are to be 46 feet in length and to be built after a uniform Model with Columns facing the Water...no attempt has been yet made by any intended Inhabitant, except Mr. Robinson, who is making p[repar]ations for erecting a small back House.

Richard Cartwright added to this information in a letter of October 1793 when he wrote that all houses to be erected on Front Street were required to be of two stories and of the required architectural style which Russell described above, but that the frontage of houses on the second and other back streets could be



slightly narrower. “It is only in the back Streets and Allies that the Tinkers and Taylors will be allowed to consult their own Taste and Circumstances in the Structure of their Habitations...Seriously our good Governor is a little wild in his projects.”

Some lots on the streets not facing the water were actually reserved for various trades. In December 1799 a list was made of reserves on Lot, Hospital, Russell Square and Newgate Streets which were to be granted to tinsmiths, blacksmiths, sadlers, wheelwrights, coopers, shoemakers and bakers.

By February 1796 the construction of Government House had been undertaken since it had been determined that York was to be the provisional seat of government until a final decision was to be made in the matter. By June 1797 the original plan for the Town of York was amended based upon the instructions of the President, Peter Russell. This plan contained much of the land within the study area, bounded by Lot (Queen) Street to the north, Toronto Street on the west, Front and Palace Streets to the south and Ontario Street to the east. Some of the original streets were renamed on this plan, and the south end of Yonge Street had not yet been laid out. Large reserves were laid out for the hospital, school, gaol and gaoler, church and parson, court house and sheriff, market and the clerk. The process of granting lots to actual settlers had commenced prior to the summer of 1797 although preference for the choice front lots was shown to “the higher Officers of Government.” The westerly extension of the Town of York, known as “New Town” in order to distinguish it from the original ten blocks laid out by Aitken in 1793, met with the “disapprobation” of John Elmsley and some of the other members of the Executive Council who wished to see the development of a compact town.

Most of the lots within the “Old Town” of York were patented at an early date between August 1796 and the War of 1812. Lots granted in the late 1810s and into the 1830s and even later were mainly issued to the trustees of religious congregations or for public buildings. These grants included the Presbyterian church on Duchess Street (April 1825), the Anglican church and burial ground (St. James, September 1820), the Jail and Court House (April 1819), the Catholic church (June 1832), and the Church of Scotland (King and Simcoe Streets, April 1846).

The construction of substantial structures within the town of York seems to have been slow until after the time of the War of 1812. For instance a record of the town in 1815 listed only 44 houses in the area bounded by Peter, Front, Jarvis and Queen Streets. This enumeration did not include outbuildings such as barns and stables, nor does it appear to have included any shops or taverns. The architectural development of the town of York appears to have been a rather haphazard affair as late as the mid-nineteenth century, a fact demonstrated by the famous photographic *Panorama* of 1857 which showed the city as a curious amalgam of substantial brick and stone structures situated in the same blocks alongside frame and rough cast dwellings, sheds, shops, lumber yards and vacant lots.

The Abstract Index books at the Toronto Land Registry office show that the original large blocks of land into which the Old Town had been surveyed in the 1790s had been granted not only to members of the “Family Compact” but also to absentee Loyalist owners from the Niagara District. Men such as William Crooks, Alexander McNabb and Charles Fields were Loyalists/early inhabitants in the towns of Niagara and Queenston, while other Niagara District patentees were named on the town plot west of Yonge Street. These early freeholders divided their land into smaller aliquot parcels which they either leased or sold to small shopkeepers and tradesmen or were developed for residential purposes.

There was no attempt within the Old Town to redevelop the original survey with subsequent plans of subdivision until 1836 when J.G. Chewett surveyed part of the block between Lot (Queen), Richmond, Church and Upper George (Victoria) Streets. For much of the nineteenth century there were few actual



overlying plans of subdivision within the core of the Old Town, due to the fact that cheaper land was more readily available for redevelopment further away from the main downtown mercantile and business district. Hence many of the first registered plans of subdivision were laid out on the Park Lots, the Hospital or Government Reserve and the west end of town towards the Garrison.

Conveniences that are taken for granted today, such as basic sanitation, were uncommon in the town prior to the 1830s. In July 1802 the Magistrates in Quarter Sessions ordered that butchers bury the offal of slaughtered cattle or remove it from the town so that it may cease to be (what it now is) a public nuisance” and joiners, cabinet makers and woodworkers were ordered to burn their wood shavings twice during the week to prevent fires. Efforts were not made to construct proper sewers until at least thirty years later. In August 1834 Thomas Roy recommended the construction of a main sewer along King Street by means of which “the mud and filth from the streets of Toronto” might be washed into the Don River and thereby increase the pasturage at Ashbridge’s Bay rather than being washed directly into the Harbour.

Visitors to York/Toronto and settlers who arrived during the post War of 1812 period were often quite disappointed upon their first arrival in the town. For example in 1847 Conyngham Taylor wrote:

Everything appeared flat, dull, uninteresting, and especially unfinished. Not a single point of attractiveness could we discover in or about the place, although we were quite taken with the people.

Parts of the “Old Town” retained a rural rather than a suburban character far into the nineteenth century. Taylor in 1847 observed that:

Along Church Street, any summer’s afternoon, especially in a swamp at the north-east corner of the present beautiful Normal School grounds, could be heard the music of a frogs’ concert, accompanied at a short distance with the tintinabulation of the bells on the necks of the cows which roamed through the brown-green pastures and amongst the thick bush which prevailed east of Church and north of Queen Streets. These sounds were further augmented by the cackling of flocks of geese, which, in their amphibious character, had their choice of both native elements.

Similarly in 1851 W.H. Smith recorded the recollections of an early settler who “had many a day’s good duck shooting in a pond formerly situated on the very spot where the cathedral now stands, or rather where it *did* stand before the fire.”

A significant number of commercial and other structures were destroyed in the Great Fire of 1849, also referred to as the Cathedral Fire of 1849. This fire totally destroyed St. James’ as well as the commercial buildings east along King Street to Jarvis, while structures on the east side of Jarvis south of Adelaide were partially destroyed. Old City Hall and the *Mirror* office on the south side of King Street at Jarvis were also partially destroyed. Reconstruction in the wake of the fire tended to be on a grander scale. The earliest of the many brick and stone edifices that comprise the late Victorian building fabric of the Old town area, such as St. Lawrence Hall, which was opened in 1851, date to this period. The later nineteenth-century district was characterized by a mix of commercial, institutional, residential and industrial uses (Figures 2-4). Figures 3 and 4 identify the Grand Trunk Railway corridor, later acquired by Canadian National Railway (CN), which was located slightly north of the present rail corridor.



3.3 Review of Historic Mapping

The lands that make up the Lower Yonge Precinct are primarily the product of twentieth-century landmaking operations. By the early twentieth century, industrial buildings and commercial warehouses dominated the City's waterfront at the foot of Yonge Street and early land reclamation practices are evident in topographic mapping created at that time (Figure 5). The rail corridor to the north of the study area was expanded to a multi-track system and a series of wharfs extend into the study area. Topographic mapping from 1918 (Figure 6) indicates that numerous industrial and commercial buildings and wharfs were extant at the northern boundary of the study area at that time. Land reclamation projects are evident at the west end of the study area, along present day Harbour Street, where commercial and industrial buildings are identified in addition to the proposed Harbour Street alignment.

Increased pressure to develop a land reclamation strategy was outlined as early as 1893. However, this strategy was not realized until the second decade of the twentieth century when work filling portions of the area to expand the waterfront to the south of Union Station began in earnest (Figure 7). The work was completed under a strategy conceived by the newly created Toronto Harbour Commission, a joint federal-municipal agency tasked with managing Toronto's waterfront and housed in the Toronto Harbour Commission Building (CHR 5).

By 1931 the entirety of the future Lower Yonge Precinct lands had been reclaimed from Lake Ontario. Topographic mapping produced in that year indicates that the commercial buildings at the north of the study area were still present and that Lower Jarvis and Yonge Streets had been extended to the water and Queens Quay constructed (Figure 8). The lands remained vacant until after World War II when the LCBO warehouse complex and the Redpath Sugar Refinery were constructed.

Topographic mapping from 1984 indicates major changes in the intervening years (Figure 9). The commercial buildings at the north of the study area have been removed, replaced by Lakeshore Boulevard East, the Gardiner Expressway, and the current CN rail right of way (ROW). The LCBO warehouse complex, Redpath Sugar Refinery, and 143 Lakeshore Boulevard East are all recorded.



Figure 3: The study area overlaid on the 1851 mapping.
Base Map: *Fleming Topographical Plan* (Fleming 1851)

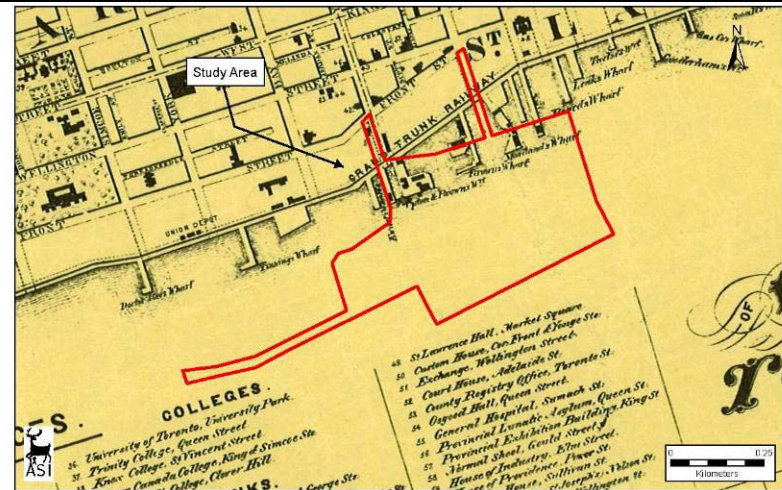


Figure 4: The study area overlaid on 1860 mapping.
Base Map: *Map of the County of York* (Tremaine 1860)

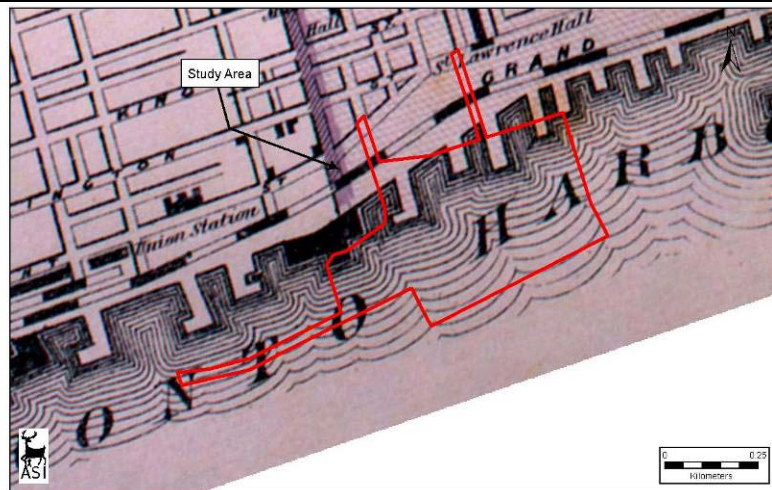


Figure 5: The study area overlaid on 1878 mapping.
Base Map: *Illustrated Historical Atlas of the County of York* (Miles & Co. 1860)

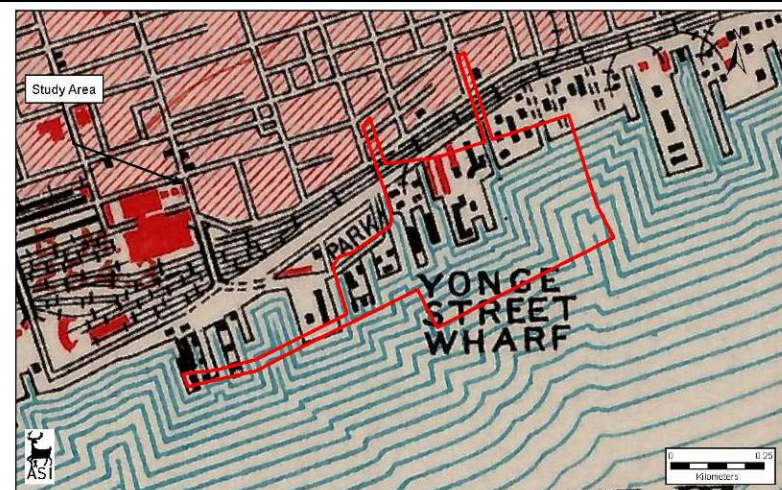


Figure 6: The study area overlaid on 1909 Mapping.
Base Map: *NTS, Toronto Sheet 34* (1909)

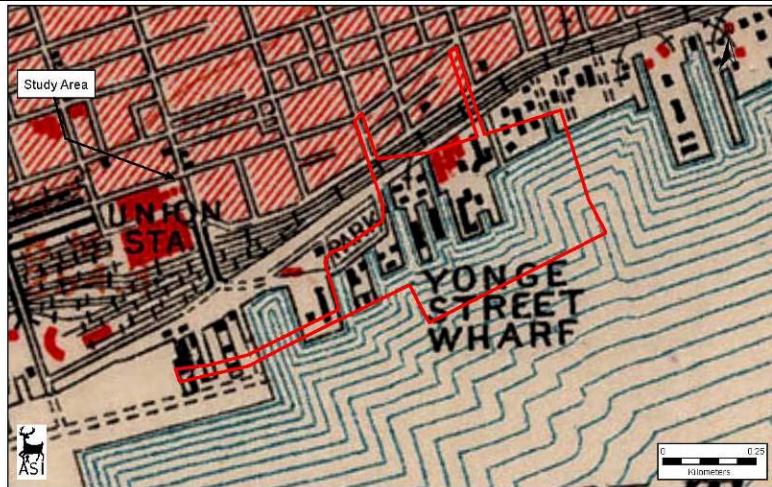


Figure 7: The study area overlaid on 1918 Mapping.
Base Map: *NTS, Toronto Sheet 34 (1918)*

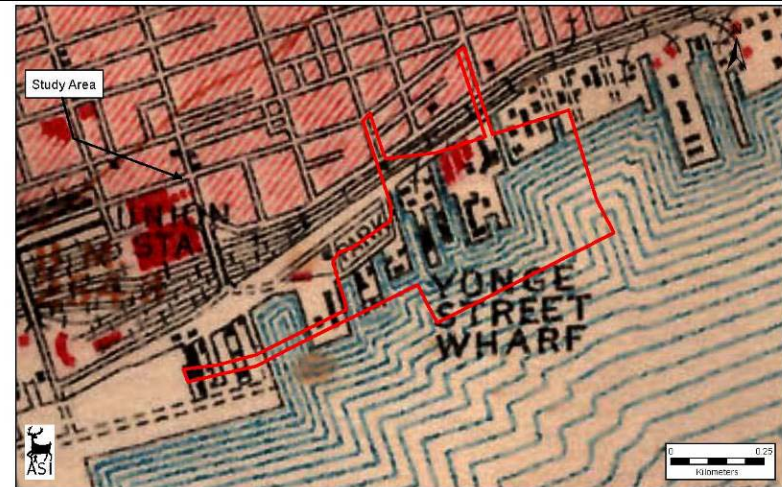


Figure 8: The study area overlaid on 1921 Mapping.
Base Map: *NTS, Toronto Sheet 34 (1921)*



Figure 9: The study area overlaid on 1931 Mapping.
Base Map: *NTS, Toronto Sheet 34 (1931)*



Figure 10: The study area overlaid on 1984 Mapping.
Base Map: *NTS, Toronto Sheet 34 (1984)*

3.4 Existing Conditions

In order to make a preliminary identification of existing cultural heritage resources within the study area, the following resources were consulted:

- City of Toronto Municipal Heritage Register - provides an inventory of cultural heritage resources that are designated under Part IV and V of the *Ontario Heritage Act* and an inventory of listed properties that are of cultural heritage value or interest to the city²;
- Ontario Heritage Trust *Ontario Heritage Plaque Guide*, an online, searchable database of Ontario Heritage Plaques³;
- Parks Canada's *Canada's Historic Places* website: available online, the searchable register provides information on historic places recognized for their heritage value at the local, provincial, territorial, and national levels⁴;
- Federal Heritage Buildings Review Office (FHBRO) [these properties are recognized under the Treasury Board Policy on the Management of Real Property (TBPMRP)];
- ARUP Lower Yonge Precinct – Transportation Master Plan (February 6, 2015);
- City of Toronto Lower Yonge Precinct Plan – Proposals Report (August 5, 2014);
- City of Toronto Central Waterfront Secondary Plan (April 2003);
- City of Toronto Tall Building Design Guidelines (March 2013);
- City of Toronto Vehicle Travel Lane Width Guidelines (January 2015);
- City of Toronto Streetscape Manual
[<http://www1.toronto.ca/wps/portal/contentonly?vnextoid=0e88036318061410VgnVCM1000071d60f89RCRD>]
- The City of Toronto 1-7 Yonge Street Study (ongoing);
- Perkins + Will, 'Urban Design Report: Principles and Recommendations' (August 2014);
- Perkins + Will and Toronto Waterfront, 'Transportation Master Plan Environmental Assessment' (August 2014);
- MMM Group/DTAH, Environmental Study Report – Gardiner Expressway York/Bay/Yonge Ramps Study (April 2013)
- Golder Associates, Cultural Heritage Evaluation Report: LCBO Headquarters Offices (March 2014);
- Unterman McPhail Associates, Built Heritage Assessment: Liquor Control Board of Ontario (LCBO) Headquarters (July 2007)
- ERA Architects Inc., Cultural Heritage Evaluation Report: 44 Lake Shore Boulevard East (February 2013);
- The Ministry of Tourism, Culture and Sport was contacted directly to gather any information on cultural heritage resources within the study area (email communication 3 March 2016);
- Infrastructure Ontario was contacted directly to gather any information on cultural heritage resources within the study area (email sent 4 March 2016);
- Metrolinx was contacted directly to gather any information on cultural heritage resources within the study area (email communication 4 March 2016)
- The City of Toronto was contacted directly by MMM to gather any information on cultural heritage resources within the study area (email communication 10 March 2016).

² Reviewed March 2, 2016

(<http://www1.toronto.ca/wps/portal/contentonly?vnextoid=cfc20621f3161410VgnVCM1000071d60f89RCRD>)

³ Reviewed March 2, 2016 (<http://www.heritagetrust.on.ca/Resources-and-Learning/Online-Plaque-Guide.aspx>)

⁴ Reviewed March 2, 2015 (<http://www.historicplaces.ca/en/pages/about-apropos.aspx>)



Based on the review of available data, there are 13 identified resources within and/or adjacent to the study area.

A desktop review of available, current and historic aerial photographs and maps was undertaken to provide a desktop analysis of the study area's existing conditions (including online sources such as Bing and Google maps). These large-scale maps were reviewed for any potential cultural heritage resources which may be extant in the study area. The existing conditions of the study area are described below. Identified cultural heritage resources are discussed in Section 3.4.2, Section 3.5, and Section 4.0, and are mapped on Figure 1 of this report.

3.4.1 Lower Yonge Precinct – Existing Conditions

The study area is composed of an area bounded by Yonge Street on the west, Front Street on the north (with a proposed tunnel stretching from Cooper Street to Church Street – designs pending), Queens Quay on the south, and just east of Lower Jarvis Street on the east. In addition, the study area extends along the Harbour Street corridor to Lower Simcoe Street. The northern half of the study area is dominated by three major transportation corridors: The CN Rail Corridor, the Gardiner Expressway, and Lakeshore Boulevard. The southern half is made up of commercial buildings, parking lots, and urban streets. The Harbour Street corridor is dominated by late twentieth- and early twenty-first-century high-rise buildings.

The LCBO Office and Warehouse, 55 Lakeshore Boulevard East (CHL 1), is located on the south side of Lakeshore Boulevard East, between Cooper Street to the east and Freeland Street to the west. The Department of National Defense acquired the land in 1940 to be used in the war effort. The land was vacated soon after the World War II and the LCBO purchased the property in 1948 to construct a new facility. The Toronto firm of Mathers and Haldenby were retained to design the complex, completed between 1947 and 1954. The buildings have undergone few exterior alterations since their construction, with the exception of the inclusion of loading bays on the south side of the warehouse building and an accretion to the east of the garage/store at the south of the property.

The Scott Street Tower Interlocking Station (CHR 2) is located at the south of side of the CN railway tracks, approximately 125 metres to the east of Yonge Street. The structure is constructed of brick and retains a hipped roof with projecting eaves. The tower was opened in 1930, controlling the six running lines east of Union Station.

A commercial building is located at 143 Lakeshore Boulevard East, at Jarvis Street South (CHR 3), and consists of a two-storey brick structure with concrete foundations and modern windows. This structure was identified as a Cultural Heritage Resource in the 'Lower Yonge Transportation Master Plan Environmental Assessment (2014) and thus constitutes a previously identified resource. The west end of the study area abuts the Union Station Heritage Conservation District (By-Law 634 2006), which encompasses 33 Bay Street (CHR 4), and 8 Queens Quay West (CHR 6). The Toronto Harbour Commission Building, located at 60 Harbour Street (CHR 5), is protected by a heritage easement as well as the Part V Union Station Heritage Conservation District designation. The six-storey structure was designed by Alfred Chapman, a prominent local architect, and built in 1917.

Two bridges are located adjacent to the study area. The first carries the CN railway tracks over Lower Jarvis Street (CHR 7). Built in 1927, this structure consists of a concrete and metal slab with rectangular, geometric pattern, supported by concrete abutments and steel truss piers. The second bridge carries the



CN railway tracks over Yonge Street (CHR 8) and consists of what appears to be a series of concrete slabs supported by concrete abutments and a columned concrete pier, while the north end of the structure retains a row of concrete arches. Directly to the south, the Frederick G. Gardiner Expressway is designated under Part V of the *Ontario Heritage Act*, By-Law 634-2006, as part of the Union Station Heritage Conservation District (CHR 9).

The Redpath Sugar Refinery is located adjacent to the southern boundary of the study area and consists of sugar storage, refining, and museum buildings (CHR 10). The building was opened in 1958 and is listed on the City of Toronto's heritage register.

The area located at the northern half of the study area comprises eight previously identified heritage structures. Six buildings designated under Part IV of the *Ontario Heritage Act* are located to the north of the study area (CHRs 11 - 15). CHR 11 is a six-storey, brick building located on the northeast corner of Church Street and The Esplanade. The building was built between 1877-1878 and has been merged with 15 Church Street to the north. CHR 12 is located at 15 Church Street and consists of a four-storey brick structure that was built between 1877 and 1878 and later known as the Toronto Cold Storage Building. CHL 13, located at 65 Front Street East, consists of a four storey brick building is constructed in 1872. On the west side of Church Street, CHL 14 consists of a four storey brick structure located at 6 Church Street and known as Greey's factory building, constructed sometime prior to 1903. CHR 15 is located on the northwest corner of Church Street and The Esplanade and features a four-storey, brick building original constructed to house a mill furnishing works factory. The five properties are located at the northern terminus of a proposed tunnel running under the CN rail tracks from Cooper Street to Church Street. Once design or boundaries of the tunnel have been provided to ASI the study area will be updated to reflect the development footprint.

Finally, the section of Yonge Street between Front Street and the CN Rail right-of-way consists of three structures located in or adjacent to the study area. First, CHR 16 is located at 1 Front Street East, on the southwest corner of Front and Yonge Streets, and consists of the present Sony Centre for the Performing Arts, originally known as the O'Keefe Centre, and built between 1959 and 1960. The building is designated under Part IV of the *Ontario Heritage Act*. CHR 17 designated under Part V of the *Ontario Heritage Act* and is located at 1 Front Street West. Known as the Dominion Public Building/Toronto Customs House, the structure was built between 1929 and 1936 and designed by Thomas W. Fuller. The final resource, CHL 18, is located at 18 Yonge Street and is comprised of a multi-storey residential building. CHL 18 is protected under Part V of the *Ontario Heritage Act*.

3.4.2 Lower Yonge Precinct – Identified Cultural Heritage Resources

Based on the results of the background research and review of existing reports, 18 cultural heritage resources were identified within and/or adjacent to the Lower Yonge Precinct study area (Table 1). Mapping of these features is provided on Figure 1 of this report.



Table 1: Summary of Cultural Heritage Resources (CHR) within or adjacent to the study area

| Resource | Type | Location | Recognition |
|----------|------------------------|--|--|
| CHR 1 | Commercial | LCBO Office and Warehouse (55 Lakeshore Boulevard East) | -Listed, City of Toronto's Heritage Register -Cultural Heritage Resource Assessment completed by Unterman McPhail Associates in 2007 – Statement of Significance Created -Cultural Heritage Evaluation Report completed by ERA Architects Ltd. in 2013 – Concluded that property meets Reg. 9/06 but does not meet Reg. 10/06 (meets requirements of designation by the City of Toronto but is not a Provincial Property of Provincial Significance). Also, report identifies the need for a Strategic Conservation Plan , as per the 2010 <i>Standards and Guidelines for Conservation of Provincial Heritage Property</i> . -Cultural Heritage Evaluation Report that agrees with the evaluations of Unterman McPhail Associates and ERA Architects Ltd Reports. |
| CHR 2 | Interlocking Station | Scott Street Tower Interlocking Station | Designated, Regulation 10/06 of the <i>Ontario Heritage Act</i> . |
| CHR 3 | Commercial | 143 Lakeshore Boulevard East | Identified in the Lower Yonge Precinct Transportation Master Plan (Perkins + Will 2007: Page 27) |
| CHR 4 | Commercial/Residential | 33 Bay Street | Designated as part of the Union Station Heritage Conservation District under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006) |

| Resource | Type | Location | Recognition |
|----------|------------------------|--|---|
| CHR 5 | Commercial/Residential | Toronto Harbour Commission Building (60 Harbour Street) | Designated under Part IV, OHT Heritage Easement Agreement (CT918-882, 1987); Designated as part of the Union Station Heritage Conservation District under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006) |
| CHR 6 | Commercial/Residential | 8 Queens Quay West | Designated as part of the Union Station Heritage Conservation District under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006) |
| CHR 7 | Bridge | Carries the Canadian National Railway over Jarvis Street South | Identified under the Union Station Rail Corridor EA. As part of that EA a draft CHER has been undertaken and the bridge meets Regulation 9/06. |
| CHR 8 | Bridge | Carries the Canadian National Railway over Yonge Street | Designated as part of the Union Station Heritage Conservation District under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006). |
| CHR 9 | Transit Infrastructure | Gardiner Expressway | Designated as part of the Union Station Heritage Conservation District under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006). |
| CHR 10 | Industrial | Redpath Sugar Complex (95 Queens Quay East) | Listed on the City of Toronto's Heritage Register. |
| CHR 11 | Commercial | 9 Church Street | Designated under Part IV of the <i>Ontario Heritage Act</i> (By-Law 564-84) |
| CHR 12 | Commercial | 15 Church Street | Designated under Part IV of the <i>Ontario Heritage Act</i> (By-Law 564-84 and 561-84). |
| CHR 13 | Commercial | 65 Front Street East | Designated under Part IV of the <i>Ontario Heritage Act</i> (By-Law 200-2010). |
| CHR 14 | Commercial | 6 Church Street | Designated under Part IV of the <i>Ontario Heritage Act</i> (By-Law 865-2006). |
| CHR 15 | Commercial | 70 The Esplanade | Designated under Part IV of the <i>Ontario Heritage Act</i> (By-Law 866-2006). |
| CHR 16 | Commercial | 1 Front Street East | Designated under Part IV of the <i>Ontario Heritage Act</i> (By-Law 1156-2008). |



| Resource | Type | Location | Recognition |
|----------|---------------|---------------------|---|
| CHR 17 | Institutional | 1 Front Street West | Designated under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006). |
| CHR 18 | Residential | 18 Yonge Street | Designated under Part V of the <i>Ontario Heritage Act</i> (By-Law 634-2006). |

3.5 Screening for Potential Impacts

The following infrastructure improvement plans have been proposed for the Lower Yonge Precinct study area:

- Extending Harbour Street from Yonge Street to Lower Jarvis Street;
- The Lower Jarvis Street off-ramp from Gardiner Expressway is relocated to touch down at Yonge Street. The relocated Yonge Street off-ramp replaces the Bay Street on-ramp. Removal of the Gardiner Expressway Bay Street on-ramp;
- Widening Lake Shore Boulevard between Yonge Street and Jarvis Street to three eastbound lanes from two. The additional lane is enabled through the relocation of the Gardiner Expressway off-ramp from Lower Jarvis Street to Yonge Street and, allows eastbound vehicles on Lake Shore Boulevard to turn left from Lake Shore Boulevard to Lower Jarvis Street to access Downtown;
- Removing the “S-curve” connecting Harbour Street to Lake Shore Boulevard at Yonge Street so regularize both the Yonge Street/Harbour Street and Yonge Street/Lake Shore Boulevard intersections;
- Extending Cooper Street to Church Street through a new tunnel under the rail corridor to provide additional connectivity between the precinct and destinations to the north, including St. Lawrence Neighbourhood, and to provide more waterfront access;
- Adding new local street between Cooper Street and Lower Jarvis Street that extends from Queens Quay East to Lake Shore Boulevard East to improve local circulation and site access, and;
- Extending the PATH network from the northwest area of the precinct and north to connect to a potential future extension of the PATH along the rail corridor.

Detailed text and mapping will be provided in future revisions of this report once detailed designs for the development has been provided.

To assess the potential impacts of these undertakings, identified cultural heritage resources are considered against a range of possible impacts as outlined in the document entitled *Screening for Impacts to Built Heritage and Cultural Heritage Landscapes* (MTC November 2010) which include:

- Destruction, removal or relocation of any, or part of any, significant heritage attribute or feature (III.1).
- Alteration which means a change in any manner and includes restoration, renovation, repair or disturbance (III.2).
- Shadows created that alter the appearance of a heritage attribute or change the exposure or visibility of a natural feature or plantings, such as a garden (III.3).



- Isolation of a heritage attribute from its surrounding environment, context, or a significant relationship (III.4).
- Direct or indirect obstruction of significant views or vistas from, within, or to a built or natural heritage feature (III.5).
- A change in land use such as rezoning a battlefield from open space to residential use, allowing new development or site alteration to fill in the formerly open spaces (III.6).
- Soil disturbance such as a change in grade, or an alteration of the drainage pattern, or excavation, etc (III.7)

A number of additional factors are also considered when evaluating potential impacts on identified cultural heritage resources. These are outlined in a document set out by the Ministry of Culture and Communications (now Ministry of Tourism, Culture and Sport) and the Ministry of the Environment (now the Ministry of the Environment and Climate Change) entitled *Guideline for Preparing the Cultural Heritage Resource Component of Environmental Assessments* (October 1992) and include:

- Magnitude: the amount of physical alteration or destruction which can be expected;
- Severity: the irreversibility or reversibility of an impact;
- Duration: the length of time an adverse impact persists;
- Frequency: the number of times an impact can be expected;
- Range: the spatial distribution, widespread or site specific, of an adverse impact; and
- Diversity: the number of different kinds of activities to affect a heritage resource.

For the purposes of evaluating potential impacts of development and site alteration, MTC (2010) defines “adjacent” as: “contiguous properties as well as properties that are separated from a heritage property by narrow strip of land used as a public or private road, highway, street, lane, trail, right-of-way, walkway, green space, park, and/or easement or as otherwise defined in the municipal official plan.”

Once a preferred alternative for the Lower Yonge Precinct development has been identified, all cultural heritage resources identified within and adjacent to the study area will be evaluated against the above criteria and a summary of impact screening results will be provided. Various works associated with infrastructure improvements have the potential to affect cultural heritage resources in a variety of ways, and as such, appropriate mitigation measures for the undertaking need to be considered.

Where any above-ground cultural heritage resources are identified, which may be affected by direct or indirect impacts, appropriate mitigation measures should be developed. This may include completing a heritage impact assessment or documentation report, or employing suitable measures such as landscaping, buffering or other forms of mitigation, where appropriate. In this regard, provincial guidelines should be consulted for advice and further heritage assessment work should be undertaken as necessary.

3.5.1 Potential Impacts to Cultural Heritage Resources

The Study area and development plan identified by the Lower Yonge Precinct Transportation Master Plan was reviewed to determine possible impacts to identified heritage resources. The following table (Table 2) considers the impacts of the proposed infrastructure improvements on identified cultural heritage resources, based on the Ministry of Tourism and Culture document entitled *Screening for Impacts to Built Heritage and Cultural Heritage Landscapes* (November 2010). Table 3 also recommends mitigation strategies.



| Resource | Discussion of Impact(s) | Mitigation Strategies |
|-----------------|--|---|
| CHR 1 | Based on the study area outlined, there are direct impacts to this cultural heritage resource through the demolition of part of the warehouse and the extension of Harbour Street through the property. | A resource-specific Heritage Impact Assessment of the property should be conducted at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. Prior to alteration of the setting, the areas of impact should be subject to photographic documentation. In addition, a Strategic Conservation Plan must be undertaken as per the 2010 <i>Standards and Guidelines for Conservation of Provincial Heritage Property</i> . |
| CHR 2 | Based on the study area outlined, there are no anticipated direct impacts to this cultural heritage resource. However, the resource may be indirectly impacted through the introduction of modern infrastructure that is not in keeping with the historical and cultural context of the structure. | If any work/modern infrastructure is required directly adjacent to the property then a resource-specific Heritage Impact Assessment should be conducted. This study should be undertaken at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. |
| CHR 3 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 4 | Based on the study area outlined, there are no anticipated direct impacts to this cultural heritage resource. However, the resource may be indirectly impacted through the introduction of modern infrastructure that is not in keeping with the historical and cultural context of the structure. | If designs require an impact to the resource then a resource-specific Heritage Impact Assessment of the property should be conducted at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. |
| CHR 5 | Based on the study area outlined, there are no anticipated direct impacts to this cultural heritage resource. However, the resource may be indirectly impacted through the introduction of modern infrastructure that is not in keeping with the historical and cultural context of the structure. | If designs require an impact to the resource then a resource-specific Heritage Impact Assessment should be conducted. This study should be undertaken at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. |
| CHR 6 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 7 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 8 | Based on the study area outlined, there are | If designs require an impact to the resource then a |

| Table 2: Preliminary Impacts to Identified Cultural Heritage Resources and Recommended Mitigation Strategies | | |
|---|--|---|
| Resource | Discussion of Impact(s) | Mitigation Strategies |
| | no anticipated direct impacts to this cultural heritage resource. However, the resource may be indirectly impacted through the introduction of modern infrastructure that is not in keeping with the historical and cultural context of the structure. | resource-specific Heritage Impact Assessment should be conducted at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. |
| CHR 9 | Based on the study area outlined, there are no anticipated direct impacts to this cultural heritage resource. However, the resource may be indirectly impacted through the introduction of modern infrastructure that is not in keeping with the historical and cultural context of the structure. | If designs require an impact to the resource then a resource-specific Heritage Impact Assessment should be conducted at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. |
| CHR 10 | Based on the study area outlined, there are no anticipated direct impacts to this cultural heritage resource. However, the resource may be indirectly impacted through the introduction of modern infrastructure that is not in keeping with the historical and cultural context of the structure. | If the Queen's Quay right-of-way is modified to cause indirect effects on this resource, then a resource-specific Heritage Impact Assessment should be conducted. This study should be completed at the earliest possible stage of the detailed design stage to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. |
| CHR 11 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 12 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 13 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 14 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 15 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 16 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 17 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |
| CHR 18 | Based on the available development description, no change is anticipated to this resource. | No further work is required. |

4.0 CONCLUSIONS

The results of background historic research and a review of secondary source material, including previous studies and historic mapping, revealed that the study area consists largely of land created through a reclamation process begun in the early twentieth century. The area has been subject to commercial development in the post-war period and, more recently, witnessed an increase in high-density residential construction along Harbour Street. The following provides a summary of the assessment results:

Key Findings

- A total of 18 cultural heritage resources were identified within and/or adjacent to the Lower Yonge Precinct, with only CHR 1 being directly impacted by the infrastructure improvement plans;
- Of these, one is Designated under Part III.1 of the *Ontario Heritage Act* (CHR 2), seven are Designated under Part IV of the *Ontario Heritage Act* (CHR 5, CHR 11, CHR 12, CHR 13, CHR 14, CHR 15, and CHR 16), seven are Designated under Part V of the *Ontario Heritage Act* (CHR 4, CHR 5, CHR 6, CHR 8, CHR 9, CHR 17, and CHR 18), one is identified in the Lower Yonge Precinct Transportation Master Plan (CHR 3), one is identified under the Union Station Rail Corridor EA (CHR 7), and two are listed on the City of Toronto's Heritage Register (CHR 1 and 10).
- Identified cultural heritage resources are historically, architecturally, and contextually associated with late early-mid twentieth-century land use patterns in the City of Toronto's waterfront.

5.0 RECOMMENDATIONS

Based on the results of background data collection and assessment of impacts of the study area and proposed development, the following recommendations were developed for the Lower Yonge Precinct EA:

1. A proposed detailed design should be provided to ensure construction activities and development boundaries are consistent with these recommendations.
2. Where Cultural Heritage Resources are expected to be impacted through alteration to their setting, a resource-specific Cultural Heritage Impact Assessment should be conducted at the earliest possible stage of the detailed design stage, to evaluate the cultural heritage value of the resource, identify cultural heritage attributes, and develop appropriate mitigation measures. A Heritage Impact Assessment should be conducted for CHR 1.
3. Should future work require an expansion of the Lower Yonge Precinct EA study area then a qualified heritage consultant should be contacted in order to confirm the impacts of the proposed work on potential cultural heritage resources. In particular, if direct or indirect impacts are proposed for CHR 2, CHR 4, CHR 5, CHR 8, CHR 9, and CHR 10 a property specific Heritage Impact Assessment should be completed for the individual property.



4. Once finalized, this report should be submitted to the Ministry of Tourism, Culture, and Sport (MTCS) and the City of Toronto, Heritage Preservation Services, for review and comment.



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Heritage Impact
Assessment
55 Lake Shore Blvd

HERITAGE IMPACT ASSESSMENT

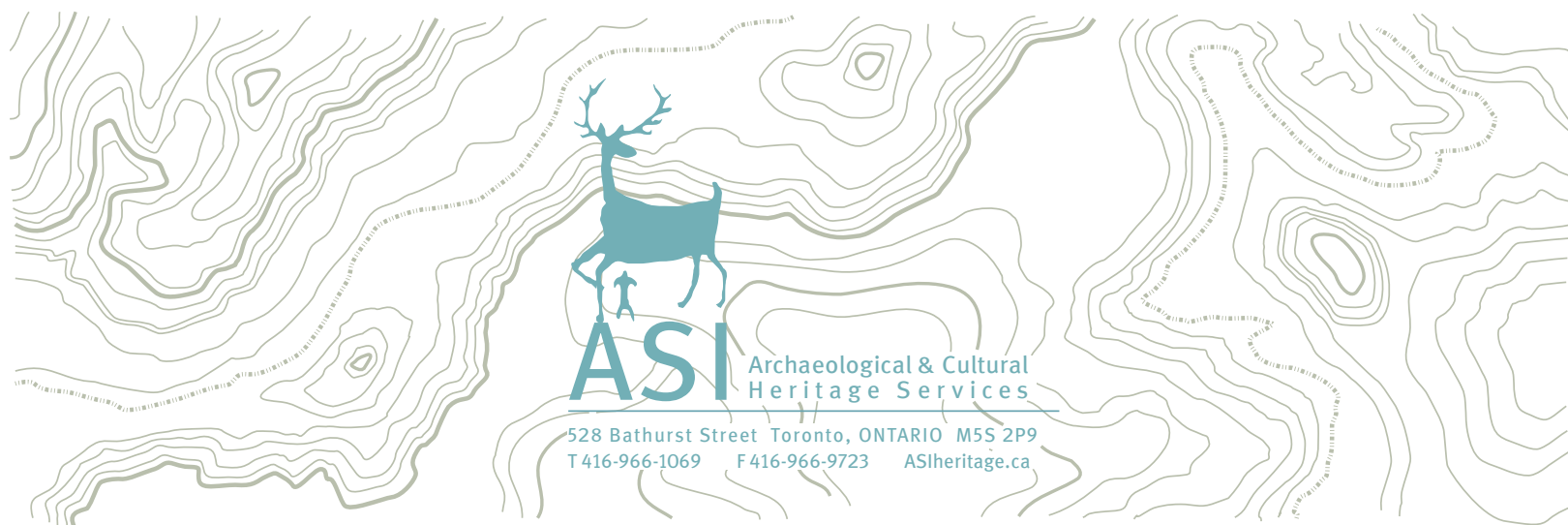
**55 LAKE SHORE BOULEVARD EAST
LCBO HEADQUARTERS
TORONTO, ON**

Prepared for:

MMM Group
610 Chartwell Road, Suite 300
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ASI File: 16EA-118

October 2016 (Revised January 2017 and February 2017)



HERITAGE IMPACT ASSESSMENT

55 LAKE SHORE BOULEVARD EAST LCBO HEADQUARTERS TORONTO, ON

EXECUTIVE SUMMARY

ASI was contracted by MMM Group to conduct a Heritage Impact Assessment (HIA) of the property located at 55 Lake Shore Boulevard East, Toronto, Ontario. This HIA is part of the Lower Yonge Street Class Ea and is structured to review the heritage value of 55 Lake Shore Boulevard East as well as determine the impact of the proposed extension of Harbour Street eastward through the property. The present HIA was initiated in response to Recommendation 2 of the Cultural Heritage Resource Assessment undertaken by ASI for the Lower Yonge Precinct.

The proposed extension of Harbour Street will alter the building and the setting of the property through the partial removal of the LCBO warehouse to facilitate the extension of Harbour Street eastwards to Lower Jarvis Street. The following recommendations have been made based on the determined heritage values of the identified cultural heritage resource and in consideration of overall impacts to the property and surrounding environs.

1. **Alignment 1** outlined in the TMP will result in the lowest impact to the LCBO Warehouse and is thus the preferred alternative from a heritage perspective. Should this alignment not be feasible, **Alignment 2**, the City of Toronto's Preferred Alignment, should be chosen. **Alignment 3** will result in the greatest impact to the property and is thus the least preferred alignment. Should alteration to and/or removal of heritage attributes be deemed necessary, the conservation strategies outlined in Section 5.2 and Appendix C of this report should be followed.
2. A Cultural Heritage Documentation Report should be completed for the property by the Detail Design Team prior to development. This report should include (MTO 2007):
 - a. A description of the historical context of the property as well as a summary of property ownership;
 - b. A description of the resource that includes the interior and exterior;
 - c. Overall dimensional measurements of the exterior and interior of the building and creation of accurate floor plans;
 - d. Representative photographs of the exterior and detailed photographs of interior, including detailed photographs of character-defining features;
 - e. Photographic key plan; and
 - f. A site plan.
3. This report should be sent to the City of Toronto Preservation Services and Infrastructure Ontario for review and comment.

PROJECT PERSONNEL

| | |
|--------------------------------------|---|
| <i>Senior Project Manager:</i> | Lindsay Graves, MA Cultural Heritage Specialist Assistant Manager, Cultural Heritage Division |
| <i>Cultural Heritage Specialist:</i> | Joel Konrad, PhD Cultural Heritage Specialist |
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| <i>Project Administrator</i> | Carol Bella, Hon. BA Research Archaeologist and Administrative Assistant |
| <i>Report Preparation:</i> | Joel Konrad |
| <i>Graphics Preparation:</i> | Jonas Fernandez, MA Staff Archaeologist and Geomatics Specialist |
| | Joel Konrad |
| <i>Report Reviewer:</i> | Lindsay Graves |

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1.0 INTRODUCTION

ASI was contracted by MMM Group to conduct a Heritage Impact Assessment (HIA) of the property located at 55 Lake Shore Boulevard East, Toronto, Ontario (Figure 1). This HIA is undertaken as part of the ongoing Lower Yonge Street Class EA and is structured to review the heritage value of 55 Lake Shore Boulevard East as well as determine the impact of the proposed extension of Harbour Street eastward through the property. The present HIA was initiated in response to Recommendation 2 of the Cultural Heritage Resource Assessment undertaken by ASI for the Lower Yonge Precinct.

This HIA will evaluate the impacts of three proposed alignments on the heritage attributes of the subject property (Appendix B): Alternative 1, which is outlined in the Transportation Master Plan for the Lower Yonge Precinct; the Alternative 2 Right of Way (ROW) moves the impacted area approximately two metres north of the TMP; and the Alternative 3 ROW moves the impacted area approximately six metres north of Alternative 2, and eight metres north of the Transportation Master Plan. However, the ROW width will remain the same.

This research was conducted under the project direction of Lindsay Graves, Cultural Heritage Specialist and Assistant Manager of the Cultural Heritage Division, ASI. The present heritage impact assessment follows the Ministry of Tourism, Culture and Sports' *Ontario Heritage Toolkit* (2006), the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010), and the City of Toronto's *Heritage Impact Assessment Terms of Reference* (2010). Research was completed to investigate, document and evaluate the cultural heritage resources within and adjacent to the study area.



Figure 1: Location of the study area in the City of Toronto.

Base Map: ESRI



This document will provide:

- a description of the cultural heritage resources, including location, a detailed land use history of the site and photographic documentation;
- a description of the site's cultural heritage value based on archival research, site analysis, and municipally accepted criteria for establishing cultural heritage significance;
- assessment of impacts of the proposed undertaking; and,
- appropriate conservation measures and intervention strategies.

The following documents have been consulted as part of this study:

- City of Toronto Municipal Heritage Register - provides an inventory of cultural heritage resources that are designated under Part IV and V of the *Ontario Heritage Act* and an inventory of listed properties that are of cultural heritage value or interest to the city¹;
- Ontario Heritage Trust *Ontario Heritage Plaque Guide*, an online, searchable database of Ontario Heritage Plaques²;
- Parks Canada's *Canada's Historic Places* website: available online, the searchable register provides information on historic places recognized for their heritage value at the local, provincial, territorial, and national levels³;
- Federal Heritage Buildings Review Office (FHBRO) [these properties are recognized under the Treasury Board Policy on the Management of Real Property (TBPMRP)];
- City of Toronto Lower Yonge Precinct Plan (August 5, 2014);
- City of Toronto Staff Report for the Lower Yonge Precinct – Transportation Master Plan (February 6, 2015);
- City of Toronto Central Waterfront Secondary Plan (April 2003);
- City of Toronto Tall Building Design Guidelines (March 2013);
- City of Toronto Vehicle Travel Lane Width Guidelines (January 2015);
- Perkins + Will, 'Urban Design Report: Principles and Recommendations (August 2014);
- Perkins + Will, 'Transportation Master Plan Environmental Assessment (August 2014);
- MMM Group/DTAH, Environmental Study Report – Gardiner Expressway York/Bay/Yonge Ramps Study (April 2013)
- Golder Associates, Cultural Heritage Evaluation Report: LCBO Headquarters Offices (March 2014);
- Unterman McPhail Associates, Built Heritage Assessment: Liquor Control Board of Ontario (LCBO) Headquarters (July 2007)
- ERA Architects Inc., Cultural Heritage Evaluation Report: 44 Lake Shore Boulevard East (February 2013);
- The City of Toronto was contacted directly by MMM to gather any information on cultural heritage resources within the study area (email communication 10 March 2016).

¹ Reviewed March 2, 2016

(<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=cfc20621f3161410VgnVCM10000071d60f89RCRD>)

² Reviewed March 2, 2016 (<http://www.heritagetrust.on.ca/Resources-and-Learning/Online-Plaque-Guide.aspx>)

³ Reviewed March 2, 2015 (<http://www.historicplaces.ca/en/pages/about-apropos.aspx>)

The *Planning Act* (1990) and related *Provincial Policy Statement (PPS 2014)* make a number of provisions relating to heritage conservation. One of the general purposes of the *Planning Act* is to integrate matters of provincial interest in provincial and municipal planning decisions. In order to inform all those involved in planning activities of the scope of these matters of provincial interest, Section 2 of the *Planning Act* provides an extensive listing. These matters of provincial interest shall be regarded when certain authorities, including the council of a municipality, carry out their responsibilities under the *Act*. One of these provincial interests is directly concerned with:

- 2 (i) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.

The *PPS* indicates in Section 4 - Implementation/Interpretation, that:

- 4.7 The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans.

Official plans shall identify provincial interests and set out appropriate land use designations and policies. To determine the significance of some natural heritage features and other resources, evaluation may be required.

Official plans should also coordinate cross-boundary matters to complement the actions of other planning authorities and promote mutually beneficial solutions. Official plans shall provide clear, reasonable and attainable policies to protect provincial interests and direct development to suitable areas.

In order to protect provincial interests, planning authorities shall keep their official plans up-to-date with this Provincial Policy Statement. The policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan.

Those policies of particular relevance for the conservation of heritage features are contained in Section 2, *Wise Use and Management of Resources*, in which the preamble states that “Ontario’s long-term prosperity, environmental health, and social well-being depend on protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.”

Accordingly, in subsection 2.6, *Cultural Heritage and Archaeology* makes the following relative provisions:

- 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

This provides the context not only for discrete planning activities detailed in the *Planning Act* but also for the foundation of policy statements issued under Section 3 of the *Planning Act*.

1.4 City of Toronto's Policies Regarding Heritage Impact Assessments

The following policies, outlined in the City of Toronto's *Official Plan*, direct the undertaking of Heritage Impact Assessment within the City:

22. A Heritage Impact Assessment will address all applicable heritage conservation policies of the Official Plan and the assessment will demonstrate *conservation* options and mitigation measures consistent with those policies. A Heritage Impact Assessment shall be considered when determining how a heritage property is to be *conserved*.
23. A Heritage Impact Assessment will evaluate the impact of a proposed *alteration* to a property on the Heritage Register, and/or to properties *adjacent* to a property on the Heritage Register, to the satisfaction of the City.
24. A Heritage Impact Assessment will be required for the proposed *demolition* of a property on the Heritage Register. Where *demolition* of a property *adjacent* to a property on the Heritage Register is proposed, the City may require a study on the implications of the *demolition* on the structural integrity of the property on the Heritage Register.
25. In addition to a Heritage Impact Assessment, the City may also request a Heritage Property Conservation Plan to address in detail the *conservation* treatments for the subject heritage property. The City may also request a Heritage Interpretation Plan to promote a heritage property or area, to the public.

1.5 Project Consultation

The following organizations, websites, online heritage documents, online heritage mapping tools, and heritage staff were contacted to confirm the level of significance of the subject property, the location of additional previously identified cultural heritage resources adjacent to the study area, and to request additional information generally:

- Heritage Preservation Services 4 October 2016 (via email, yshamji@toronto.ca)
- City of Toronto's *Heritage Designated Properties* @ <http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=cfc20621f3161410VgnVCM10000071d60f89RCRD&vgnextchannel=104752cc66061410VgnVCM10000071d60f89RCRD> [Accessed 4 October 2016]
- Canadian Register of Historic Places @ [http://www.historicplaces.ca/en/pages/about-apropos.aspx](http://www.historicplaces.ca/en/pages/about-<u>apropos.aspx</u) [Accessed September 2016]
- Parks Canada website (national historic sites) @ [http://www.pc.gc.ca/eng/progs/lhn-nhs/index.aspx](http://www.pc.gc.ca/eng/progs/lhn-<u>nhs/index.aspx</u) [Accessed September 2016]

2.0 HISTORICAL RESEARCH

The following historical summary is taken from and summarizes the research undertaken by Unterman McPhail Associates Cultural Heritage Evaluation Report (CHER) (2007), the ERA CHER (2013), and the CHER produced by Golder Associates (2014).



2.1 Site History

The following has been taken from Section 4.1 of the 2007 Unterman McPhail Associates report and provides a detailed history of the property:

a. Site History

The site was created from reclamation work undertaken in 1927 by the Toronto Harbour Commission (THC). A temporary air harbour opened nearby at the foot of Scott Street, currently the Toronto Star property, in June 1929. It closed in 1939 when a permanent seaplane base and airport opened on Toronto Island. The Department of National Defence occupied several blocks of THC land bounded by Queen's Quay and Fleet, Yonge and Sherbourne Streets in 1940. Used as the RCAF No. 1 Equipment Depot, the complex once comprised up to 65 buildings. The site was vacated in 1946 and all the buildings were demolished. The LCBO, which acquired the site from the Toronto Harbour Commission in 1948 after the site had been cleared, constructed an office building, warehouse and garage at No. 55 Lake Shore Boulevard East. Construction commenced in 1950 with the buildings occupied in 1954. The property remains in use by the LCBO (Figures 3-7).

b. Site Development and Evolution (in local and regional context)

The Toronto harbour area was in economic decline by 1900 (Figure 3). Lake Ontario had become a backwater for marine shipping, only able to accommodate vessels with a 14-foot draft necessary to exit the lake. Continual sifting of the Western Channel, Eastern Gap and slips impeded trade even further. The central waterfront was characterized by fingerling docks, many in poor condition, that extended south from the extensive railway lands. The Toronto Harbour Commission (THC) was established in May 1911 through a federal act of Parliament to create a modern port and industrial sector. Its jurisdiction extended from the Humber River on the west to the Victoria Park Avenue on the east and at points, one mile into Lake Ontario. The challenges were daunting as there were no facilities for ships over 14 feet deep, no coordination of water and rail transport, no storage warehouses and only a small industrial area beside the docks. Municipally owned lands were transferred to the THC in December 1911 and agreements were substantially reached for the lands dominated by the Grand Trunk Railway (GTR) and the Canadian Pacific Railway (CPR) along the north shore of the Inner Harbour.

The Commission's first priority was to prepare a plan for the overall development of the waterfront, which the Commission undertook expeditiously and submitted to City Hall on November 14, 1912. The plan divided the waterfront into three sections – west, central and east, to be developed for industrial, commercial and recreational purposes. Recreational activities focused on the western section from Bathurst west to the Humber and included beaches, parkland, the Exhibition Grounds and baseball stadium and aquatic clubs. For the central section, or Inner Harbour, the plan proposed new dock walls extending up to 1,000 feet south of the existing shoreline and the dredging of the harbour for ocean-going vessels to allow the port to reach its commercial potential. A

combination of industrial and recreational activities characterized the eastern section, including Ashbridge's Bay.

Work began in 1913 on the harbour improvements including major dredging operations and the construction of breakwaters along the eastern and western beaches. Dredging and proceeded with 75 acres ready for occupancy by 1917. Work on the central waterfront area was delayed awaiting land settlements with the railway companies. The railways, who owned the waterfront lands between Bathurst and York Streets in 1911, agreed to give up their riparian rights only after lengthy negotiations. With a settlement in place, work proceeded on the construction of harbour head walls and fill behind the walls between Bathurst and Yonge Streets. The land came under control of the THS for the construction of docks and warehouses. Development proceeded almost as soon as the land became available with the construction of Maple Leaf Stadium, Loblaw's warehouse, Tip Top Tailors, the Cross and Blackwell building, two grain elevators, the Terminal Warehouse, ferry docks and the Canada Steamship Lines docks in the 1920s.

The modernized Port of Toronto was well positioned to take advantage of the opening of the deep water Welland Canal in 1931. For the first time large ships of the Upper Great Lakes could sail into Lake Ontario. An increase of 64% in total tonnage was recorded at the port in the first year of operation of the fourth Welland Canal.

The Toronto Harbour Commission's master plan of 1912 had largely been implemented by 1937 at a cost of \$40 million. About 2,000 acres of land were created across the waterfront and Toronto Island was expanded by some 600 acres. In the Inner Harbour freight-forwarding facilities, grain elevator complexes and ferry docks were developed. Fleet Street and Boulevard Drive (now Lake Shore Boulevard) ran east/west across the new land, the city's first high-speed thoroughfares (Figure 4).

The development of the St. Lawrence Seaway in the 1950s prompted the final expansion of the Inner Harbour – the filling of the remaining 52 acres between Yonge and Parliament, south of Queen's Quay. The Government of Canada constructed a dock wall and the lands behind were filled in. Modern transit terminals were built in the area. The first terminal, Marine Terminal No. 11 and later renamed Marine Terminal No. 27, was opened in 1954 with 100,000 square feet of cargo handling with customs facilities.

Construction of the Liquor Control Board of Ontario office and warehouse and the Toronto Star print shop proceeded at the same time to the north of Queen's Quay. Further development of the area took place with the construction of the Redpath Sugar Refinery and the Queen Elizabeth Docks. Queen Elizabeth viewed both these facilities on her visit to officially open the St. Lawrence Seaway in 1959.

The completion of the St. Lawrence Seaway was the culmination of almost 50 years of planning, negotiations and wrangling between Canada and the United States. The delays had allowed the port of Toronto to anticipate the construction of a deep water waterway into Lake Ontario and to incorporate depths of ocean going vessels into its dredging operations and size of vessel berths and requirements for warehouse facilities into its construction activities. The first year of operation of the Seaway saw a significant increase in direct overseas tonnage in all categories of cargoes – general cargo and bulk commodities such as sugar, scrap metal, soya bean oil, petroleum products and cars.

2.2 Building History

The following was taken from Section 5.1 to 5.3 of the 2007 Unterman McPhail Associates report and provides a detailed account of the building's history:

5.1 Events or conditions leading to the acquisition, construction, expansion, and changes to the property.

Prohibition came to an end in Ontario with the repeal of the Temperance Act in 1927. The LCBO was established in that year under the Liquor Control Act and charged with the responsibility for distributing spirits, wine and beer to consumers and licensed establishments throughout the province through retail stores and brewers' retail stores. The Board also tested all products sold to the public and established prices. Initially the LCBO was also responsible for issuing liquor Authority Control Board of Ontario in 1944, renamed the Liquor License Board of Ontario (LLBO in 1947, A Chief Commissioner headed the LCBO and the Board supported a sizeable work force, comprising 1,165 employees by the end of 1947, and a reported 140 liquor stores and 138 brewers' retail stores in operation.

In the 1940s, the LCBO offices were located at No. 454 University Avenue (demolished) with a warehouse at No. 154 Wellington Street West (demolished). Store No. 17 opened on October 1, 1947, at the Terminal Warehouse located at 207 Queen's Quay West, Toronto, to accommodate license holders, mail order customers and delivery orders. The LCBO Annual Report (1948) indicates the Board had acquired land on Fleet Street East.

The Annual Report (1951) identifies real estate holdings of the LCBO, including land and preliminary construction work at Fleet and Cooper Streets, Toronto, and land and a warehouse building at No. 125 Fleet Street. The various functions of the Board were consolidated at the Board's new office headquarters and warehouse at No. 55 Fleet Street East, later No. 55 Lake Shore Boulevard East, in 1954. The new location was ideally suited to take advantage of existing road and rail networks and improved shipping connections with the construction of the St. Lawrence Seaway. The LCBO Annual Report (1955) notes the warehouse at No. 125 Fleet Street East was transferred to the Crown in January 1955, presumably after the new premises were complete and occupied. Store No. 17 was relocated from the Terminal Warehouse to No. 53 Freeland Street.

The LCBO and LLBO became crown corporations with the passage of the new Liquor Control Act in 1975. The functions of the LCBO Board were not changed significantly, although the organization within the Board was altered. Currently the LCBO is the world's largest purchaser of liquor and spirits. It has 600 stores across the province, five warehouses and 6,500 employees, including part-time staff. The Alcohol and Gaming Commission of Ontario (AGCO), created under the Alcohol and Gaming Regulation and Public Protection Act, passed in 1996, replaced the LLBO in 1998. Offices of the former LLBO were relocated from No. 55 Lake Shore Boulevard to the AGCO at that time. The Brewers Retail is currently a privately owned chain of retail outlets, no longer operated by the Government of Ontario through the LCBO.

5.2 History of Ownership, Use and Occupancy

The site was created through the reclamation work of the Toronto Harbour Commission in the late 1920s. The RCAF used a large part of the area south of Lake Shore Boulevard East (formerly Fleet Street East), between Yonge and Sherbourne Streets during World War II. The LCBO acquired the ownership of the block bounded by Lake Shore Boulevard East, Cooper Street, Queen's Quay East, and Freeland Street in 1948 from the THC after the wartime buildings had been removed. The LCBO proceeded to construct an office building, a warehouse and garage on the site. The LCBO continues to use the property today. The LLBO moved out of the office building circa 1998. The special order department and retail store initially housed in the office building have been relocated on the site to the warehouse building and stand alone retail store, respectively.

Land to the east of Cooper Street was purchased in 1967 with the intention of expanding the operations on the site including the closure of Cooper. Legal impediments after the purchase precluded the closure of the street. The land was never built upon and remains in use as staff parking.

Railway spurs traverse the site from Cooper Street to Freeland Street beside the south wall of the warehouse. The LCBO retained an easement over a narrow north part of the railway sidings. The Toronto Star Printing Plant retained a right-of-way over the railing sidings located to the south of the LCBO warehouse building. The LCBO attempted repeatedly throughout the 1970s to acquire the railway siding land.

The LCBO also rented premises at Pier No. 27, an arrangement that appears to have been terminated in 1971.

5.3 Construction Date(s) of Buildings/Structures

Office

Drawings were prepared for the office building in 1950 (Section 9) and foundations were commenced the same year. The Fire Insurance Plans (July 1954) noted the office as 'under construction'. Correspondence dating to December 31, 1954, provides 55 Fleet Street East as the LCBO Address.

Warehouse

Drawings were prepared for the warehouse in 1950 (Section 9) and foundations were commenced the same year. The Fire Insurance Plan (July 1954) indicates the building was occupied.

Garage and Retail Store

The Garage was noted on the Fire Insurance Plan (July 1954) as under construction. It was probably complete by the end of the same year. Drawings were prepared for an

addition to the garage to house a retail store in 1957. The Annual Report of the LCBO for 1958/1959 notes that Store No. 217 opened on June 2, 1958.

2.3 Architect

The following was taken from Section 3.4 of the 2007 Unterman McPhail Associates report and provides a comprehensive summary of the architects responsible for the building:

5.4 Architect/Designer

Mathers and Haldenby Architects

The Toronto Firm of Mathers and Haldenby, Architects, which was formed in 1921, undertook the design of the office building, warehouse, garage and retail building.

Alvan Sherlock Mathers (1895-1965) was born in Aberfoyle, Ontario. He attended high school in Thorold and Chelsey and graduated from the University of Toronto in 1917. Mathers worked with the architectural firms of John M. Lyle and Wickson and Gregg before forming the partnerships of Banigan, Mathers and Thompson and Eden Smith and Mathers. Eric Wilson Haldenby (1893-1971) was born in Toronto and attended Parkdale Collegiate and the University of Toronto. He graduated in 1921, after serving in World War I.

Mathers and Haldenby is a well-known firm. A good deal of the work was undertaken in Toronto, but alone, and with others, they worked in Kingston, Ottawa, Waterloo, Halifax, Quebec City and Calgary. The firm was responsible for a number of buildings at the University of Toronto, such as the University Club of Toronto (1928), the Whitney Hall Residence (1930-1931), the Canadiana Building (1951) and the Sir Daniel Wilson Residence (1953-1954) and for buildings at several other university campuses. The firm also undertook important restoration work at the Parliament Buildings, the West Block and the Supreme Court of Canada in Ottawa.

Upon retirement in 1964, Mathers and Haldenby transferred the partnership to their respective sons, Andrew Sherlock Mathers and Douglas Charles Haldenby. Significant projects from this period of the firm's work include the National Archives and Library, Ottawa; Queen's Park, Phase II, Toronto; and the Bell Telephone Co., London, Ontario. The firm ceased practice in 1991.

2.4 Additional Research Undertaken

The following was taken from Section 3.4 of the 2013 ERA report and outlines additional, relevant information concerning the property:

The LCBO complex represents ideas of modern industrial site planning, transportation and distribution.

With the proliferation of road transportation and distribution in the post-war period, industrial development took advantage of both rail and road distribution networks. Architects Mathers and Haldenby explored similar themes in their earlier Christie Brown Co. Factory (now Mr. Christie's Bakery) further west on Lake Shore Boulevard at Parklawn Road. The warehouse portion of the complex featured direct access to the rail viaduct with the ability of both freight trains and trucks to be taken into the interior of the warehouse. The Christie Brown Co. Factory also featured a gas pump and pavilion. It consolidated uses with the office headquarters located on site.

In anticipation of the St. Lawrence Seaway, Mathers and Haldenby were commissioned to design the LCBO complex at 55 Lake Shore Boulevard East. This design also consolidated uses and integrated modern modes of transportation and distribution in the design of 55 Lake Shore Boulevard East. The one-storey loading dock is accessed by trucks at the north end of the warehouse. Rail Cargo accessed the warehouse. Rail cargo accessed the warehouse from the southeast corner of the warehouse. Remaining rail spurs illustrate this historic function with an extant portion of the rail viaduct intersecting the landscaped open space to the south east of the warehouse.

LCBO Regional Warehouse and Distribution

The LCBO complex at 55 Lake Shore Boulevard E. was an important milestone in the modernization of the organization. It consolidated office, manufacturing and distribution uses all on one site. Up until the 1990s, the LCBO distilled their own brand of liquor on site in the warehouse – the distillery vats still exist on the third floor. The LCBO warehouse still acts as a major distribution centre for the world's largest single purchaser of beverage alcohol.

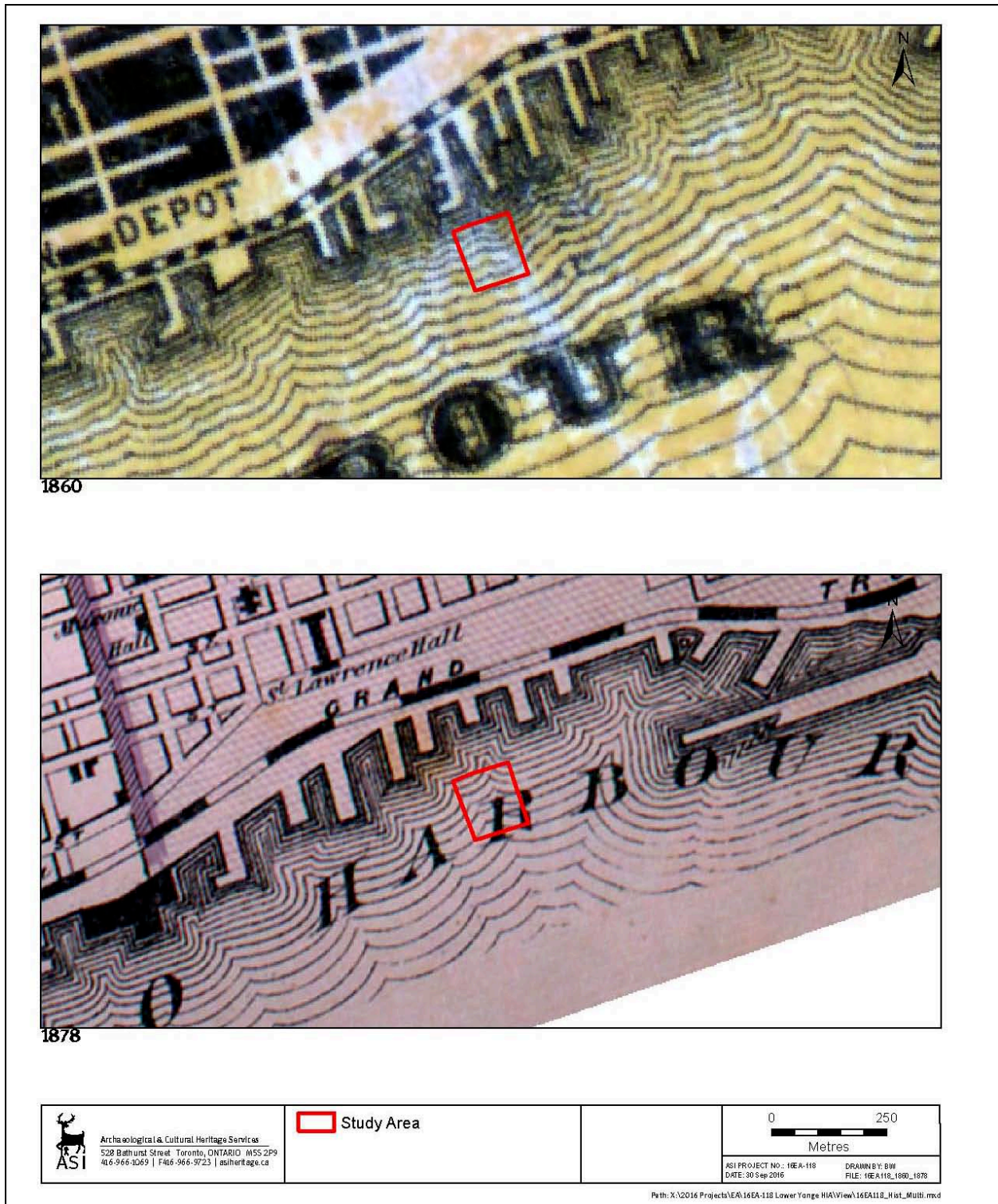


Figure 3: Location of the study area on 1860 and 1878 historic mapping.

Base Map: *Tremaine's Map of the County of York, 1860*, and *Illustrated Historical Atlas of the County of York, 1878*

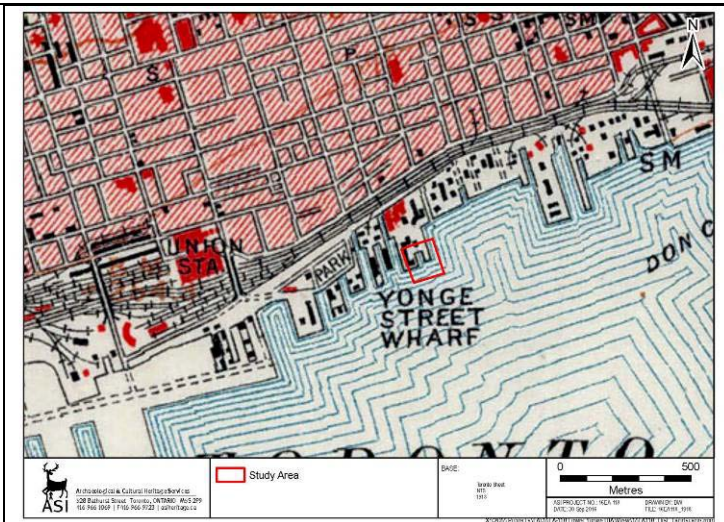


Figure 4: Location of the study area on 1918 historic mapping.
 Base Map: *National Topographic Service, 1918.*

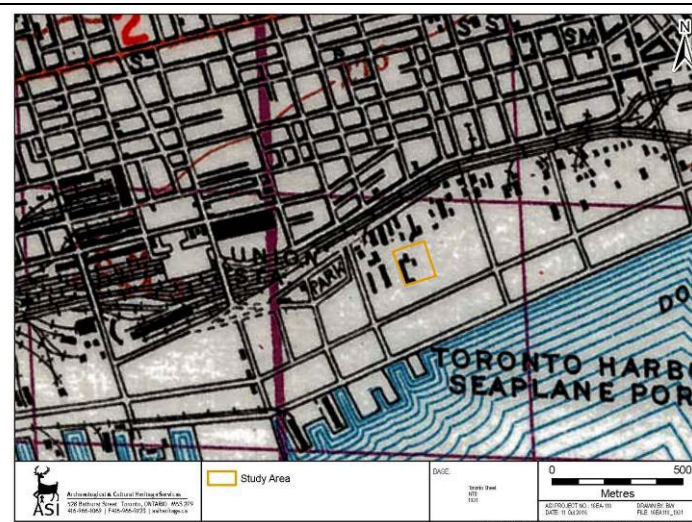


Figure 5: Location of the study area on 1931 historic mapping.
 Base Map: *National Topographic Service, 1931.*



Figure 6: Location of the study area on 1954 Aerial Photography.
 Base Map: *Hunting Survey Corporation, 1954.*



Figure 7: Location of the study area on 1988 historic mapping.
 Base Map: *National Topographic Service, 1988.*

3.0 EXISTING CONDITIONS

3.1 Introduction

A field review was conducted by Joel Konrad, Cultural Heritage Specialist, ASI, on 1 September 2016 to survey and document the study area and environs, with an emphasis on producing updated photography. The following description of the property has been taken from Section 3 of the Cultural Heritage Evaluation Report, produced by Golder Associates in 2014, which competently outlines the existing conditions of the property. Where necessary, supplementary amendments made from the 1 September 2016 site visit:

3.2 LCBO Warehouse

3.1 Setting

In 1940 several blocks of the newly reclaimed land between Fleet Street and Queens Quay were acquired by the Department of National Defence for the War effort. In 1946 National Defence vacated the area and all the buildings were demolished. The LCBO purchased 6.2 acres (2.4) hectares of this property at 55 Lakeshore Boulevard East from the Toronto Harbour Commissioners in 1948 on which to construct its new warehouse and office. The new facilities combined the existing LCBO head office at 454 University Avenue and warehouse at 125 Lake Shore Boulevard East in one location. The well-known Toronto architectural firm of Mathers and Haldenby were retained to design the complex which initially consisted of the office, warehouse and a garage. The buildings were designed in the post war modernist style. Construction began in 1950 and the buildings were occupied in 1954. A Toronto Harbour Commissioners railway spur extended from Queens Quay diagonally across a property west of Cooper Street and ran along the south wall of the warehouse. A track entered the warehouse while the outdoor track extended westward over Freeland Street to the Toronto Star Printing Plant.

3.2 Head Office Building (55 Lake Shore Boulevard East)

The four storey office building exterior has undergone few alterations and maintains much of its original form. The main exterior changes have been in window and door replacements. The architectural analysis is given in the Unterman McPhail/ERA Architects Reports.

The building still functions today as the head office of the LCBO. Functionally, the main change to the building has been the removal of the retail store to the former garage. The first floor of the office building originally contained a retail store and special order department. A loading dock was built into the south facade adjacent to the main loading dock for the warehouse. The public entrance to the store was from the west side of the building on Freeland Street and hence the store address was given as 53 Freeland Street. After the store was relocated to the garage building, this entrance was no longer used and there was no requirement for public access into the office building. The space is used today for various office purposes.

A distinctive design element is the pedestrian bridge: connecting the third floor of the office building with the third floor of the warehouse. Due to the higher ceilings in the warehouse the floors do not line up between the two buildings. The two buildings are about 20 metres apart and the ground level between them is occupied by the loading docks for the warehouse. Typically there is no need to physically separate the buildings unless there is a problem caused by warehouse noise, dust, odour, vibrations, fire risk or other specific reasons. It appears that the bridge was a link between the headquarters and warehouse office functions.

3.3 Warehouse (43 Freeland Street)

The warehouse is three storeys high and constructed of reinforced concrete. The warehouse has an almost square foot print of about 390 feet between Freeland and Cooper Streets and 310 feet north to south. This provided about 120,800 square feet on each floor.

The three storey warehouse was designed with reinforced-concrete flat-slab floors and roof. In order to carry the reinforcements, the columns need to flare out at the top creating a visually distinctive mushroom capital to the column. Further strengthening was provided by drop panels. The principal alternative to flat slab construction was to use concrete beam and girder. Flat-slab construction was the preferred framing system where the floors were heavily loaded or where beams and girder interfered with the headroom. The concrete columns in the warehouse were set on a grid of 20 feet, with 5 ½ inch centres. Due to the large size of the building footprint, expansion joints were built to divide the slabs into four quarters. The columns along the expansion joint are square with a bracket top.

Warehouse occurs on all three floors. Historically, bonded warehousing was located on the second and third floors, while today the entire warehouse is bonded. Offices and a product analytical lab were located along the west wall of the third floor. A foot bridge connected these offices to the headquarters building. A carpenters shop (today part of the Special Products office), stationary supplies, boiler room and staff facilities were provided on the ground floor of the west side. Stairwells were constructed at the four corners of the building. A passenger elevator located in the northwest corner connected the ground floor entrance lobby to the upper two floors.

The warehouse entrance was a one storey, glazed wall vestibule on Freeland Street adjacent to the loading dock. No doors were originally found on the south facade. Today doors and a loading dock have been added to handle sales of the LCBO's special order department. The special order department occupies much of the west end of the former railway loading dock. Doorways on the west facade provide access to the boiler room and the former stationary and supplies area and carpenter's shop.

Three different styles of window openings were used on the buildings facades. Large rectangular openings, similar to those on the office building, are located on the north facade and the north end of the second floor of the west facade. These windows faced into the former bottling room. Smaller openings with continuous stone heads and sills are found on the first and third floor of the south, west and east facades. Distinctive small,

square, “punched” openings with fixed sashes are found on the second floor of the east and west facade and on all floors of the south facade. Broadly speaking, the window selection relates to the internal function in that area. Most distinctly, the “punched” windows were warehouse storage while the large windows were for offices or production areas. A curious exception to the pattern was found on the east facade. As built, glazed walls were provided in front of two stairwells at the north and south of the facade. Exterior doors were built at the street level and have been closed in. No obvious explanation of these windows is evident.

The warehouse is about 20 metres south of the office building and the space between the two buildings is taken up with a covered, one storey truck loading area fitted with ten loading docks. A long, hipped skylight extends across the length of the roof over the loading area. A Dispatcher’s office is located at the Freeland Street exit to the loading area.

To maximize the length of each truck bay, the loading docks are angled at about 45 degrees to the building. Vehicles enter on the east side off Cooper Street and then back into the docks. When leaving, the truck can pull ahead and exit onto Freeland Street.

Despite the increase in the legal sized of trailers over the last 50 years, the dock can still accommodate most trucks. In 1951 the maximum length of a tractor-trailer unit varied from about 45-50 feet and standard height of a trailer was 12.5 feet. Today legal limit of a tractor-trailer is 75.5 feet with a height of 13.5 feet, although most trailers are in the 40-48 foot length.

When built, an indoor rail track ran approximately two thirds of the length of the south wall of the warehouse. A rolling steel door is still place at the south end of the east facade wall. The track was depressed below the level of the warehouse floor such that the car doors opened at the same level as the floor. Apparently the track had a seven rail car capacity. The track and loading dock were separated by a wall from the rest of the warehouse floor. Most of the wall has been removed although small sections that carried various utilities have been left in situ.

The former depressed track area was filled to become flush with the warehouse floor about 10 years ago. The west end of the track area is now used for special orders.

The warehouse was built as a central receiving facility for wholesale orders of liquor, wine and beer from primarily domestic supplies with smaller quantities of imported products. These goods were repackaged as stock for supplying individual retail stores and licensed establishments across the province. Today, the warehouse functions primarily to service Vintages orders for small quantities of speciality products.

Warehousing was undertaken on all three floors. The products were stored either as case goods or in barrels. It is assumed that most of the barrel stock was used in the bottling facilities in the building. A pair of freight elevators faced the truck loading dock. Each cabin accommodated four pallets. Two smaller freight elevators were located in the south west part of the building adjacent to the former railway loading dock.

Historically, the warehouse operation was divided into a bonded warehouse, on which excise tax had not been paid, and free warehousing in which the tax had been paid and the product could be sold. Originally parts of the second and third floors were classified as Dominion of Canada Bonded Warehouse No. 47. These areas were physically separated from the rest of the warehouse to ensure government control over the contents. Today the entire building has been bonded but several of the internal bond warehouse walls still remain.

3.4 Garage/Retail Store

This building was completed as a garage in 1954 and expanded in 1958 with the addition of an LCBO retail outlet. Over time the garage space was reduced and the area gradually taken over for warehousing by the retail store. At the time of the 2007 Unterman McPhail Report a small portion of the north end was still used as a garage. Today the entire building is part of the retail operation.

A garage operation as an adjunct to a warehousing operation was not uncommon. For example, Gooderham and Worts maintained a garage until the 1970s. In the 1950s the Canadian Breweries Transport Limited operated a garage south of the former LCBO warehouse at 125 Lake Shore Boulevard East. However, it is unknown if the LCBO maintained its own fleet of trucks and therefore how the garage functioned.

As built, the garage was one-storey tall with a sufficiently high ceiling to accommodate truck servicing. The interior was partly lit by a glazed transom over the roof. Garage roll entrance doors were located on the north and west facades. The garage had its own power plant, separate from that of the warehouse. The smokestack has been removed although a stub of it is visible on top of the roof in 2013.

Overall the architectural treatment of the building was identical to that of the warehouse. The rolling garage doors were similar to that of the rolling rail door. Most of the windows were of the “punch” design used on the warehouse.

The most distinctive feature of the garage was the protruding bay windows on the north side, adjacent to the garage door. Apparently this was an office area but the layout would suggest that it also provided surveillance or dispatching in the parking lot area.

The building was modified in 1958 with the retail store addition. The exterior of the north, west, and south facades of the building have been hardly altered. The main changes have been to the windows on the west facade. The former east wall has been hidden behind the subsequent retail store addition.

The interior of the garage was subsequently divided half and the north section continued in use as a garage while the south part was taken over by the retail store. Today the entire garage is used for warehousing.

The retail store at 2 Cooper Street originally opened as Store No. 17 on October 1, 1947, at the Terminal Warehouse located at 207 Queen’s Quay West. In 1954 it was relocated to No. 53 Freeland Street as part of the new LCBO head office. In 1958 the store was



relocated to its present location in an expanded portion of the LCBO garage. Today, the store is known as retail store #217.

The store was constructed by adding an extension to the east wall of the garage that matched the height, massing, and brick finish of the garage. A lower structure extended further east and formed the sales portion of the store and the main facade for the retail store. The main facade has been modernized over time with new doors and windows but otherwise the exterior is largely unchanged. In the 1970s the store was converted into a self-service operation in keeping with the new LCBO retail model.

3.5 Summary

Several changes in operation have allowed the LCBO complex to function with virtually no significant architectural modifications to the buildings' exteriors. Functionally the head office and warehouse still fulfil the same operations for which they were designed. The expansion of LCBO office functions has been accommodated by the relocation of the retail store to the garage site and by the removal of the LCBO second floor functions to a new location. Although the interior has been extensively modified, all of the corporate growth over time could be accommodated within the original facade of the building.

When the warehouse was completed in 1954, it served most of Ontario apart from a small warehouse in Fort William (Thunder Bay). Soon after, in 1959 a regional warehouse was opened in Ottawa followed by London and then in the 1980s by the massive Durham warehouse. Thus Lake Shore Boulevard warehouse could adjust to changing demands because extra warehousing was becoming available elsewhere in the province.

Although the garage function of the building has ended, the interior space of the garage allowed it to be adapted to retail warehouse use. Therefore, the store today can operate within the structure of the 1950 design.

4.0 CULTURAL HERITAGE VALUE OF 55 LAKESHORE BOULEVARD EAST (LCBO WAREHOUSE PROPERTY)

4.1 Evaluation

The property located at 55 Lakeshore Boulevard East has been positively assessed for cultural heritage value three separate times and is currently listed on the City of Toronto's Heritage Register. Consequently, the property is considered to be of significant cultural heritage interest.

Tables 1 and 2 summarize the findings of ERA Architects in their 2013 Cultural Heritage Evaluation Report which evaluates of 55 Lakeshore Boulevard East against criteria as set out in Ontario Regulation 9/06 and 10/06 of the *Ontario Heritage Act*. ASI supports the findings in the ERA 2013 report.

Table 1: Evaluation of the 55 Lakeshore Boulevard East using Ontario Regulation 9/06

1. The property has design value or physical value because it:



Table 1: Evaluation of the 55 Lakeshore Boulevard East using Ontario Regulation 9/06

| <i>Ontario Heritage Act Criteria</i> | <i>Analysis</i> |
|--|--|
| i. is a rare, unique, representative or early example of a style, type, expression, material or construction method; | <p>The building complex at 55 Lake Shore Boulevard East is a very good representative example of modern industrial architecture.</p> <p>This complex includes the LCBO office headquarters, warehouse, garage/retail outlet arranged at an intersection of road, rail, and water transportation. The complex reflects modern ideas about transportation, distribution and site planning as well as attitudes towards efficiencies and consolidation of activities.</p> |
| ii. displays a high degree of craftsmanship or artistic merit, or; | <p>The building complex, the office headquarters and warehouse in particular, is constructed of high-quality materials featuring fine detailing and finishes on both the exterior and interior.</p> <p>All three buildings are integrated through design, detailing and materials.</p> |
| iii. demonstrates a high degree of technical or scientific achievement. | <p>The methods of construction for each of the buildings are typical of the period. The office headquarters is brick and steel construction. The warehouse is reinforced concrete slab construction with distinctive mushroom capital columns typical of freight handling facilities. The garage is reinforced concrete construction and the retail addition is steel frame curtain wall construction.</p> |

2. The property has historical value or associative value because it:

| <i>Ontario Heritage Act Criteria</i> | <i>Analysis</i> |
|---|---|
| i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community; | <p>The building complex at 55 Lake Shore Boulevard East is directly associated with the LCBO and the modernization of the organization. Constructed in 1950-1954, it was the LCBO's first purpose built headquarters. The LCBO offices were previously in provincial government buildings on University Avenue and a warehouse on Wellington Street West (Both Demolished). The LCBO has continued to operate on the site since it was first built.</p> <p>The complex is associated with the ongoing modernization of the Port of Toronto in the post-war period. Its construction corresponds with the anticipated development of the St. Lawrence Seaway (opened in 1959) that led to the expansion of the city south of the railway and east of Yonge Street after World War II. Modern industrial sites that opened as a result of the St. Lawrence Seaway include the LCBO Complex and the Redpath Sugar Factory.</p> |
| ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or; | <p>While the property relates to the industrial heritage of Toronto's waterfront, it does not appear to yield information related to a particular community or culture or culture within the region.</p> |

Table 1: Evaluation of the 55 Lakeshore Boulevard East using Ontario Regulation 9/06

| | |
|---|---|
| iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community. | <p>The building is a good example of prominent Toronto architects Mathers and Haldenby's institutional and industrial work.</p> <p>It reflects similar aesthetic qualities of the earlier Christie Brown & Co. Factory (now Mr. Christie's Bakery), designed by Mathers and Haldenby in 1951. Similar to the LCBO complex, the design of this factory also incorporated integration of road and rail transportation in the design of the industrial complex, with office and factory uses located on the same site.</p> <p>Mathers and Haldenby are most known for their institutional work such as National Library & Archival Building in Ottawa (1963-1967), Imperial Oil Building (1957), and the Canadiana Gallery for the University of Toronto (1951).</p> |
|---|---|

3. The property has contextual value because it:

| <i>Ontario Heritage Act Criteria</i> | Analysis |
|---|--|
| i. is important in defining, maintaining or supporting the character of an area; | The LCBO complex maintains and supports the industrial character of the central waterfront area. The Victory Soya Silos and Canada Malting buildings define the east and west extent and the Redpath Sugar Factory defines the centre of the central waterfront area as a post-industrial neighborhood with new residential and mixed-use development. |
| ii. is physically, functionally, visually or historically linked to its surroundings, or; | <p>The LCBO building complex is linked to the industrial development and character of Toronto's central waterfront. It is visually linked to the area as one of the largest and last remaining industrial operations in Toronto's central waterfront.</p> <p>It is physically and functionally linked to its surroundings through all three modes of commercial transportation prevalent in the mid-twentieth century. It is accessible by trucks at the north end and was historically linked to the rail viaduct with accessibility for rail cars at the south end of the warehouse. Remains of rail spurs angle across the site, to the south of the warehouse. When the St. Lawrence Seaway opened in 1959, the LCBO rented premises on Marine Terminal No. 11, later renamed Marine No. 27.</p> |
| iii. is a landmark. | Although the siting of the LCBO complex is important to the understanding of the property, it is not a prominent landmark in the central waterfront. Due to the building's orientation towards the Gardiner Expressway on the south side of the Lake Shore Boulevard, the complex does not have a strong presence in the public realm in the more pedestrian oriented Queen Quay Boulevard. However, the office headquarters is one of a few buildings, including the Toronto Harbour Commission Building, that have a presence along Lake Shore Boulevard. |

Table 2: Evaluation of the 55 Lakeshore Boulevard East using Ontario Regulation 10/06

1. The property has design value or physical value because it:

| <i>Ontario Heritage Act Criteria</i> | Analysis |
|--------------------------------------|--|
| i. The property represents or | The property at 55 Lake Shore Boulevard East is associated with the theme of |



Table 2: Evaluation of the 55 Lakeshore Boulevard East using Ontario Regulation 10/06

| | |
|---|---|
| <p>demonstrates a theme or pattern in Ontario's history.</p> | <p>Trade and Commerce (as defined by Parks Canada for National Historic Sites of Canada System Plan). However, there are many other sites across the province related to this theme. This property does not meet this criterion.</p> <p>The LCBO building complex is associated with the ongoing modernization of the port of Toronto in the post-war period. It was developed in anticipation of the St. Lawrence Seaway (officially opened in 1959). However, a more significant period of industrial development along Toronto's central waterfront was in the early twentieth century as a result of the Toronto Harbour Commission's 1912 Plan. This includes the Canada Malting Silos, Tip Top Tailors, Loblaws warehouse, and the Terminal Warehouse in the 1920s.</p> |
| <p>ii. The property yields, or has the potential to yield, information that contributes to an understanding of Ontario's history.</p> | <p>The property does not yield, or have the potential to yield, information that contributes to an understanding of Ontario's history.</p> |
| <p>iii. The property demonstrates an uncommon, rare, or unique aspect of Ontario's cultural heritage.</p> | <p>The property is associated with the industrial heritage of the province and the provincially-run organization LCBO. However, it does not demonstrate an uncommon, rare or unique aspect of Ontario's industrial heritage.</p> |
| <p>iv. The property is of aesthetic, visual, or contextual importance to the province.</p> | <p>The building complex is constructed of high quality materials featuring fine details and finishes on the exteriors and interiors. However, its aesthetic, visual, or contextual qualities are not of provincial significance. Several others of this type exist across the province. This property does not meet this criterion.</p> |
| <p>v. The property demonstrates a high degree of excellence or creative, technical, or scientific achievement at a provincial level in a given period.</p> | <p>The property does not have a strong special association with the entire province or with a community that is found in more than one part of the province.</p> |
| <p>vi. The property has a strong or special association with the entire province or with a community that is found in more than one part of the province. The association exists for historic, social, or cultural reasons or because of traditional use.</p> | <p>The property does not have a strong or special association with the entire province or with a community that is found in more than one part of the province.</p> |
| <p>vii. The property has a strong or special association with the life or work of a person, group, or organization of importance to the province or with an event of importance to the province.</p> | <p>The property is related to the provincially-run organization, the LCBO. It represents the modernization of the organization as its first purpose built headquarters and regional warehouse. The LCBO has operated on this site since the complex was first built in 1954. There are now a total of five regional warehouses in the province and headquarters staff are located both on and off-site as logistical requirements and space permit. Therefore, the property does not meet this criterion.</p> |

The assessments completed by ERA Architects, Unterman McPhail Associates, and Golder Associates concluded that the property at 55 Lake Shore Boulevard East meets the Ontario Regulation 9/06 criteria for determining cultural heritage value or interest. The property is significant for design, associative, and contextual value as a representative example of modern industrial architecture in Toronto's central waterfront. It is recommended that 55 Lake Shore Boulevard East continue to be identified as a provincial heritage property.

However, all the above reports agree that the property does not meet the Ontario Regulation 10/06 criteria for determining cultural heritage value or interest of provincial significance. Although it is associated with industrial development in the province in response to the St. Lawrence Seaway, it is not a strong or unique example illustrating this theme. While the LCBO is a provincially-run organization, the property's association with the LCBO alone does not merit its designation as provincially significant.

4.2 Draft Statement of Cultural Heritage Value or Interest for 55 Lakeshore Boulevard East

The following has been taken from the ERA Architects CHER (2013), which in turn builds upon the Unterman McPhail Associates CHER produced in 2007. ASI supports the Draft Statement of Cultural Heritage Value:

The cultural heritage value of the LCBO building complex at 55 Lake Shore Boulevard East lies in its design, associative and contextual value. The building complex consists of the LCBO office headquarters, regional warehouse and a garage/retail outlet.

Design Value

The building complex is a very good representative example of mid-century modern industrial architecture. It was designed by prominent Toronto architects, Mathers and Haldenby in 1954. The building complex, the office headquarters and warehouse in particular, is of high-quality materials featuring fine details and finishes on both the exterior and interior. All three buildings are integrated through their design, detailing, and materials.

Historic/Associative Value

The building complex is directly associated with the LCBO and the modernization of the organization. It was the LCBO's first purpose-built headquarters. The LCBO offices were previously in provincial government buildings on University Avenue and a warehouse on Wellington Street West (both demolished). The LCBO has continued to operate on the site since it was first built in 1954. It is a good example of prominent Toronto architects, Mathers and Haldenby institutional and industrial work.

The industrial complex is associated with the ongoing modernization of the Port of Toronto in the post-war period. It corresponds with the development of the St. Lawrence Seaway (opened in 1959) that led to the expansion of the city south of the railway and east of Yonge Street after World War II.

Contextual Value

The LCBO building complex maintains and supports the industrial character of Toronto's central waterfront area. The LCBO complex and other industrial sites including the Victory Soya Silos, Canada Malting Buildings, and the Redpath Sugar factory represent some of the last remaining remnants of Toronto's central waterfront's industrial heritage. The Victory Soya Silos and Canada Malting buildings define the east and west extent and the Redpath Sugar factory defines the centre of the central waterfront area as an industrial neighbourhood with new residential and mixed-use development. It is visually linked to the area as one of the largest and last remaining industrial operations in Toronto's central waterfront.

Character Defining Elements

Exterior

- *Consistent material palette through use of buff brick, cut stone, and copper details on all three buildings;*
- *Hierarchy of buildings communicated through shared architectural vocabulary with greater formality and finer details in the design of the office and warehouse;*
- *Copper-clad pedestrian bridge connecting the office and warehouse;*
- *Four storey, flat roof structure of LCBO Office Headquarters with rectangular footprint;*
- *Symmetrically organized elevations of office headquarters including penthouse;*
- *Centrally positioned main entry on north elevation of office headquarters with glazed vestibule. Granite piers and base, cast metal coats of and flanking flagpoles;*
- *West entry of office headquarters with steps, glazed vestibule, metal screen and brass doors and hardware;*
- *Greater formality in details of office headquarters including granite base, buff brick walls laid in Flemish bond, rectangular window openings with stone trim set slightly behind the brick wall face, stone sill, aluminum casements and balustrade;*
- *Three storey, flat roof structure of LCBO regional warehouse including concrete base, buff brick walls laid in common bond and cut stone coping;*
- *Glazed entrance vestibule at the northwest corner of the warehouse;*
- *Direct organization of each elevation of the warehouse through the variations of three different designs of rectangular window openings with stone trim: large rectangular openings, smaller openings with continuous stone heads and sills and small punched openings with fixed sash;*
- *Masonry chimney on the warehouse;*
- *One storey truck loading area with skylights in area between office headquarters and warehouse; and*
- *Railway loading dock entry at the south end of the east wall of the warehouse that provides entry.*

Interior

- *Finishes in entrance ground floor lobby in office headquarters including marble columns, two period elevators, stylized aluminum railing with stylized cut out in the base;*
- *Upper floor lobbies in office headquarters with marble floors, marble wall cladding, and aluminum clocks;*
- *Open plan and volume of warehouse interior space and grid of concrete columns with mushroom capitals; Extant machinery including bottling vats within the warehouse.*

4.3 Draft Statement of Significance for 55 Lakeshore Boulevard East

The following has been taken from the Unterman McPhail Associates CHER produced in 2007. ASI supports the Draft Statement of Significance:

Office Building

The LCBO office building at No. 55 Lake Shore Boulevard East is considered to be of heritage value for historical, design and contextual reasons.

Historical/Associative Value

The building was purpose built as the head office of the Liquour Control Board of Ontario (LCBO). The LCBO was established by provincial statute in 1927 following the repeal of the Temperance Act of 1916. Prior to moving to this site, the LCBO offices were located within a provincial government building at No. 454 University Avenue; this building has been demolished. The construction of the LCBO complex brought together on one site the head office, warehouse, private order department and retail store, reflecting the mandate of the organization. Within the context of the City of Toronto the construction of the LCBO complex at this location marked the accelerated development in the 1950s of the area south of the railway viaduct between Yonge and Parliament Streets in anticipation of the opening of the St. Lawrence Seaway.

Design/Physical Value

In design the 1954 LCBO office building is considered to be a very good example of the modern architecture style introduced to Toronto following World War II. The exterior retains its stylistic detailing although the interior layout has been modified. The well-known Toronto architectural firm of Mathers and Haldenby prepared the site plan and designed the LCBO office building, warehouse, garage and retail store.

Contextual value

The LCBO occupies the city block bounded by Lake Shore Boulevard East to the north, Cooper Street to the east, Queen's Quay to the south and Freeland Street to the west. The office set at the north end of the site is oriented to Lake Shore Boulevard East. A narrow strip of grass and planting beds sets the building off from the public sidewalk. The office and warehouse form a strong visual element along Lake Shore Boulevard East; however, the railway viaduct and Gardiner Expressway block views to the site. Historic linkages have been affected by the diminished industrial character of the East Bayfront area brought on by the loss of dock facilities, railway sidings and several industrial buildings.

The key heritage attributes that characterize the original style and design of the office building, include, but are not limited to the following features:

Exterior

- *Four storey, flat roof structure with rectangular footprint;*
- *Granite base, buff brick walls laid in a Flemish bond and cut stone coping;*
- *Symmetrically organized elevations including penthouse;*
- *Centrally positioned main entry with glazed vestibule, granite piers and base, cast metal coats of arms and flanking flagpoles;*
- *West entry with steps, glazed vestibule, metal screen and brass doors and hardware;*
- *Rectangular window openings with stone trim set slightly behind the brick wall face, stone sill, aluminum casements and balustrade; and,*
- *Copper clad pedestrian bridge connecting the office and warehouse.*

Interior

- *Interior layout with central core containing lobbies, elevators, stairwell and washrooms;*
- *Ground floor lobby with marble columns and two period elevators;*
- *Upper floor lobbies with marble floors, marble wall cladding, and aluminum clocks;*
- *Executive offices and boardroom at the east end of the fourth floor with original central hall layout, baseboards, door trim and doors; and,*
- *Washrooms with period finishing and fixtures.*

Warehouse

The LCBO warehouse at No. 43 Freeland Street is considered to be of heritage value for historical, design and contextual reasons.

Historical/Associative Value

The building was purpose built as a warehouse of the Liquour Control Board of Ontario (LCBO). The LCBO was established by provincial statute in 1927 following the repeal of the Temperance Act of 1916. Prior to moving to this site, the LCBO warehouse was located at No. 154 Wellington Street West; this building has been demolished. The construction of the LCBO complex brought together onto one site the head office, warehouse, private order department and retail store, reflecting the mandate of the organization. Within the context of the City of Toronto the construction of the LCBO complex at this location marked the accelerated development in the 1950s of the area south of the railway between Yonge and Parliament Streets in anticipation of the opening of the St. Lawrence Seaway.

Design/Physical Value

In design the 1954 LCBO warehouse is considered to be a good example of the Modern architecture style introduced to Toronto following World War II. It is a very good example of concrete flat slab construction with mushroom columns used extensively in freight-handling facilities from 1910 to 1960. The structure is one of five LCBO warehouses. The building has undergone few alterations although some windows have been closed in. The well-known Toronto architectural firm of Mathers and Haldenby

prepared the site plan and designed the LCBO office building, warehouse, garage and retail store.

Contextual value

The LCBO occupies the city block bounded by Lake Shore Boulevard East to the north, Cooper Street to the east, Queen's Quay to the south and Freeland Street to the west. The warehouse is set at the south of the office. The office and warehouse form a strong visual element along Lake Shore Boulevard East; however, the railway viaduct and Gardiner Expressway block views to the site. Historic linkages have been affected by the diminished industrial character of the East Bayfront area brought on by the loss of dock facilities, railway sidings and several industrial buildings.

The key heritage attributes that characterize the original style and design of the warehouse, include, but are not limited to the following features:

Exterior

- *Three storey, flat roof structure with rectangular footprint;*
- *Masonry chimney;*
- *Concrete base, buff brick walls laid in a common bond and cut stone coping;*
- *Distinct organization of each of the four elevations*
- *Glazed entrance vestibule at the northwest corner;*
- *One storey truck loading area with skylights;*
- *Railway loading dock entry at the south end of the east wall that provides entry; and,*
- *Three different designs of rectangular window openings with stone trim: large rectangular openings, smaller openings with continuous stone heads and sills and small punched openings with fixed sash.*

Interior

- *Interior layout with offices and testing laboratory, white rooms and former display room along with west side of the building and storage functions to the east including bottling vats and bonded warehouse;*
- *Grid of concrete columns with mushroom capitals; and,*
- *Concrete slab floors and roof.*

Garage/Retail building

The LCBO garage/retail building at No. 2 Cooper Street is considered to be of heritage value for historical, design and contextual reasons.

Historical/Associative Value

The garage was built as part of the Liquor Control Board of Ontario complex. The building was modified in 1957-58 to accommodate a retail store. The LCBO was established by provincial statute in 1927 following the repeal of the Temperance Act of 1916. The construction of the LCBO complex brought together onto one site the head office, warehouse, private order department and retail store, reflecting the mandate of the organization. Within the context of the City of Toronto the construction of the LCBO complex at this location marked the accelerated development in the 1950s of the area



south of the railway between Yonge and Parliament Streets in anticipation of the opening of the St. Lawrence Seaway.

Design/Physical Value

In garage is considered a fair example of a 1950s building. Its design relates to the LCBO office and warehouse buildings through continuity of form and materials. The building was extended to the east in 1957-58 for the retail store addition. The interior layout and the east (front) elevation of the retail store have been extensively modified. The well-known Toronto architectural firm of Mathers and Haldenby prepared the site plan and designed the LCBO office building, warehouse, garage and retail store.

Contextual value

The LCBO occupies the city block bounded by Lake Shore Boulevard East to the north, Cooper Street to the east, Queen's Quay to the south and Freeland Street to the west. The garage and retail store address Queen's Quay at the south end of the site. Historic linkages have been affected by the diminished industrial character of the East Bayfront area brought on by the loss of dock facilities, railway sidings and several industrial buildings. The key heritage attributes that characterize the original style and design of the garage and retail store, include, but are not limited to the following features:

Exterior

- One storey, flat roof structure with rectangular footprint;*
- Square windows with cut stone trim on the south and west elevations; and,*
- Two storey office area on the north elevation clad in stone.*

5.0 CONSERVATION STRATEGY

5.1 Proposed Work

The following conservation strategy is based upon three alternatives provided by the Environmental Assessment team: one derived from the Transportation Master Plan Road Alignment (**Alignment 1**); one illustrating the Most Current Preferred Road Alignment (**Alignment 2**); and finally one outlining the Menkes Alignment (**Alignment 3**). All three alignments will extend Harbour Street through the property located at 55 Lake Shore Boulevard East, necessitating demolition of the south portion of the warehouse structure.

Generally, existing plans for the area identify the redevelopment of four city blocks bounded by Lake Shore Boulevard East on the north, Freeland Street to the west, Queens Quay East to the south, and a new right-of-way proposed to the east. The west half of the proposed development encompasses the entirety of the subject property located at 55 Lake Shore Boulevard East. The subject property is bisected by the extension of Harbour Street, which runs generally east-west through the current property. A full description of the proposed development taken from alignments provided by the City of Toronto and can be found in Appendix B.

5.1.1 Measurement of Development or Site Alteration Impact



According to available documentation, the proposed alignments (1, 2, and 3) will precipitate the following impacts:

- Removal of a portion of the existing warehouse;
- Removal of the LCBO retail building;
- Alteration of remaining warehouse; and
- Alteration to the setting of the former LCBO office.

5.1.2 General Impact Assessment

To assess the potential impacts of the proposed development on the cultural heritage value of 55 Lake Shore Boulevard East, identified heritage attributes were considered against a range of possible impacts as outlined in the *Ontario Heritage Tool Kit* (2006), which include:

- Destruction of any, or part of any, significant heritage attribute or feature.
- Alteration which means a change in any manner and includes restoration, renovation, repair or disturbance.
- Shadows created that alter the appearance of a heritage attribute or change the visibility of a natural feature of plantings, such as a garden.
- Isolation of a heritage attribute from its surrounding environment, context, or a significant relationship.
- Direct or indirect obstruction of significant views or vistas from, within, or to a built and natural feature.
- A change in land use such as rezoning a battlefield from open space to residential use, allowing new development or site alteration to fill in the formerly open spaces.
- Soil Disturbance such as a change in grade, or an alteration of the drainage pattern or excavation.

Based on the current proposed development concepts (Appendix B), the subject property located at 55 Lake Shore Boulevard East will be directly impacted through the destruction or alteration of built heritage features on the property. These impacts are generally outlined using the *Ontario Heritage Toolkit* categories in Table 3.

| Table 3: Impact Assessment – 55 Lake Shore Boulevard East | |
|---|--|
| Impact | Potential heritage impacts of the removal of proposed developments on the subject property located at 55 Lake Shore Boulevard East |
| Destruction, removal or relocation | The proposed development will precipitate the destruction of the following elements on the subject property: <ul style="list-style-type: none"> - Removal of portions of the warehouse building due to the extension of Harbour Street. |
| Alteration | The proposed development will precipitate the following alterations to the subject property: <ul style="list-style-type: none"> - Alteration of the property with the introduction of a new right-of-way. |
| Shadows | No impacts anticipated. |
| Isolation | No impact anticipated. |

| Impact | Potential heritage impacts of the removal of proposed developments on the subject property located at 55 Lake Shore Boulevard East |
|---|---|
| Direct or indirect obstruction of significant views | No impact anticipated. |
| A change in land use | The proposed development will precipitate the following change in land use: <ul style="list-style-type: none"> - The property will change from commercial to road. |
| Soil disturbance | There is expected to be soil disturbance involved in the removal of the existing building and creation of a thoroughfare. |

5.1.3 Specific Alignment Impacts to the LCBO Warehouse

The impacts of the three proposed alignments have been considered using the heritage attributes of the LCBO Warehouse outlined by Unterman McPhail Associates (2007), located in section 4.3 of this report. Table 4 identifies the attributes and assesses the degree to which they would be affected by each proposed alignment. Graphics outlining the proposed alignments can be found in Appendix B.

Table 4: Specific Alignment Impact Assessment – 55 Lake Shore Boulevard East

| IDENTIFIED CULTURAL HERITAGE ATTRIBUTES | IMPACTS: TMP ALIGNMENT | IMPACTS: PREFERRED ALIGNMENT | IMPACTS: MENKES ALIGNMENT |
|---|--|--|--|
| <i>Three storey, flat roof structure with rectangular footprint</i> | -Loss of significant portion of the existing building -The remaining warehouse volume is still legible as a warehouse building type | | -Loss of significant portion of the existing building -With 50% loss of east elevation, remaining warehouse volume is significantly reduced |
| <i>Masonry chimney</i> | -No alteration to attribute | | |
| <i>Concrete base, buff brick walls laid in a common bond and cut stone coping</i> | -Loss of significant portion of brick walls -The remaining brick walls will maintain a substantial proportion of existing material | | |
| <i>Distinct organization of each of the four elevations</i> | -Loss of south elevation, approximately 25% reduction of west elevation and 33% reduction of east elevation | -Loss of south elevation, approximately 25-30% reduction of west elevation and 40% reduction of east elevation | -Loss of south elevation, approximately 35% reduction of west elevation and 50% reduction of east elevation |
| <i>Glazed entrance vestibule at the northwest corner</i> | -No alteration to attribute | | |
| <i>One storey truck loading</i> | -Loss of attribute | | |

| | |
|---|---|
| <i>area with skylights</i> | |
| <i>Railway loading dock entry at the south end of the east wall that provides entry</i> | -Loss of attribute |
| <i>Three different designs of rectangular window openings with stone trim: large rectangular openings, smaller openings with continuous stone heads and sills and small punched openings with fixed sash.</i> | -Loss of significant number of windows -A substantial proportion of existing windows will remain |
| <i>Interior layout with offices and testing laboratory, white rooms and former display room along with west side of the building and storage functions to the east including bottling vats and bonded warehouse</i> | -Unknown impact |
| <i>Grid of concrete columns with mushroom capitals</i> | -Likely retention as the columns appear to be structural |
| <i>Concrete slab floors and roof</i> | -Likely retention as the concrete floors and roof appear to be structural |

5.2 Conservation Strategy Objectives

Based on the results of a review of earlier reporting, further research, a site visit, corroboration of heritage evaluation, and analysis of impacts of the proposed undertaking, the following conservation strategy has been developed in accordance with the Ministry of Culture’s *Eight Guiding Principles in the Conservation of Built Heritage Properties* (See Appendix C). Parks Canada’s *Standards and Guidelines for the Conservation of Historic Places* recommendations have also been considered, and in particular that the developer “use the gentlest means possible for any intervention” in order to “respect heritage value when undertaking an intervention” (Canada’s Historic Places 2010: 22).

5.2.1 General Built Heritage Conservation Strategy

The following MTCS *Eight Guiding Principles in the Conservation of Built Heritage Properties* should be considered:

| Table 5: Mitigation Direction – 55 Lake Shore Boulevard East | |
|--|---|
| Eight Guiding Principles in the Conservation of Built | Direction on Heritage Impact Mitigation |



| Heritage Properties (MTCS, 2007) | |
|---------------------------------------|---|
| 1) Respect for Documentary Evidence | After the completion of the development, future alterations to the architectural fabric of the original structures should be based on historical documentation such as existing photographs found in existing CHERs completed by Unterman McPhail (2007); ERA Architects (2013); and Golder Associates (2014). |
| 2) Respect for the Original Location | Removal of the LCBO office and warehouse should not be considered as they are integral to understanding the history of the property. |
| 3) Respect for Historic Material | Future maintenance of the original structures should emphasize repair and conservation rather than replacement. For the LCBO office and warehouse, this will result in the cleaning and mending of brick, glass, and metal components. |
| 4) Respect for Original Fabric | If repairs are deemed unavoidable by a both a heritage specialist and engineer, repairs should be undertaken using sympathetic materials, such as brick, concrete, and metal, where appropriate. |
| 5) Respect for the Building's History | Future restoration activities, should they occur, should not privilege one construction period over another, and therefore later additions should not be destroyed solely to restore the property to an earlier, single period. |
| 6) Reversibility | Alterations should be reversible. According to the development plan, this aspect of the guiding principles cannot be followed. However, the principle should be applied to the LCBO office and warehouse once the transportation alignment has been completed. |
| 7) Legibility | Any new buildings constructed on the LCBO property should be easily distinguished from the older design. The transportation alignment plans achieve this as a clear differentiation in construction materials between original and new structures is easily visible. |
| 8) Maintenance | A standalone Strategic Conservation Plan should be completed for the remaining elements of the LCBO office and warehouse. This plan should include the following sections: <ul style="list-style-type: none"> - Introduction - Statement of Heritage Value - Conditions Assessment – Current and Future - Conservation Strategies - Action Plan (including direction for maintenance and repair works) - Action Plan (including operation requirements) |

5.2.2 Built Heritage Conservation Strategy



Table 6 provides specific conservation strategies based upon the three alignments outlined in Appendix B. Full text of Mark Fram's *Well Preserved* (Erin: Boston Mills Press, 2003) can be found on the Ontario Heritage Trust Website: <http://www.heritagetrust.on.ca/Resources-and-Learning/Free-publications/Well-Preserved.aspx>.

Table 6: Built Heritage Conservation Strategy – 55 Lake Shore Boulevard East

| IDENTIFIED CULTURAL HERITAGE ATTRIBUTES | TMP – ALIGNMENT 1 | PREFERRED ALIGNMENT – ALIGNMENT 2 | MENKES ALIGNMENT – ALIGNMENT 3 |
|---|---|-----------------------------------|--|
| <i>Three storey, flat roof structure with rectangular footprint</i> | <ul style="list-style-type: none"> -Cultural Heritage Documentation Report should be undertaken and include extensive photographic, textual, and rendered documentation of the building prior to development -After development, remaining warehouse structure should be maintained with no additional loss of original footprint | | |
| <i>Masonry chimney</i> | -No alteration | | |
| <i>Concrete base, buff brick walls laid in a common bond and cut stone coping</i> | <ul style="list-style-type: none"> -Remaining brick walls will be conserved after development and any repairs or conservation work should be undertaken -After development, ensure that the brick is maintained according to <i>Well Preserved</i> (Mark Fram, 2003), pages 126-128 | | |
| <i>Distinct organization of each of the four elevations</i> | <ul style="list-style-type: none"> -The overall design vision is maintained -Ensure Cultural Heritage Documentation Report captures the organization of the four elevations prior to development | | <ul style="list-style-type: none"> -The removal of 50% or more of the structure's east elevation would result in a loss of the overall design vision -As such, this option will severely impact this heritage attribute and is not recommended |
| <i>Glazed entrance vestibule at the northwest corner</i> | -No alteration to attribute | | |
| <i>One storey truck loading area with skylights</i> | -Ensure Cultural Heritage Documentation Report captures the truck loading area prior to development | | |
| <i>Railway loading dock entry at the south end of the east wall that provides entry</i> | -Ensure Cultural Heritage Documentation Report captures the railway loading dock prior to development | | |
| <i>Three different designs of rectangular window openings with stone trim: large rectangular openings, smaller openings with continuous stone heads and sills and small punched openings with fixed sash.</i> | <ul style="list-style-type: none"> -Ensure Cultural Heritage Documentation Report captures the windows prior to development -After development, ensure that windows are maintained according to <i>Well Preserved</i> (Mark Fram, 2003), pages 148-155. | | |

| | |
|---|--|
| <i>Interior layout with offices and testing laboratory, white rooms and former display room along with west side of the building and storage functions to the east including bottling vats and bonded warehouse</i> | <p>-Ensure Cultural Heritage Documentation Report captures the interior prior to development</p> <p>-After development, ensure that the interior is maintained according to <i>Well Preserved</i> (Mark Fram, 2003), pages 168-181.</p> |
| <i>Grid of concrete columns with mushroom capitals</i> | <p>-Ensure Cultural Heritage Documentation Report captures the grid of concrete columns prior to development</p> <p>-After development, ensure that the interior is maintained according to <i>Well Preserved</i> (Mark Fram, 2003), pages 168-181.</p> |
| <i>Concrete slab floors and roof</i> | <p>-Ensure Cultural Heritage Documentation Report captures the concrete slab floors and roof prior to development</p> <p>-After development, ensure that the interior is maintained according to <i>Well Preserved</i> (Mark Fram, 2003), pages 168-181.</p> |

5.2.3 Landscape Conservation Strategy

The proposed development will alter heritage attributes of the subject property, and particularly the setting. As such, the proposed development should maintain partial retention of commercial structures and open spaces, particularly the lawn on the north elevation of the LCBO office as well as the paved area at the northwest corner of the LCBO warehouse, beneath the bridge. The current plan's identification of significant retention of these spaces satisfies the spirit of the conservation of heritage attributes.

Canada's Historic Places *Standards and Guidelines for the Conservation of Historic Places* offers the following guidelines for the maintenance of land use and distinctive landscape character and should be followed when designing development on the property:

- 4.1.1.12** **DO:** Design a new feature when required by a new use that is compatible with the past or continuing land use. For example, maintaining the lobbies of the existing LCBO office building when designing future development

DO NOT: Add a new feature that alters or obscures a continuing land use, placing a structure on the north lawn of the LCBO office building.
- 4.1.3.13** **DO:** Design a new feature when required by a new use that does not obscure, damage or destroy character-defining land patterns, such as the creation of a public space free from structures at the northwest of the LCBO warehouse.

DO NOT: Introduce a new feature that is incompatible in size, scale, or design with the land pattern.
- 4.1.4.3** **DO:** Document the spatial organization of the cultural landscape, including the orientation, alignment, size, configuration and interrelationships of its common features; the relationship of features to the overall landscape; and its evolution and condition before beginning project work.

DO NOT: Undertake interventions that affect the spatial organization without first documenting and understanding its characteristics, relationships, evolution,



conditions and intangible values.

- 4.1.4.5** **DO:** Protect and maintain the features that define the spatial organization by using non-destructive methods in daily, seasonal and cyclical tasks.
DO NOT: Allow the spatial organization to be altered by incompatible development or neglect. This would include the development of existing open space at the northwest corner of the LCBO warehouse and the lawn to the north of the LCBO office building.
- 4.1.5.13** **DO:** Design a new feature when required by a new use that is compatible with the character-defining spatial organization.
DO NOT: Add a new feature that alters or obscures the spatial organization.
- 4.1.5.14** **DO:** Repair or rejuvenate declining features from the restoration period that define the spatial organization using a minimal intervention approach.
DO NOT: Replace an entire feature that defines the spatial organization from the restoration period when repair or rejuvenation is possible.
- 4.1.8.16** **DO:** Introduce new vegetation, when required by a new use, to ensure that the heritage value of the cultural landscape is preserved, including planting a hedge to screen new construction. This is particularly important for the lawns and gardens at the north of the LCBO office building, which is currently characterized by grass and low shrubbery.
DO NOT: Place a new feature where it may cause damage or is incompatible with the character of the historic vegetation; for example, erecting a new building or structure that adversely affects the root systems of historic vegetation. Do not locate a new vegetation feature that detracts from, or alters the historic vegetation; for example, do not introduce tall plantings onto the property that would obscure the north elevation of the LCBO office building.

5.2.4 Intangible Heritage Conservation

The conservation of the site's intangible heritage will be achieved by preserving one primary theme that defines the history of the property. This is:

1) Commercial

Provide for the maintenance of the character of the property through fostering evolving traditions of commercial activity. These can include, but are not limited to: the retention of an LCBO retail store on the property.

6.0 CONSERVATION AND MITIGATION RECOMMENDATIONS

The proposed extension of Harbour Street will alter the building and the setting of the property through the partial removal of the LCBO warehouse to facilitate the extension of Harbour Street eastwards to Lower Jarvis Street. The following recommendations have been made based on the determined heritage values of the identified cultural heritage resource and in consideration of overall impacts to the property and surrounding environs.



1. **Alignment 1** outlined in the TMP will result in the lowest impact to the LCBO Warehouse and is thus the preferred alternative from a heritage perspective. Should this alignment not be feasible, **Alignment 2**, the City of Toronto's Preferred Alignment, should be chosen. **Alignment 3** will result in the greatest impact to the property and is thus the least preferred alignment. Should alteration to and/or removal of heritage attributes be deemed necessary, the conservation strategies outlined in Section 5.2 and Appendix C of this report should be followed.
2. A Cultural Heritage Documentation Report should be completed for the property by the Detail Design Team prior to development. This report should include (MTO 2007):
 - a. A description of the historical context of the property as well as a summary of property ownership;
 - b. A description of the resource that includes the interior and exterior;
 - c. Overall dimensional measurements of the exterior and interior of the building and creation of accurate floor plans;
 - d. Representative photographs of the exterior and detailed photographs of interior, including detailed photographs of character-defining features;
 - e. Photographic key plan; and
 - f. A site plan.
3. This report should be sent to the City of Toronto Preservation Services and Infrastructure Ontario for review and comment.

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APPENDIX A: Photographic Documentation



Plate 1: View east toward the LCBO office building.



Plate 2: View southeast toward the LCBO warehouse.



Plate 3: View north to the LCBO warehouse and office building.



Plate 4: View north along the west elevation of the LCBO warehouse.



Plate 5: View east providing an oblique view of the south elevation of the LCBO warehouse.

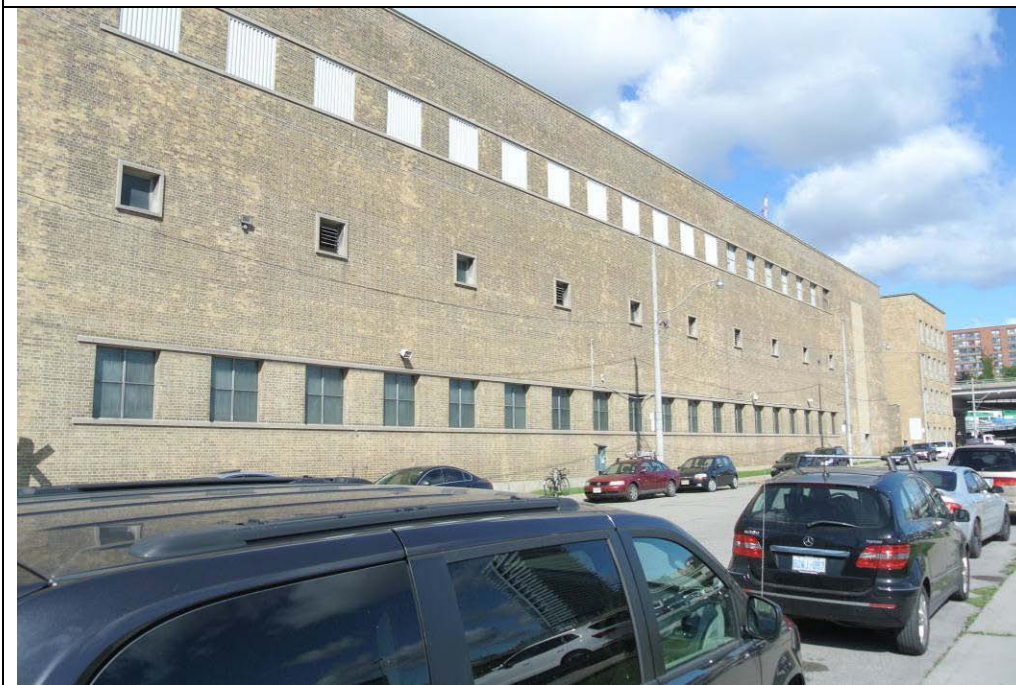


Plate 6: View north providing an oblique view of the east elevation of the LCBO warehouse.

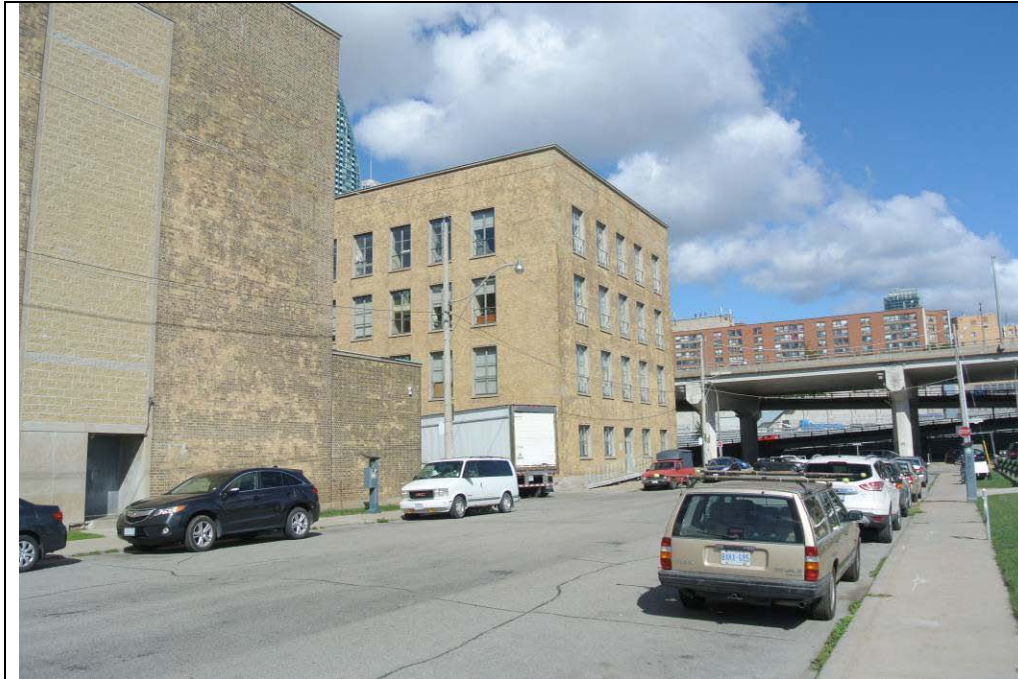


Plate 7: View toward the south and west elevations of the LCBO office building.



Plate 8: View west along Lake Shore Boulevard East providing an oblique view of the north elevation of the LCBO office.



Plate 9: Detail of the entry to the LCBO office building.



Plate 10: View east toward the subject property from Yonge Street.



Plate 11: View southeast toward the LCBO garage and retail store.

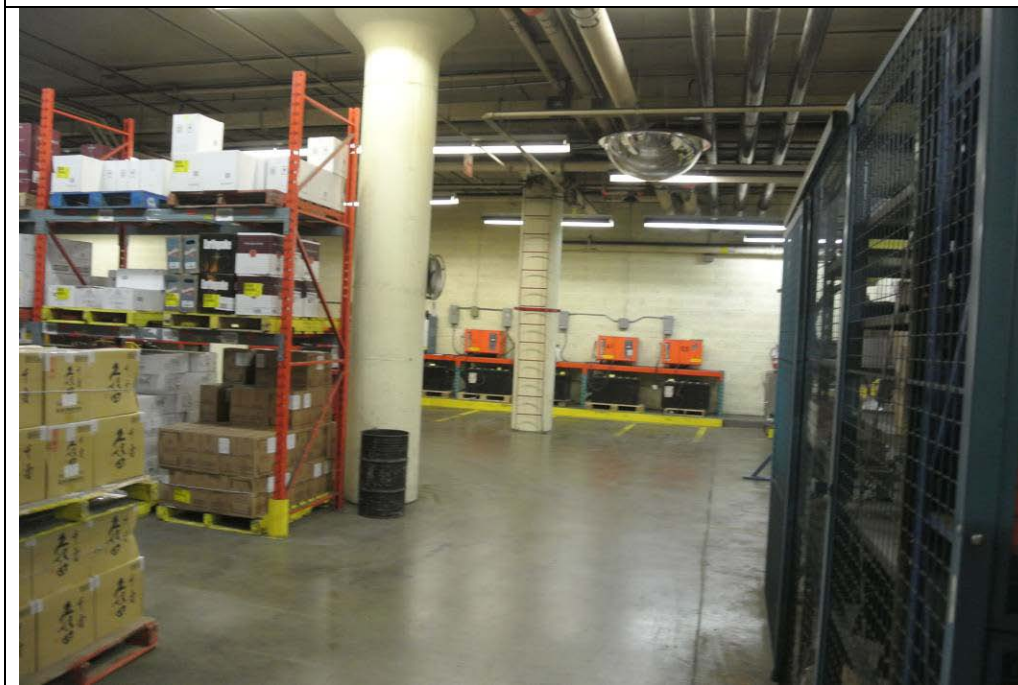


Plate 12: View of the first floor of the LCBO warehouse, looking generally south.



Plate 13: View of the first floor of the LCBO warehouse, looking generally east.



Plate 14: View of the loading docks at the south of the LCBO warehouse, looking generally west.



Plate 15: View of the first floor of the LCBO warehouse, looking generally west.



Plate 16: Detail of conveyor belt located on the second floor of the LCBO warehouse, looking generally north.



Plate 17: View of the second floor of the LCBO warehouse, looking generally west.



Plate 18: View of the second floor of the LCBO warehouse, looking generally east.



Plate 19: View toward elevators on the second floor of the LCBO warehouse.



Plate 20: View toward the bridge linking the LCBO warehouse to the LCBO office building, looking north.

APPENDIX B: Proposed Development at 55 Lake Shore Boulevard East

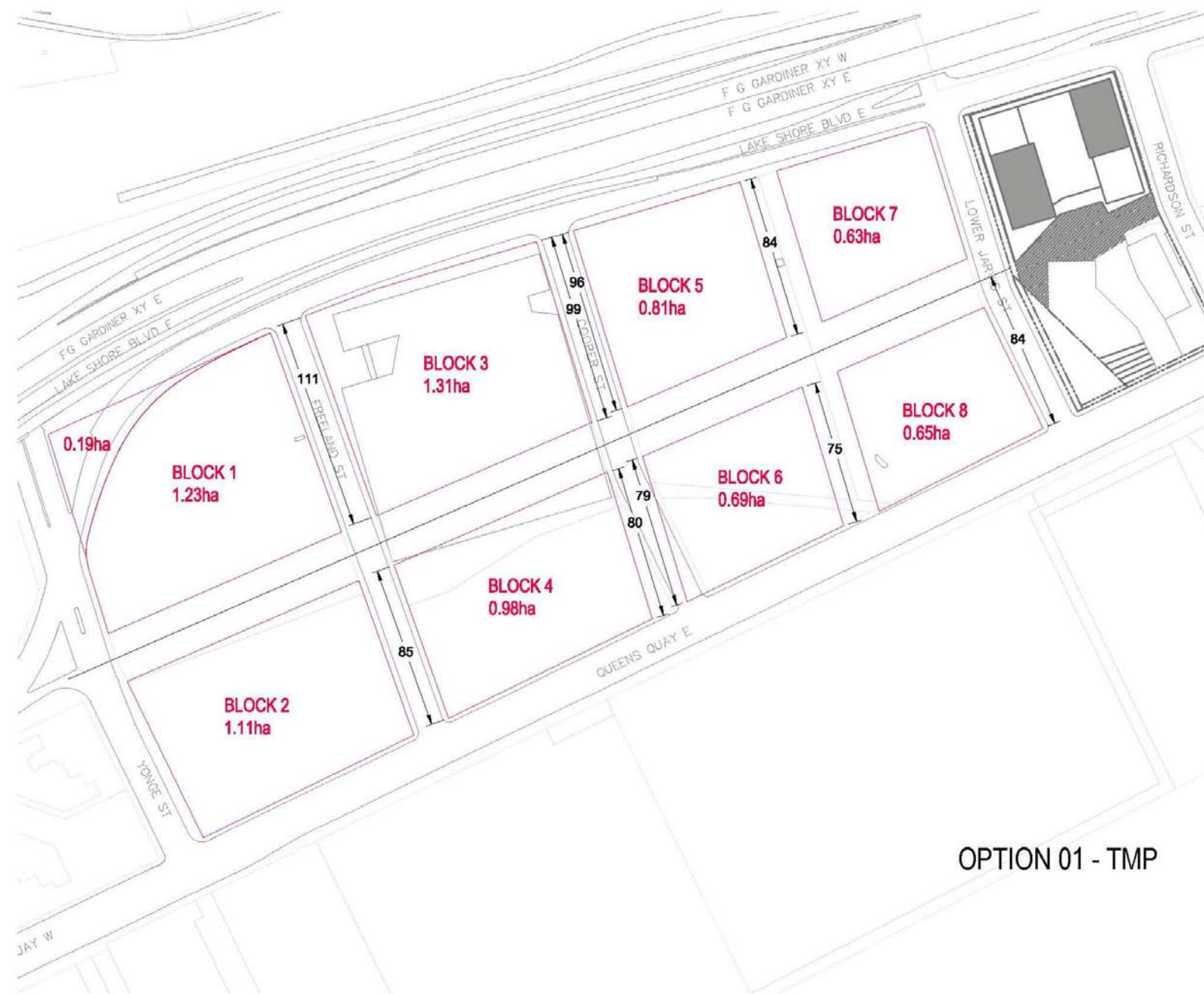


Figure 8: Option 1, taken from the Transportation Master Plan.

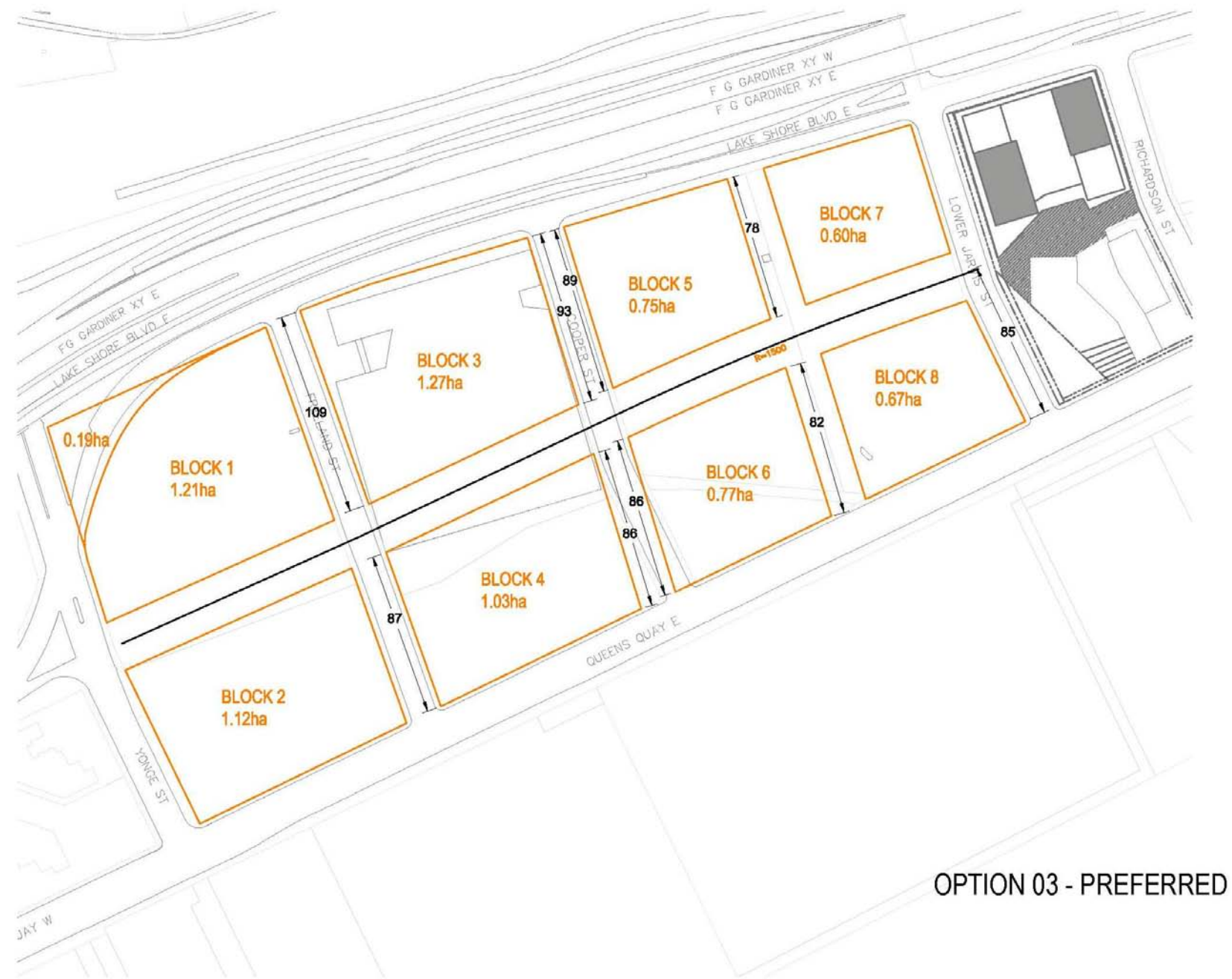


Figure 9: Option 2, current preferred alignment

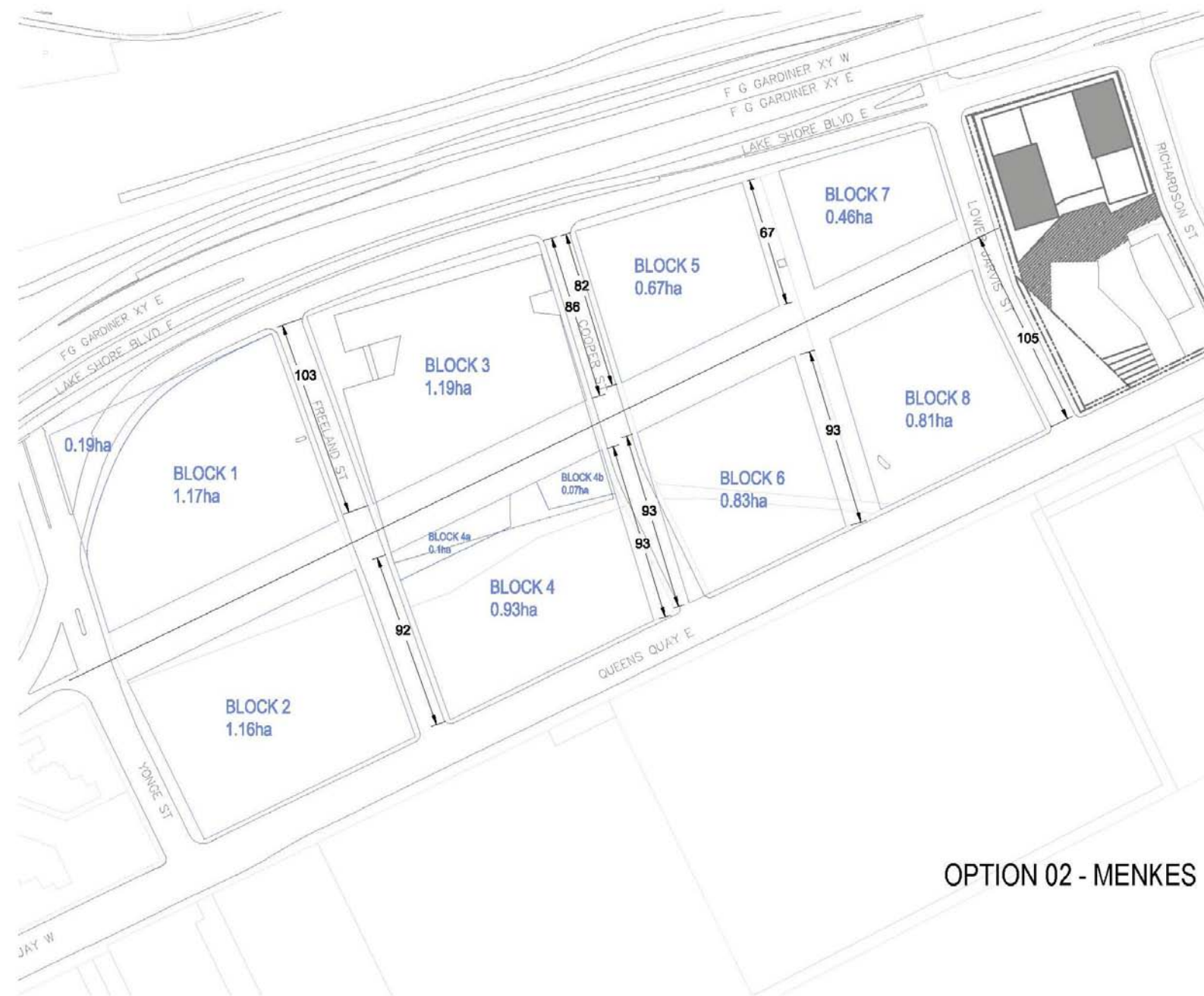
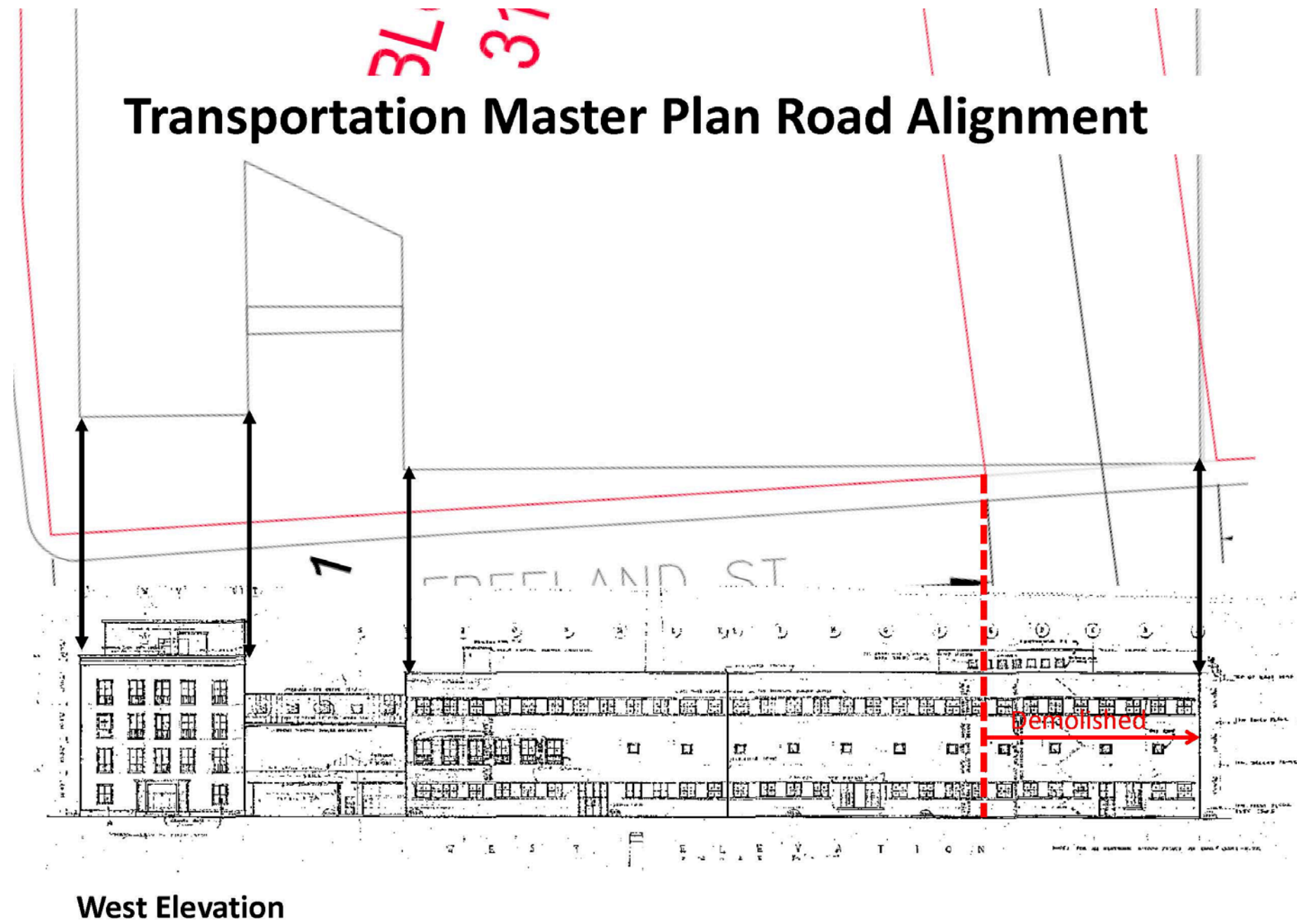


Figure 10: Option 3, Menkes proposed alignment



11/24/2016

Figure 11: Transportation Master Plan Road Alignment Impact, west elevation

Transportation Master Plan Road Alignment

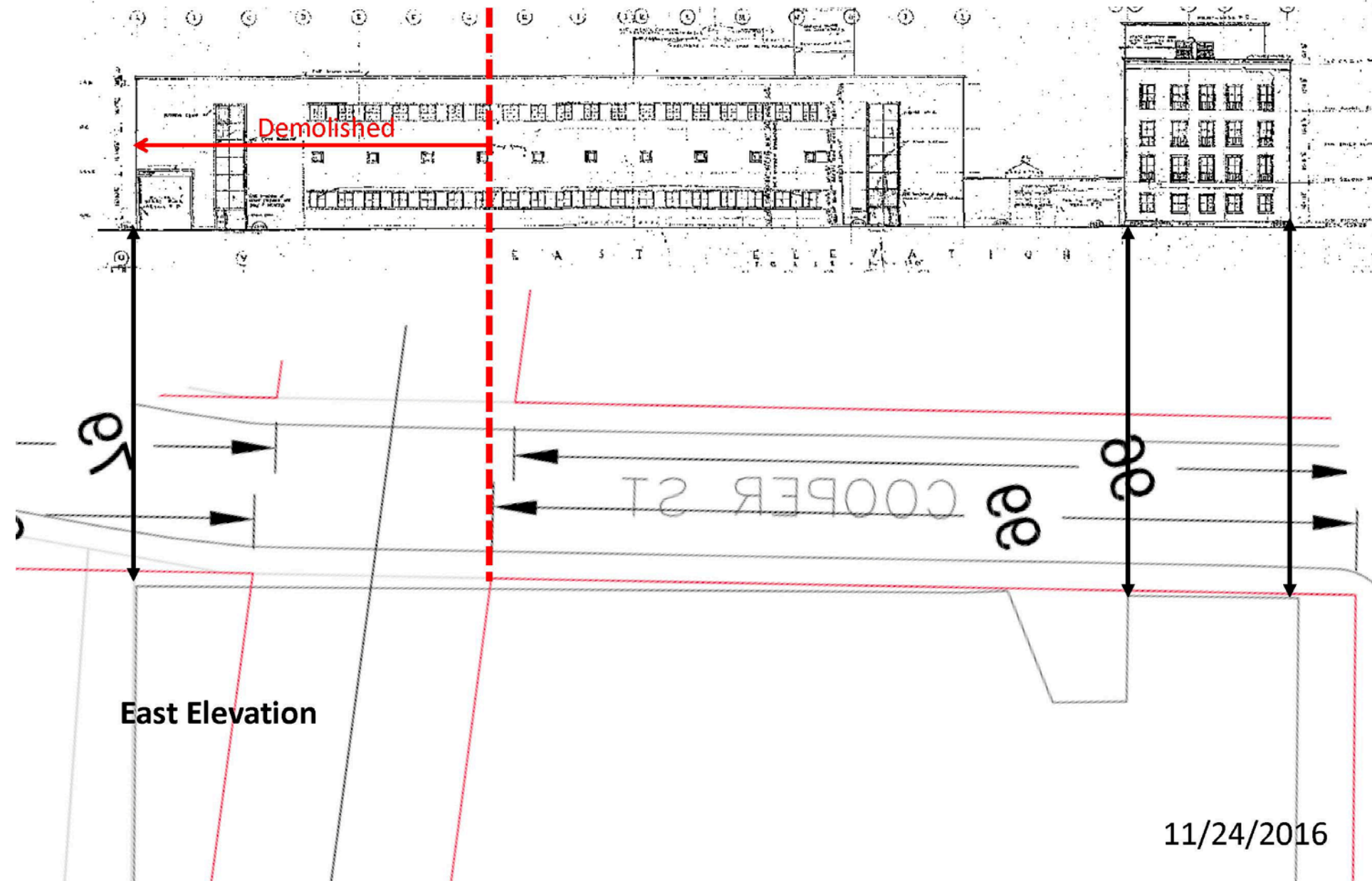


Figure 12: Transportation Master Plan Road Alignment Impact, east elevation

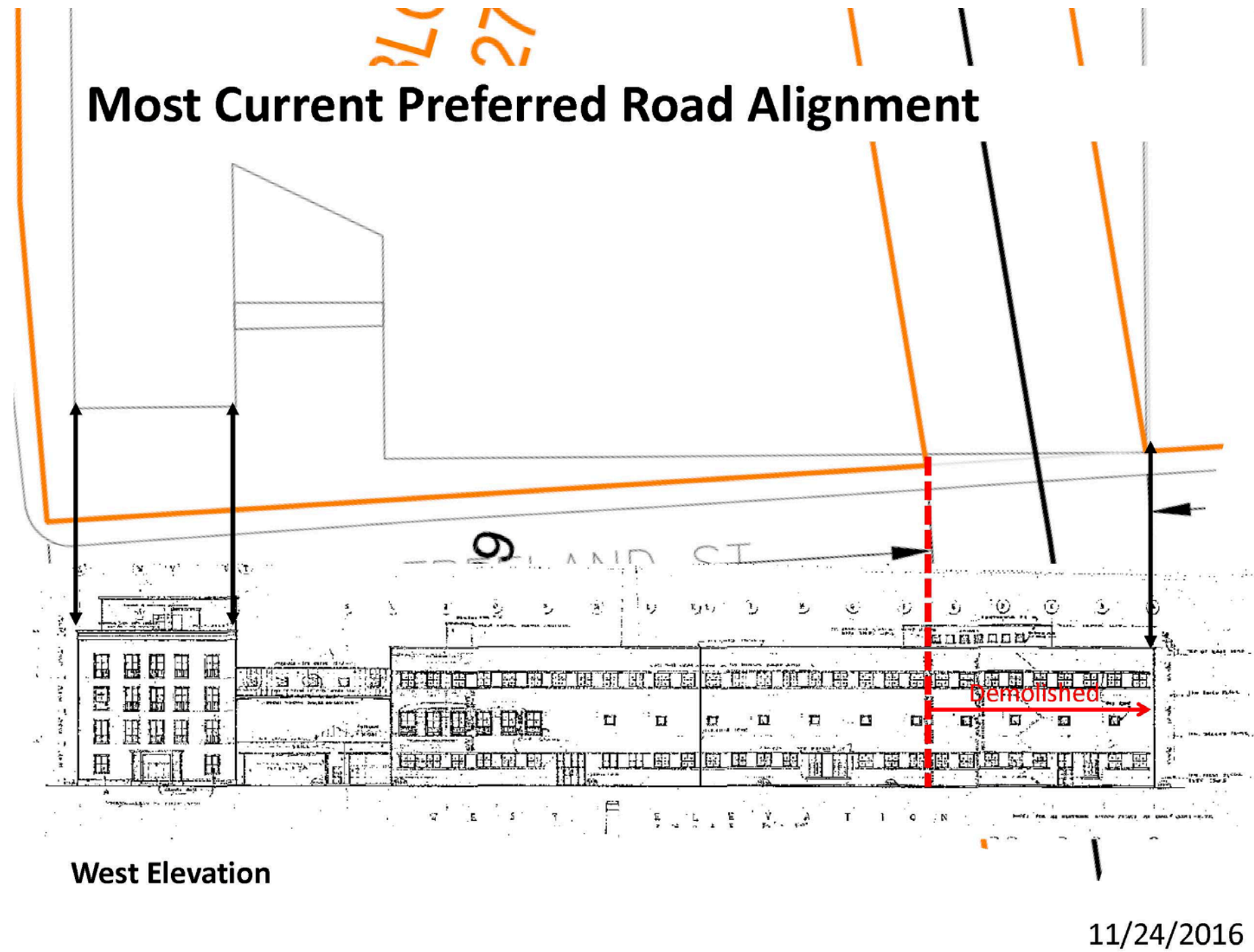


Figure 13: Preferred Alignment, west elevation

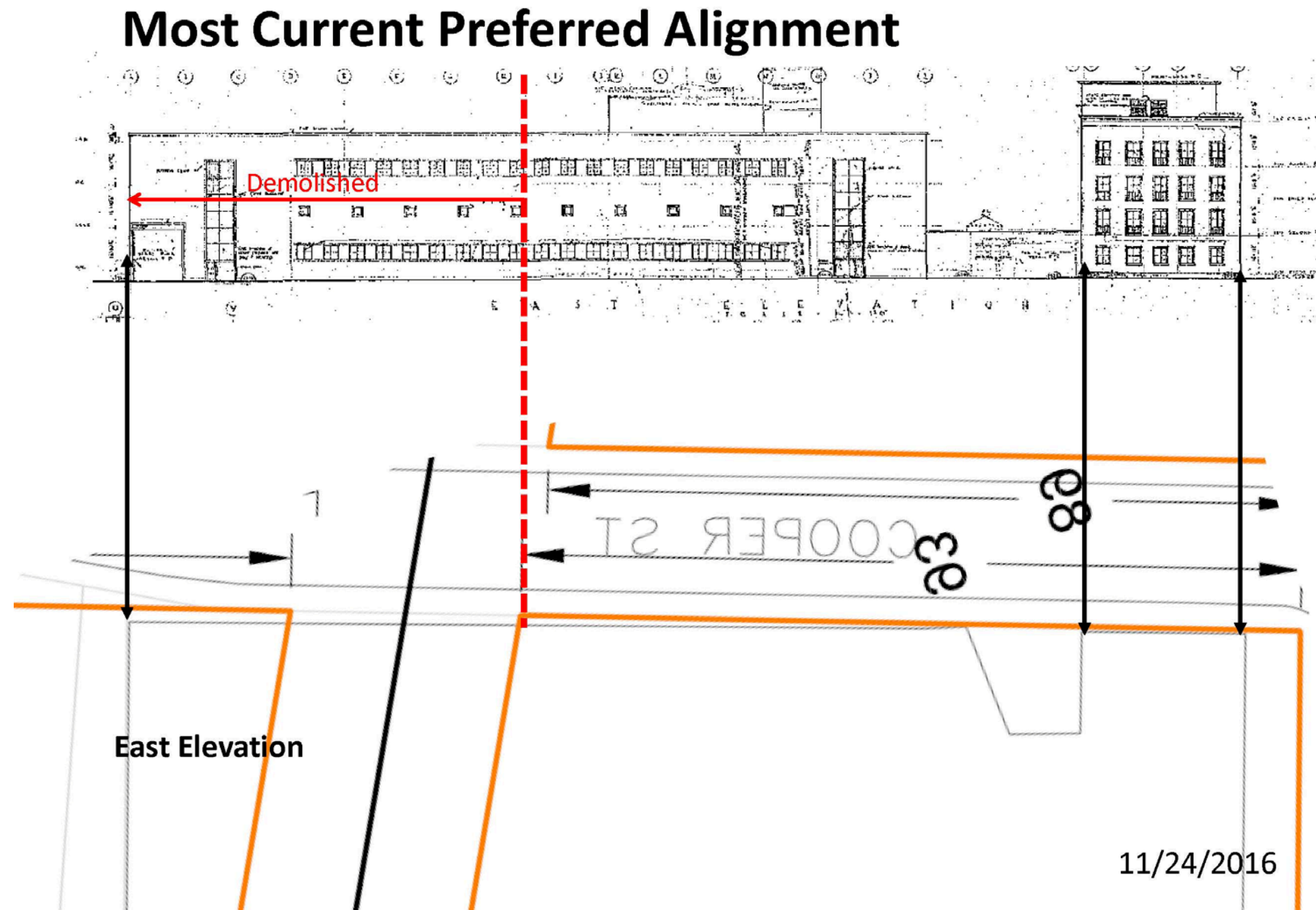


Figure 14: Preferred Alignment, east elevation

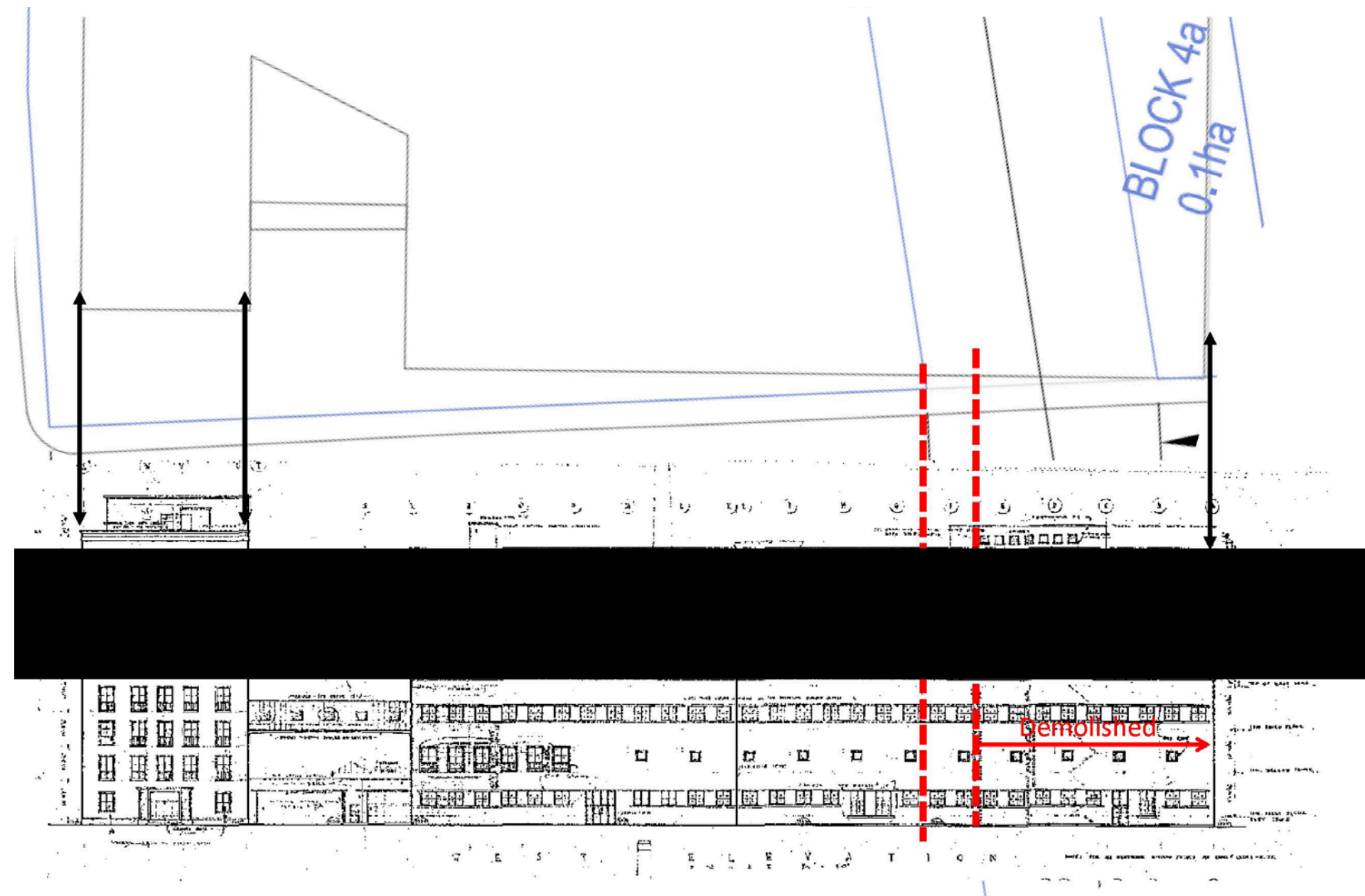


Figure 15: Menkes proposed alignment, west elevation

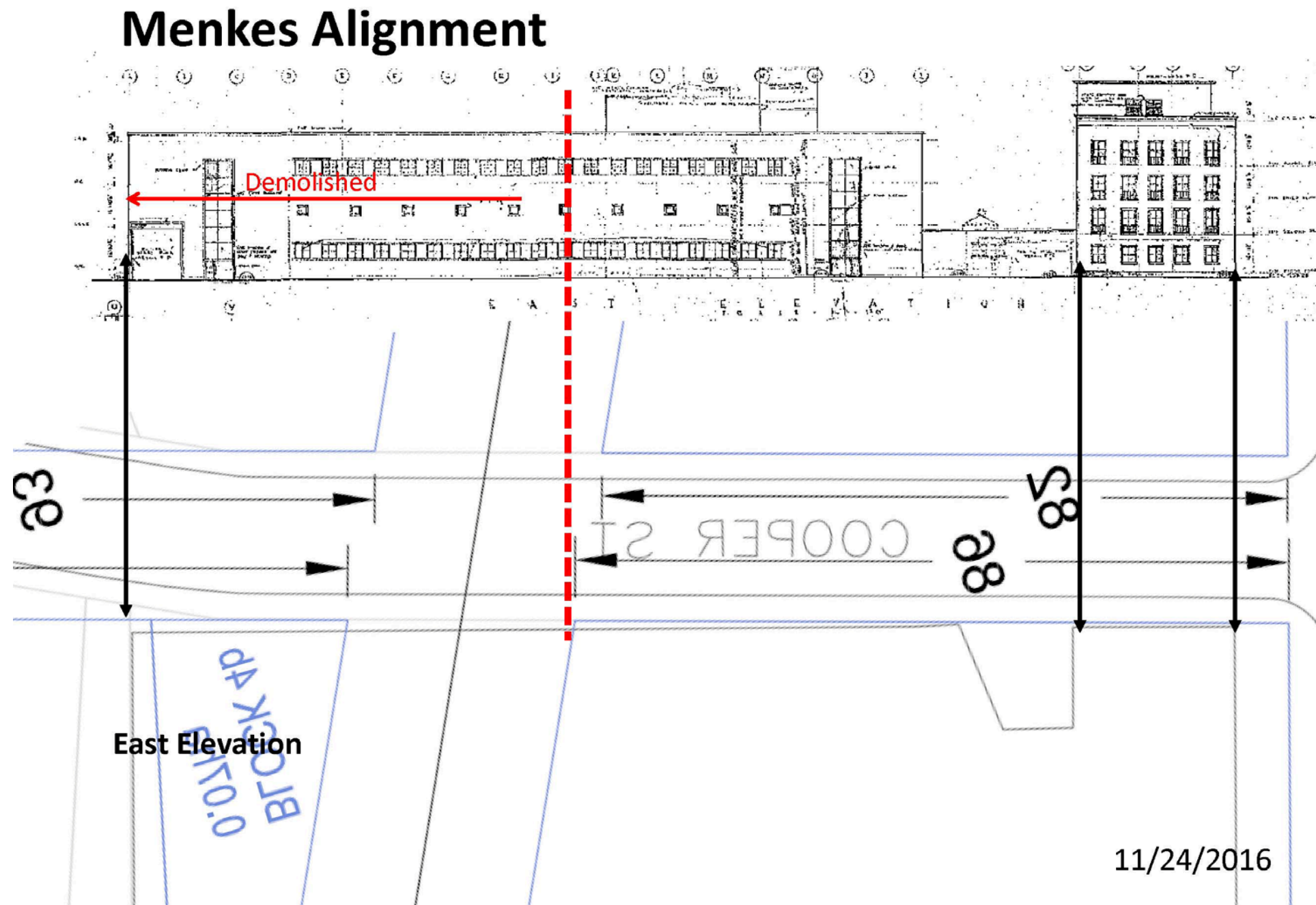


Figure 16: Menkes proposed alignment, east elevation

APPENDIX C: Conservation Principles

- Ministry of Culture's Eight Guiding Principles in the Conservation of Built Heritage Properties
- Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada

Eight Guiding Principles in the Conservation of Built Heritage Properties

1. RESPECT FOR DOCUMENTARY EVIDENCE:

Do not base restoration on conjecture. Conservation work should be based on historic documentation such as historic photographs, drawings and physical evidence.

2. RESPECT FOR THE ORIGINAL LOCATION:

Do not move buildings unless there is no other means to save them.

Site is an integral component of a building or structure. Change in site diminishes cultural heritage value considerably.

3. RESPECT FOR HISTORIC MATERIAL:

Repair/conservate - rather than replace building materials and finishes, except where absolutely necessary. Minimal intervention maintains the heritage content of the built resource.

4. RESPECT FOR ORIGINAL FABRIC:

Repair with like materials. Repair to return the resource to its prior condition, without altering its integrity.

5. RESPECT FOR THE BUILDING'S HISTORY:

Do not restore to one period at the expense of another period. Do not destroy later additions to a building or structure solely to restore to a single time period.

6. REVERSIBILITY:

Alterations should be able to be returned to original conditions. This conserves earlier building design and technique. e.g. When a new door opening is put into a stone wall, the original stones are numbered, removed and stored, allowing for future restoration.

7. LEGIBILITY:

New work should be distinguishable from old. Buildings or structures should be recognized as products of their own time, and new additions should not blur the distinction between old and new.

8. MAINTENANCE:

With continuous care, future restoration will not be necessary. With regular upkeep, major conservation projects and their high costs can be avoided.

(Source: http://www.culture.gov.on.ca/english/heritage/info_sheets/info_sheet_8principles.htm)

Standards for the Conservation of Historic Places in Canada

1. Conserve the *heritage value* of a historic place. Do not remove, replace, or substantially alter its intact or repairable *character-defining elements*. Do not move a part of a *historic place* if its current location is a *character-defining element*.
2. Conserve changes to a *historic place* which, over time, have become *character-defining elements* in their own right.
3. Conserve *heritage value* by adopting an approach calling for *minimal intervention*.
4. Recognize each *historic place* as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other *historic places* or other properties or by combining features of the same property that never coexisted.
5. Find a use for a *historic place* that requires minimal or no change to its *character-defining elements*.
6. Protect and, if necessary, stabilize a *historic place* until any subsequent *intervention* is under-taken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.
7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.
8. Maintain *character-defining elements* on an ongoing basis. Repair *character-defining elements* by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of *character-defining elements*, where there are surviving prototypes.
9. Make any *intervention* needed to preserve *character-defining elements* physically and visually compatible with the *historic place*, and identifiable upon close inspection. Document any intervention for future reference.

Additional Standards Relating to Rehabilitation

1. Repair rather than replace *character-defining elements*. Where *character-defining elements* are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the *historic place*.
2. Conserve the heritage value and *character-defining elements* when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

3. Create any new additions or related new construction so that the essential form and integrity of a *historic place* will not be impaired if the new work is removed in the future.

Additional Standards Relating to Restoration

1. Repair rather than replace *character-defining elements* from the restoration period. Where *character-defining elements* are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.
2. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.

(Source: Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*, 2003)

Heritage Impact
Assessment
Gardiner Off-Ramp

FINAL REPORT

HERITAGE IMPACT ASSESSMENT

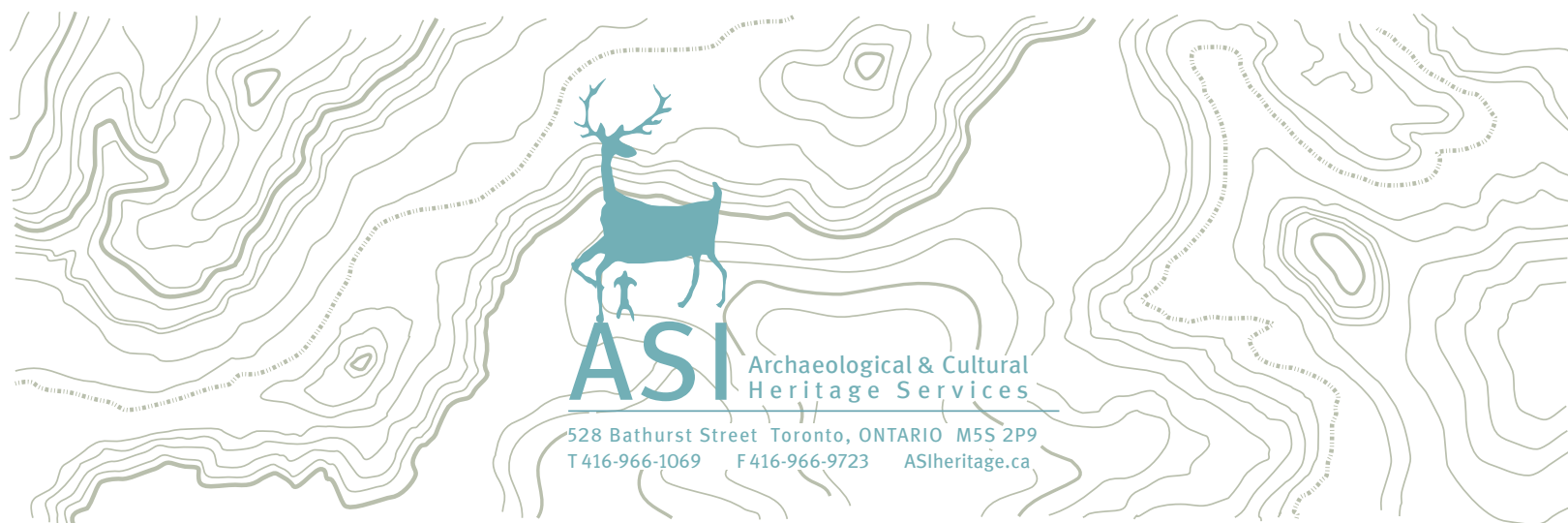
FREDERICK G. GARDINER EXPRESSWAY
TORONTO, ON

Prepared for:

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ASI File: 17CH-020

April 2017



HERITAGE IMPACT ASSESSMENT

FREDERICK G. GARDINER EXPRESSWAY TORONTO, ON

EXECUTIVE SUMMARY

ASI was contracted by MMM Group to conduct a Heritage Impact Assessment (HIA) of the Gardiner Expressway West, Toronto, Ontario. This HIA is part of the Lower Yonge Precinct Municipal Class EA and is structured to follow the Lower Yonge Environment Study Report Frederick G. Gardiner Expressway West Heritage Impact Assessment Proposed Scope of Work (Revised November 18, 2016). The present HIA was initiated in response to proposed alterations to the Frederick Gardiner Expressway (Gardiner Expressway hereafter), part of the Union Station Heritage Conservation District (HCD), arising from the Lower Yonge Precinct Municipal Class EA.

The proposed reconstruction of the Gardiner Expressway off-ramp will alter the Gardiner Expressway through the removal of a portion of the resource and the construction of a new, truncated component of the structure. The following recommendations have been made based on the determined heritage values of the identified cultural heritage resource and in consideration of overall impacts to the property and surrounding environs.

1. **All three suggested alternatives will have comparable impacts to the heritage value of the Gardiner Expressway.** Although the proposed alternatives will remove a portion of the Gardiner Expressway, this removal is not determined to significantly impact the heritage value of the resource. In addition, the reduction of the Gardiner Expressway off-ramp from the existing termination at Lower Jarvis Street to Yonge Street will offer increased views to the resource and provide for increased usable land between Yonge Street and Lower Jarvis Street. Therefore, the proposed development is consistent with the City of Toronto's Terms of Reference for Heritage Impact Assessments (2010 and 2014). In addition, the proposed development is compliant with both the Union Station HCD Plan as well as the statutory obligations under Section V of the *Ontario Heritage Act*. Should alteration to and/or removal of heritage attributes be deemed necessary, the conservation strategies outlined in Section 5.2 and Appendix C of this report should be followed.
2. This report should be sent to the City of Toronto Heritage Preservation Services for review and comment.

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1.0 INTRODUCTION

ASI was contracted by MMM Group to conduct a Heritage Impact Assessment (HIA) of the Gardiner Expressway West, Toronto, Ontario. This HIA is part of the Lower Yonge Precinct Municipal Class EA and is structured to follow the Lower Yonge Environment Study Report Frederick G. Gardiner Expressway West Heritage Impact Assessment Proposed Scope of Work (Revised November 18, 2016). The present HIA was initiated in response to proposed alterations to the Frederick Gardiner Expressway (Gardiner Expressway hereafter), part of the Union Station Heritage Conservation District (HCD), arising from the Lower Yonge Precinct Municipal Class EA.

This HIA will evaluate the Council-approved alterations to the Frederick Gardiner Expressway to determine the impacts to heritage attributes of the property as outlined in the Union Station HCD. In particular, the scope of work for the present HIA will include a review of the following:

- Consistency with HPS March 2010 and October 2014 Terms of Reference;
- Compliance with objectives of the Union Station HCD Plan; and
- Compliance with statutory obligations under Section V of the *Ontario Heritage Act*.

This research was conducted under the project direction of Annie Veilleux, Cultural Heritage Specialist and Manager of the Cultural Heritage Division, ASI. The present heritage impact assessment follows the Ministry of Tourism, Culture and Sports' *Ontario Heritage Toolkit* (2006), the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010), and the City of Toronto's *Heritage Impact Assessment Terms of Reference* (2010). Research was completed to investigate, document and evaluate the cultural heritage resources within and adjacent to the study area.

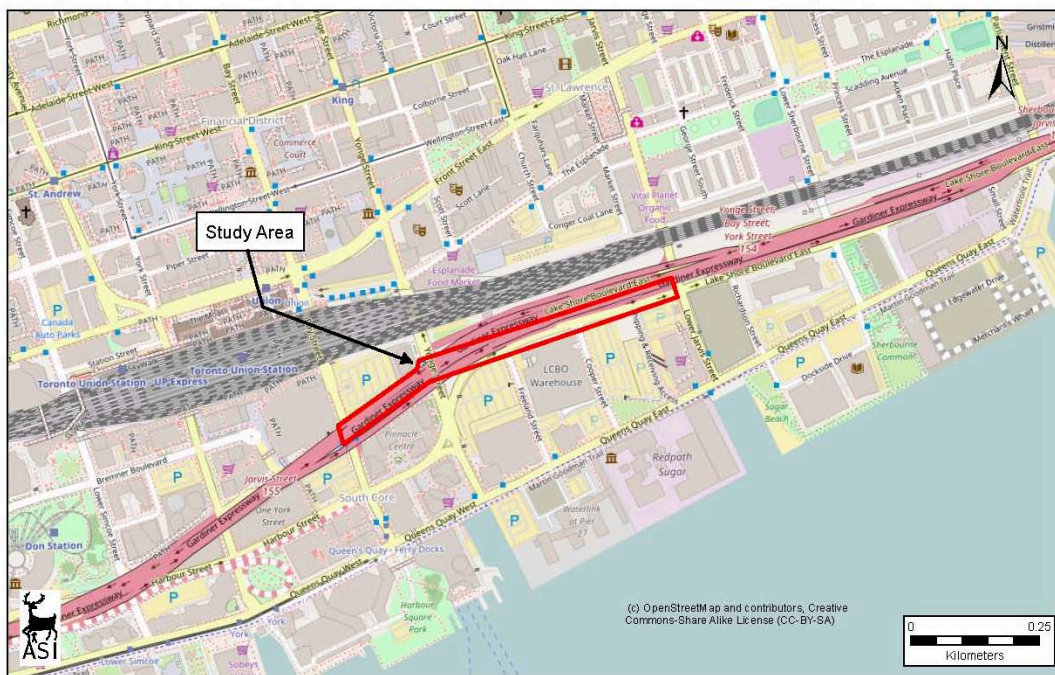


Figure 1: Location of the study area in the City of Toronto.

Base Map: ESRI

This document will provide:

- a description of the cultural heritage resource, including location, a detailed land use history of the site and photographic documentation;
- a description of the site's cultural heritage value based on archival research, site analysis, and municipally accepted criteria for establishing cultural heritage significance;
- assessment of impacts of the proposed undertaking; and,
- appropriate conservation measures and intervention strategies.

1.1 Location and Study Area Description

The study area is restricted to the section of the Gardiner Expressway Right-of-Way (ROW) between Bay Street in the west and Lower Jarvis Street in the east. The resource consists of a six-lane, elevated municipal expressway, two single-lane on ramps and one single-lane off-ramp (Figure 2). Part of the study area is located within the Union Station HCD.

The Gardiner Expressway within the study area, including the off-ramp terminating at Lower Jarvis Street, was completed in 1964. Frederick Gardiner, Metropolitan Toronto's Chairman, strongly advocated for the creation of an elevated expressway through Toronto's urban core, viewing the project as a modernization of automobile infrastructure in the City.

The Gardiner Expressway is identified in the Union Station Heritage Conservation District Plan (ERA, 2006) as contributing to the heritage value of the district. In particular, the structure's historic and associative values, expressed in its elevated, concrete and steel construction, contribute to the function and character of district.



Figure 2: Site Context showing the study area.

Source: Bing Maps.

1.2 Present Owner Contact

The subject property is presently owned by the City of Toronto.

1.3 Policy Framework

The authority to request this heritage assessment arises from the *Ontario Heritage Act*, Section 2(d) of the *Planning Act*, the *Provincial Policy Statement* (2014), and the City of Toronto's *Official Plan* (Policies 22 - 25).

The *Ontario Heritage Act* (OHA) enables designation of properties and districts under Part IV and Part V, Sections 26 through 46, and also provides the legislative bases for applying heritage easements to real property.

The *Planning Act* (1990) and related *Provincial Policy Statement* (PPS 2014) make a number of provisions relating to heritage conservation. One of the general purposes of the *Planning Act* is to integrate matters of provincial interest in provincial and municipal planning decisions. In order to inform all those involved in planning activities of the scope of these matters of provincial interest, Section 2 of the *Planning Act* provides an extensive listing. These matters of provincial interest shall be regarded when certain authorities, including the council of a municipality, carry out their responsibilities under the *Act*. One of these provincial interests is directly concerned with:

- 2 (i) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.

The *PPS* indicates in Section 4 - Implementation/Interpretation, that:

- 4.7 The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans.

Official plans shall identify provincial interests and set out appropriate land use designations and policies. To determine the significance of some natural heritage features and other resources, evaluation may be required.

Official plans should also coordinate cross-boundary matters to complement the actions of other planning authorities and promote mutually beneficial solutions. Official plans shall provide clear, reasonable and attainable policies to protect provincial interests and direct development to suitable areas.

In order to protect provincial interests, planning authorities shall keep their official plans up-to-date with this Provincial Policy Statement. The policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan.

Those policies of particular relevance for the conservation of heritage features are contained in Section 2, *Wise Use and Management of Resources*, in which the preamble states that "Ontario's long-term prosperity, environmental health, and social well-being depend on protecting natural

heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.”

Accordingly, in subsection 2.6, *Cultural Heritage and Archaeology* makes the following relative provisions:

- 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

This provides the context not only for discrete planning activities detailed in the *Planning Act* but also for the foundation of policy statements issued under Section 3 of the *Planning Act*.

1.4 City of Toronto’s Policies Regarding Heritage Impact Assessments

The following policies, outlined in the City of Toronto’s *Official Plan*, direct the undertaking of Heritage Impact Assessment within the City:

- 22. A Heritage Impact Assessment will address all applicable heritage conservation policies of the Official Plan and the assessment will demonstrate *conservation* options and mitigation measures consistent with those policies. A Heritage Impact Assessment shall be considered when determining how a heritage property is to be *conserved*.
- 23. A Heritage Impact Assessment will evaluate the impact of a proposed *alteration* to a property on the Heritage Register, and/or to properties *adjacent* to a property on the Heritage Register, to the satisfaction of the City.
- 24. A Heritage Impact Assessment will be required for the proposed *demolition* of a property on the Heritage Register. Where *demolition* of a property *adjacent* to a property on the Heritage Register is proposed, the City may require a study on the implications of the *demolition* on the structural integrity of the property on the Heritage Register.
- 25. In addition to a Heritage Impact Assessment, the City may also request a Heritage Property Conservation Plan to address in detail the *conservation* treatments for the subject heritage property. The City may also request a Heritage Interpretation Plan to promote a heritage property or area, to the public.

1.5 Project Consultation

A scoped Lower Yonge Environmental Study Report for the Gardiner Expressway West Heritage Impact Assessment (Revised November 18, 2016) was created by the City of Toronto and circulated to ASI at project commencement. The document provides clear direction from the City for the completion of the project and represents sufficient communication on the scope of work required. This document outlines the following information:



- Study Area Location
- Existing Reports
- Proposed Scope of Work
- Heritage Impact Assessment Structure

In addition, the following organizations, websites, online heritage documents, online heritage mapping tools, and heritage staff were contacted to confirm the level of significance of the subject property, the location of additional previously identified cultural heritage resources adjacent to the study area, and to request additional information generally:

- City of Toronto's *Heritage Designated Properties* @ <http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=cfc20621f3161410VgnVCM10000071d60f89RCRD&vgnnextchannel=104752cc66061410VgnVCM10000071d60f89RCRD> [Accessed 18 April 2017]
- Canadian Register of Historic Places @ <http://www.historicplaces.ca/en/pages/about-apropos.aspx> [Accessed 18 April 2017]
- Parks Canada website (national historic sites) @ <http://www.pc.gc.ca/eng/progs/lhn-nhs/index.aspx> [Accessed 18 April 2017]

The following documents have been consulted as part of this study:

- City of Toronto Municipal Heritage Register - provides an inventory of cultural heritage resources that are designated under Part IV and V of the *Ontario Heritage Act* and an inventory of listed properties that are of cultural heritage value or interest to the city¹;
- Ontario Heritage Trust *Ontario Heritage Plaque Guide*, an online, searchable database of Ontario Heritage Plaques²;
- Parks Canada's *Canada's Historic Places* website: available online, the searchable register provides information on historic places recognized for their heritage value at the local, provincial, territorial, and national levels³;
- Federal Heritage Buildings Review Office (FHBRO) [these properties are recognized under the Treasury Board Policy on the Management of Real Property (TBPMRP)];
- ERA Architects 'Union Station Heritage Conservation District Plan' (2006);
- City of Toronto Lower Yonge Precinct Plan (August 5, 2014);
- City of Toronto Staff Report for the Lower Yonge Precinct – Transportation Master Plan (February 6, 2015);
- City of Toronto Central Waterfront Secondary Plan (April 2003);
- City of Toronto Tall Building Design Guidelines (March 2013);
- City of Toronto Vehicle Travel Lane Width Guidelines (January 2015);
- Perkins + Will, 'Urban Design Report: Principles and Recommendations' (August 2014);

¹ Reviewed 18 April 2017

(<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=cfc20621f3161410VgnVCM10000071d60f89RCRD>)

² Reviewed 18 April 2017, 2016 (<http://www.heritagetrust.on.ca/Resources-and-Learning/Online-Plaque-Guide.aspx>)

³ Reviewed March 2, 2015 (<http://www.historicplaces.ca/en/pages/about-apropos.aspx>)

- Perkins + Will, 'Transportation Master Plan Environmental Assessment' (August 2014); and,
- MMM Group/DTAH, Environmental Study Report – Gardiner Expressway York/Bay/Yonge Ramps Study (April 2013).

2.0 BACKGROUND RESEARCH AND ANALYSIS

The following historical summary is compiled from secondary source material, archival research, and existing technical reports, and traces the construction and evolution of the Frederick G. Gardiner Expressway.

2.1 City of Toronto

The earliest known proposed plan for a town site at Toronto was drawn up by Captain Gother Mann on orders received from Lord Dorchester and was dated December 6, 1788. This plan, which was never realized, showed a regular square grid of lots and streets surrounded by "common ground reserved." Six concessions laid out in rectangular farm lots were planned in the rear of the town between the Humber and Don Rivers. This town plot was further west and north than the actual Old Town, and would have been situated roughly between present day Spadina Avenue and Toronto Street and north as far as Gerrard Street.

In 1793, new plans for the Town of York were prepared by Alexander Aitkin, comprised of ten blocks bounded by George, Duke, Parliament and Front Streets. The areas between Parliament Street and the Don River, and from Peter Street to the Humber River were reserved for the use of Government and the Garrison. Lands north of Queen Street were laid out in 100-acre Park Lots which were offered to members of the Executive Council and other government officials as compensation for the expense of having to move to York and sell prior improvements which were made while the government sat at Niagara. One of the first references made to a town plot at York is found in a letter from Peter Russell to his sister, Elizabeth Russell, dated 1 September 1793. Russell wrote:

The Town occupies a flat, about 50 yards from the Water- the Situation I believe healthy, as the ground is perfectly dry- & consists for the present of four ranges of Squares- each containing five Squares- & each Square two rows of Houses, four in each row- The Ranges of Squares are bounded by broad Streets & the front houses are to be 46 feet in length and to be built after a uniform Model with Columns facing the Water...no attempt has been yet made by any intended Inhabitant, except Mr. Robinson, who is making p[repar]ations for erecting a small back House.

Richard Cartwright added to this information in a letter of October 1793 when he wrote that all houses to be erected on Front Street were required to be of two stories and of the required architectural style which Russell described above, but that the frontage of houses on the second (King?) and other back streets could be slightly narrower. "It is only in the back Streets and Allies that the Tinkers and Taylors will be allowed to consult their own Taste and Circumstances in the Structure of their Habitations...Seriously our good Governor is a little wild in his projects."

Some lots on the streets not facing the water were actually reserved for various trades. In December 1799 a list was made of reserves on Lot, Hospital, Russell Square and Newgate Streets which were to be granted to tinsmiths, blacksmiths, sadlers, wheelwrights, coopers, shoemakers and bakers.

By February 1796 the construction of Government House had been undertaken since it had been determined that York was to be the provisional seat of government until a final decision was to be made in the matter. By June 1797 the original plan for the Town of York was amended based upon the instructions of the President, Peter Russell. This plan contained much of the land within the study area, bounded by Lot (Queen) Street to the north, Toronto Street on the west, Front and Palace Streets to the south and Ontario Street to the east. Some of the original streets were renamed on this plan, and the south end of Yonge Street had not yet been laid out. Large reserves were laid out for the hospital, school, gaol and gaoler, church and parson, court house and sheriff, market and the clerk. The process of granting lots to actual settlers had commenced prior to the summer of 1797 although preference for the choice front lots was shown to “the higher Officers of Government.” The westerly extension of the Town of York, known as “New Town” in order to distinguish it from the original ten blocks laid out by Aitken in 1793, met with the “disapprobation” of John Elmsley and some of the other members of the Executive Council who wished to see the development of a compact town.

Most of the lots within the “Old Town” of York were patented at an early date between August 1796 and the War of 1812. Lots granted in the late 1810s and into the 1830s and even later were mainly issued to the trustees of religious congregations or for public buildings. These grants included the Presbyterian church on Duchess Street (April 1825), the Anglican church and burial ground (St. James, September 1820), the Jail and Court House (April 1819), the Catholic church (June 1832), and the Church of Scotland (King and Simcoe Streets, April 1846).

The construction of substantial structures within the town of York seems to have been slow until after the time of the War of 1812. For instance a record of the town in 1815 listed only 44 houses in the area bounded by Peter, Front, Jarvis and Queen Streets. This enumeration did not include outbuildings such as barns and stables, nor does it appear to have included any shops or taverns. The architectural development of the town of York appears to have been a rather haphazard affair as late as the mid-nineteenth century, a fact demonstrated by the famous photographic *Panorama* of 1857 which showed the city as a curious amalgam of substantial brick and stone structures situated in the same blocks alongside frame and rough cast dwellings, sheds, shops, lumber yards and vacant lots.

The Abstract Index books at the Toronto Land Registry office show that the original large blocks of land into which the Old Town had been surveyed in the 1790s had been granted not only to members of the “Family Compact” but also to absentee Loyalist owners from the Niagara District. Men such as William Crooks, Alexander McNabb and Charles Fields were Loyalists/early inhabitants in the towns of Niagara and Queenston, while other Niagara District patentees were named on the town plot west of Yonge Street. These early freeholders divided their land into smaller aliquot parcels which they either leased or sold to small shopkeepers and tradesmen or were developed for residential purposes.

There was no attempt within the Old Town to redevelop the original survey with subsequent plans of subdivision until 1836 when J.G. Chewett surveyed part of the block between Lot (Queen), Richmond, Church and Upper George (Victoria) Streets. For much of the nineteenth century there were few actual overlaying plans of subdivision within the core of the Old Town, due to the fact that cheaper land was more readily available for redevelopment further away from the main downtown



mercantile and business district. Hence many of the first registered plans of subdivision were laid out on the Park Lots, the Hospital or Government Reserve and the west end of town towards the Garrison.

Conveniences that are taken for granted today, such as basic sanitation, were uncommon in the town prior to the 1830s. In July 1802 the Magistrates in Quarter Sessions ordered that butchers bury the offal of slaughtered cattle or remove it from the town so that it may cease to be (what it now is) a “public nuisance” and joiners, cabinet makers and woodworkers were ordered to burn their wood shavings twice during the week to prevent fires. Efforts were not made to construct proper sewers until at least thirty years later. In August 1834 Thomas Roy recommended the construction of a main sewer along King Street by means of which “the mud and filth from the streets of Toronto” might be washed into the Don River and thereby increase the pasturage at Ashbridge’s Bay rather than being washed directly into the Harbour.

Visitors to York/Toronto and settlers who arrived during the post War of 1812 period were often quite disappointed upon their first arrival in the town. For example in 1847 Conyngham Taylor wrote:

Everything appeared flat, dull, uninteresting, and especially unfinished. Not a single point of attractiveness could we discover in or about the place, although we were quite taken with the people.

Parts of the “Old Town” retained a rural rather than a suburban character far into the nineteenth century. Taylor in 1847 observed that:

Along Church Street, any summer’s afternoon, especially in a swamp at the north-east corner of the present beautiful Normal School grounds, could be heard the music of a frogs’ concert, accompanied at a short distance with the tintinabulation of the bells on the necks of the cows which roamed through the brown-green pastures and amongst the thick bush which prevailed east of Church and north of Queen Streets. These sounds were further augmented by the cackling of flocks of geese, which, in their amphibious character, had their choice of both native elements.

Similarly in 1851 W.H. Smith recorded the recollections of an early settler who “had many a day’s good duck shooting in a pond formerly situated on the very spot where the cathedral now stands, or rather where it *did* stand before the fire.”

A significant number of commercial and other structures were destroyed in the Great Fire of 1849, also referred to as the Cathedral Fire of 1849. This fire totally destroyed St. James’ as well as the commercial buildings east along King Street to Jarvis Street, while structures on the east side of Jarvis Street south of Adelaide Street were partially destroyed. Old City Hall and the *Mirror* office on the south side of King Street at Jarvis Street were also partially destroyed. Reconstruction in the wake of the fire tended to be on a grander scale. The earliest of the many brick and stone edifices that comprise the late Victorian building fabric of the Old town area, such as St. Lawrence Hall, which was opened in 1851, date to this period. The later nineteenth-century district was characterized by a mix of commercial, institutional, residential and industrial uses. Figures 3 and 4 identify the Grand Trunk Railway corridor, later acquired by Canadian National Railway (CN), which was located slightly north of the present rail corridor.



2.2 Frederick Gardiner Expressway

The Gardiner Expressway was conceived as part of a larger plan by Frederick Gardiner to meet the demands of the growing City of Toronto. Gardiner, a one-time lawyer and Reeve of the village of Forest Hill prior to its incorporation into the City of Toronto, was appointed as the Chairman to a newly created level of government called Metropolitan Toronto (Gee, *Globe and Mail*, 2015). Nicknamed ‘Big Daddy’, Gardiner was determined to address the increasing demands on the city’s infrastructure, and attempted to achieve his goals through sheer will.

Toronto’s roads, designed for horse carts and trams, could not adequately accommodate the volume of automobiles that proliferated in the city during the mid-twentieth century. According to a *Globe* article published in 1948, approximately 105,000 cars entered the city centre daily at that time, paralyzing movement along King and Queen Streets as well as Lakeshore Boulevard (Gee, *Globe and Mail*, 2015). By 1958 that number was expected to grow to 160,000. Although a plan for the creation of a highway along the lakeshore was in the Toronto Master Plan as early as 1943, it was Gardiner who argued that the expressway was a vital component of the city’s arterial transit.

Despite disputes over the proposed route, and particularly Gardiner’s proposal to move Fort York to the lake shore, the project went forward. Construction began in 1955 with the removal of houses in South Parkdale and the demolition of the Sunnyside Amusement Park. Over the next decade, the erection of the elevated expressway progressed from west to east and, when completed in 1966, included 17 ramps with a deck that has “an area equivalent to 30 football fields” (Gee, *Globe and Mail*, 2015).

For some, the Frederick Gardiner Expressway offered hassle-free transportation across a growing metropolis. One author has commented that “the Gardiner has always been more than a highway. It’s a window on an ever-changing city and a constant fixture in all stages of my life, a route to family pot lucks and play dates with cousins in unfamiliar parks. It’s the tie that binds my extended family together” (Church, *Globe and Mail*, 2015). For others, the Gardiner Expressway, and the expansion of expressways into city centres more generally, was anathema to positive urban growth. As former Premier of Ontario William Davis quipped in 1971: “Cities were built for people and not cars” (Gee, *Globe and Mail*, 2015).

As the Gardiner Expressway aged it began to crumble and by the late 1990s several bridges and elevated sections required rehabilitation or replacement. Suggestions were made to bury sections of the Gardiner Expressway in the early 2000s, but disagreement on what level of government was responsible for the cost precipitated inaction. Frederick Gardiner’s vision of a fully integrated expressway system was reversed in 2001 when the elevated section of the Gardiner Expressway between the Don River and Leslie Street was demolished (Kane, *Toronto Star*, 2014). A number of concrete bents have been retained as a monument, displaying images of the construction, life, and demolition of Toronto’s first elevated expressway.

2.3 Evolution of the Study Area

The land upon which the Gardiner Expressway sits within the present study area is primarily the product of twentieth-century landmaking operations. By the early twentieth century, industrial buildings and commercial warehouses dominated the City’s waterfront at the foot of Yonge Street and early land



reclamation practices are evident in topographic mapping created at that time (Figure 5). The rail corridor to the north of the study area was expanded to a multi-track system and a series of wharfs extend into the study area.

Increased pressure to develop a land reclamation strategy was outlined as early as 1893. However, this strategy was not realized until the second decade of the twentieth century when work filling portions of the area to expand the waterfront to the south of Union Station began in earnest. Topographic mapping from 1918 (Figure 6) indicates that numerous industrial and commercial buildings and wharfs were extant at the northern boundary of the study area at that time. Land reclamation projects had progressed substantially by 1931, at which point commercial and industrial buildings are visible to the north and south of the study area. The work was completed under a strategy conceived by the newly created Toronto Harbour Commission, a joint federal-municipal agency tasked with managing Toronto's waterfront and housed in the Toronto Harbour Commission Building.

By 1954 the area east and west of the foot of Yonge Street was dominated by industrial properties along the harbour (Figure 7). Lakeshore Boulevard is a visible east-west corridor within the study area and generally mirrors the future alignment of the future Gardiner Expressway. While construction of the expressway began in 1955 west of Toronto's city centre, building activities did not start within the study area until the early 1960s (Figures 9-12). The elevated expressway for this section was built in 1963 using steel girders and concrete piers along the primary ROW, followed by on and off -ramps.

Topographic mapping from 1984 reflects the 1954 aerial photograph and confirms the intensive urbanization adjacent to the study area (Figure 9). The Gardiner Expressway and Lakeshore Boulevard ROWs are signified by a thick, red line that emphasizes the density of vehicular infrastructure in the area.

2.3 Review of Technical Studies

The following technical reports and websites have been reviewed for this HIA:

- City of Toronto, 'Strategic Plan for the Rehabilitation of the F.G. Gardiner Expressway' (2014)
- City of Toronto, 'Gardiner Expressway – Maintenance Program' located at: <http://www1.toronto.ca/wps/portal/contentonly?vnextoid=24600e51b8c73410VgnVCM10000071d60f89RCRD&vnextchannel=e16c775f7d773410VgnVCM10000071d60f89RCRD>
- City of Toronto, 'Gardiner Expressway Strategic Rehabilitation Plan' (2015)
- IBI Group 'F.G. Gardiner Expressway, Independent Assessment' (2012)

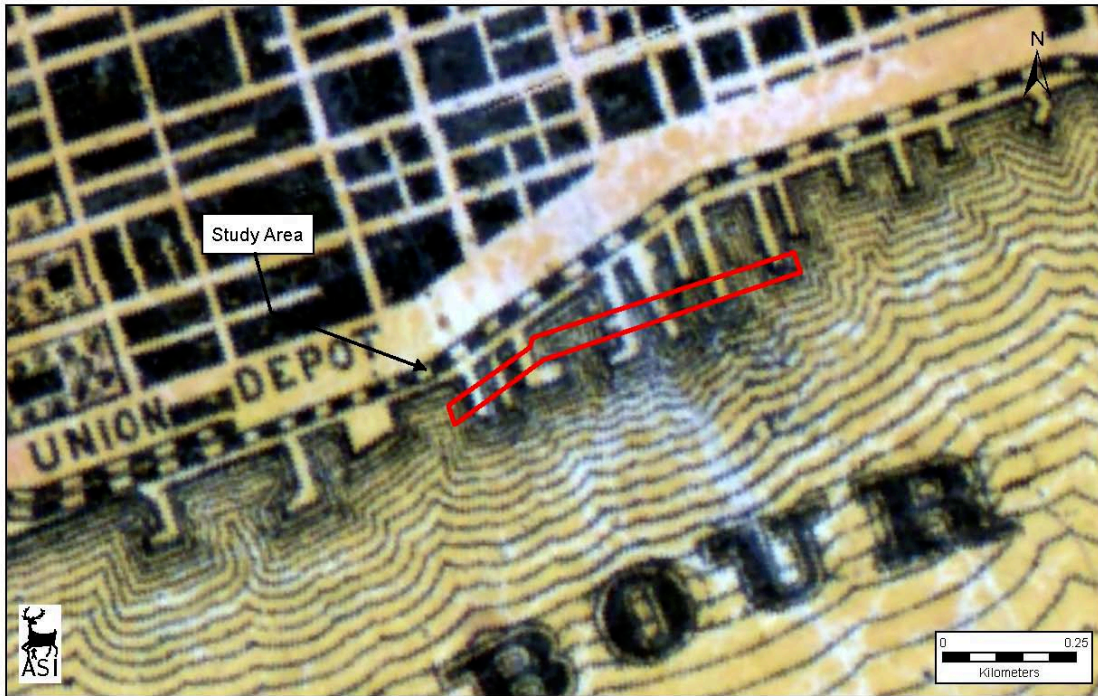


Figure 3: Location of the study area on 1860 historic mapping.

Base Map: *Tremaine's Map of the County of York, 1860*

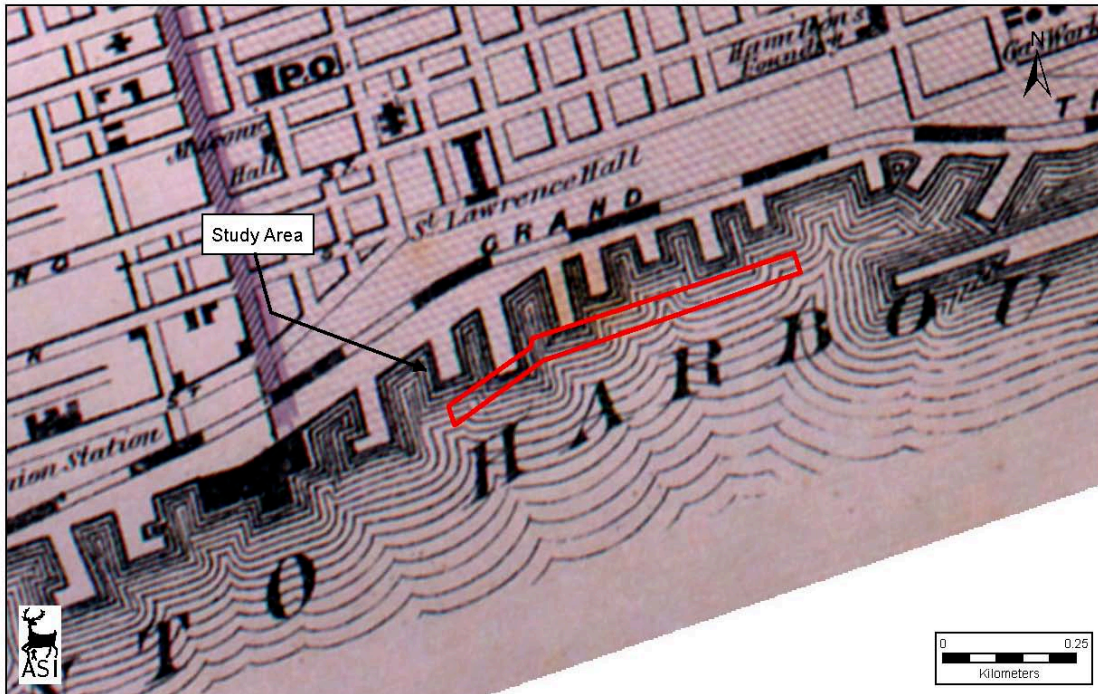


Figure 4: Location of the study area on 1878 historic mapping.

Base Map: *Illustrated Historical Atlas of the County of York, 1878*

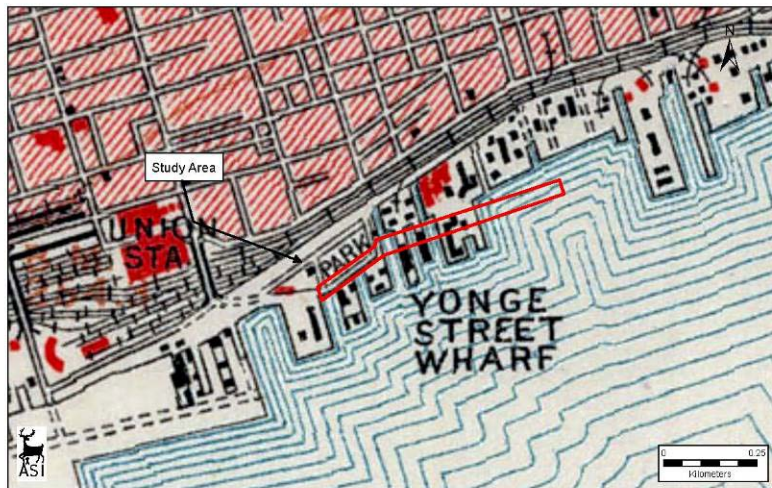


Figure 5: Location of the study area on 1918 historic mapping.
Base Map: *National Topographic Service, 1918.*



Figure 6: Location of the study area on 1931 historic mapping.
Base Map: *National Topographic Service, 1931.*

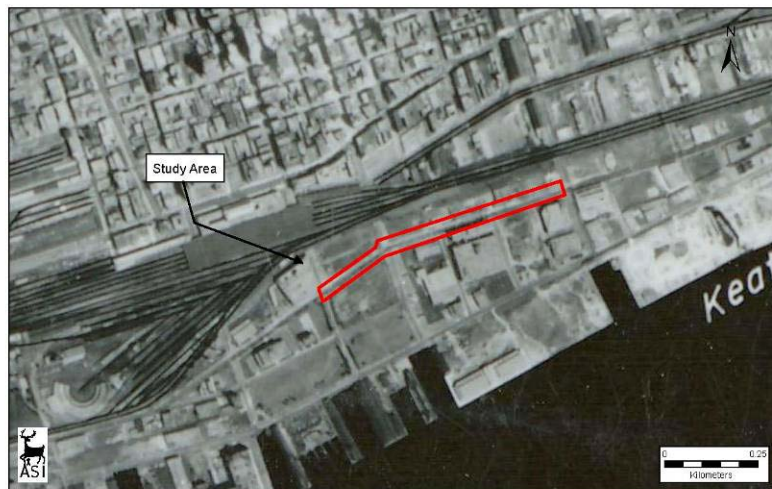


Figure 7: Location of the study area on 1954 Aerial Photography.
Base Map: *Hunting Survey Corporation, 1954.*

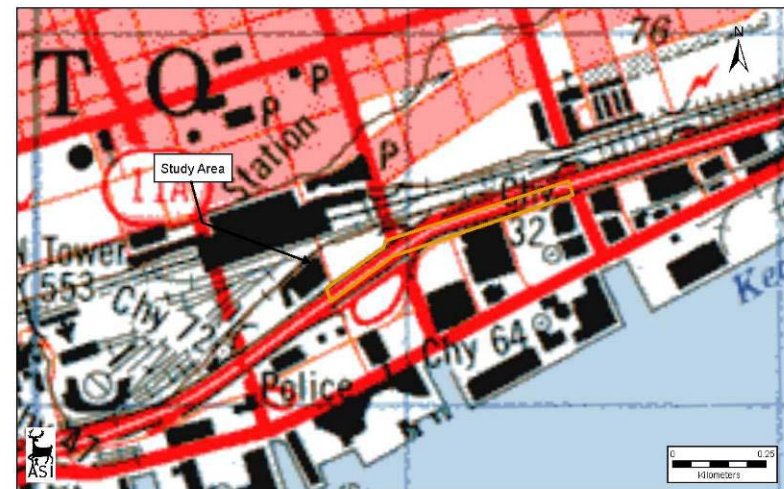


Figure 8: Location of the study area on 1988 historic mapping.
Base Map: *National Topographic Service, 1988.*



Figure 9: Demolitions to make way for the Gardiner Expressway.
Source: *Globe and Mail*, 1956.



Figure 10: Construction of the Gardiner Expressway, looking west toward York Street.

Source: *Toronto Star*, 1950s.



Figure 11: Construction of the Gardiner Expressway at Jarvis Street.
Source: *Globe and Mail*, 15 Nov. 1963.



Figure 12: View of the Toronto Waterfront in 1970.

Source: *Toronto Star*, 1970.

3.0 STATEMENT OF CULTURAL HERITAGE VALUE

The Frederick Gardiner Expressway is protected under Part V of the *Ontario Heritage Act* as part of the Union Station Heritage Conservation District (HCD). The Union Station HCD is bounded by Simcoe Street on the west, Yonge Street on the east, Wellington Street on the north, and Harbour Street on the south.

3.1 Union Station Heritage Conservation District Statement of Cultural Heritage Value

The Statement of Cultural Heritage Value for the Union Station HCD (ERA, 2006) states that:

The heritage character of the Union Station District illustrates several periods of development. The architectural legacies and development patterns underline the prominence of Union Station as a node of urban activity.

Since the opening of the station, the district has remained a focus for pedestrian activity in downtown Toronto. Different phases of development have resulted in varied streetscapes. These open space patterns describe the district's historical relationship to adjacent downtown districts and its important role as a multimodal transportation hub. Today the district's significant public space provides an opportunity to celebrate its important historical identity.

A strong Beaux-Arts presence around Union Station creates one of the most stylistically cohesive areas on the City of Toronto. This civic-minded architecture speaks strongly to the prominence of Union Station as a centre of urban activity. As a transportation hub linked to TTC and the PATH system, Union Station has catalyzed the development of some of the largest examples of modern architecture and urban design in the world.

Post-war office towers such as BCE Place and modernist developments like the CN tower represent a distinct shift in built form. The John Street Roundhouse and other red brick industrial buildings are interspersed throughout the district and act as reminders of an era in which the district played a substantially different role within the city. Many architectural eras and styles coexist within the Union Station Heritage Conservation District. One does not predominate – yet they are unified in their monumentality.

3.2 Frederick Gardiner Expressway

The Frederick Gardiner Expressway is identified as a contributing property within the Union Station HCD Plan. Appendix 1 of the Plan provides the following description for the Frederick Gardiner Expressway:

The development of this expressway was part of Fred Gardiner's vision of a modern Toronto. As Metropolitan Toronto's first Chairman, he was instrumental in the development of the Gardiner Expressway beginning in 1955. Built in an industrial zone at the foot of the city, the expressway modernized access to the centre of the city and from the city to its suburbs during a period of rapid growth. It was a nascent project in the process of creating regional infrastructure for the newly created Metropolitan region. The



expressway was planned in conjunction with the rapid transit network as part of the comprehensive transportation planning of the region. The Gardiner Expressway was the first of several highways planned for the Toronto area, most of which were never realized.

Currently the city has a contentious relationship with the Gardiner Expressway as a result of the change in use of the central waterfront. As new solutions are realized in managing transportation in an increasingly post-industrial mixed-use waterfront and urban core, the Gardiner Expressway remains as an important piece of the City’s early modern heritage and contributing element to the function and character of the Union Station Heritage Conservation District.

3.3 Evaluation

As part of the Union Station HCD, the Gardiner Expressway has been positively assessed for cultural heritage value and is currently designated under Part V of the *Ontario Heritage Act*. Consequently, the property is considered to be of significant cultural heritage interest.

Table 1 applies the information provided by the Union Station HCD Plan to evaluate the structure using criteria as set out in Ontario Regulation 9/06 of the *Ontario Heritage Act*.

Table 1: Evaluation of the Gardiner Expressway using Ontario Regulation 9/06

1. The property has design value or physical value because it:

| <i>Ontario Heritage Act</i> Criteria | Analysis |
|--|--|
| i. is a rare, unique, representative or early example of a style, type, expression, material or construction method; | The Gardiner Expressway was the first elevated expressway in the City of Toronto and was part of a series of highways planned for the City, most of which were never realized. The Gardiner Expressway can be understood as part of a broader North American movement that embraced the automobile and perceived fast, easy vehicular accessibility to urban cores as an expression of modernity. These views were challenged almost as soon as the Gardiner Expressway was completed, leading to the eventual cancellation of further elevated expressways in the City. Therefore, the Gardiner stands as the only complete example of the pinnacle of mid-twentieth century transportation planning in the City of Toronto. The subject resource therefore meets this criterion. |
| ii. displays a high degree of craftsmanship or artistic merit, or; | The Gardiner Expressway is comprised of materials common in infrastructure construction of the mid-twentieth century and therefore does not meet this criterion. |
| iii. demonstrates a high degree of technical or scientific achievement. | The method of construction is typical of the period and therefore the Gardiner Expressway does not meet this criterion. |

2. The property has historical value or associative value because it:

| <i>Ontario Heritage Act</i> Criteria | Analysis |
|--------------------------------------|----------|
|--------------------------------------|----------|



Table 1: Evaluation of the Gardiner Expressway using Ontario Regulation 9/06

| | |
|--|---|
| <p>i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;</p> | <p>The Gardiner Expressway was part of the urban vision of Metropolitan Toronto's first Chairman, Frederick Gardiner. Gardiner took inspiration from modern transportation infrastructure in the United States and advocated for similar, raised expressways to alleviate Toronto's rush-hour congestion. The Gardiner Expressway bears his name and its existence is closely linked with Gardiner's passionate advocating for its construction. Therefore, the subject structure meets this criterion.</p> |
| <p>ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or;</p> | <p>While the property relates to the transportation development of Toronto's waterfront, it does not appear to yield information related to a particular community or culture or culture within the region. Therefore, the subject structure does not meet this criterion.</p> |
| <p>iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.</p> | <p>The design is typical of bridge and overpass construction of the period and therefore the Gardiner Expressway does not meet this criterion.</p> |

3. The property has contextual value because it:

| <i>Ontario Heritage Act</i> Criteria | Analysis |
|--|--|
| <p>i. is important in defining, maintaining or supporting the character of an area;</p> | <p>The Gardiner Expressway maintains and supports the character of the central waterfront area and is one of the defining features of Toronto's urban core. Therefore the subject structure meets this criterion.</p> |
| <p>ii. is physically, functionally, visually or historically linked to its surroundings, or;</p> | <p>The Gardiner Expressway is linked to the development and character of Toronto's urban core. It is visually linked to the area as one of the largest and most imposing pieces of transportation infrastructure.</p> <p>The elevated expressway is physically and functionally linked to its surroundings, providing vehicular access to the Lower Yonge Precinct as well as the Union Station HCD and parts of the City beyond. Therefore, the subject structure meets this criterion.</p> |
| <p>iii. is a landmark.</p> | <p>The Gardiner Expressway is visible throughout the Toronto's urban core, particularly from the waterfront. It stands as both a physical and cultural landmark that is used for way-finding, vehicular transportation, and a monument to Toronto's transportation history and urban growth.</p> |

The Gardiner Expressway meets the Ontario Regulation 9/06 criteria for determining cultural heritage value or interest. The subject structure is significant for its design, associative, and contextual value as a representative example of modern transportation infrastructure in Toronto's central waterfront. It is recommended that the Gardiner Expressway continue to be identified as a contributing property to the Union Station HCD.

3.4 Cultural Heritage Attributes

The following list of attributes has been adapted from the Statement of Cultural Heritage Value and Built Heritage Inventory outlined in the Union Station Heritage District Conservation Plan (ERA, 2006):

- Steel and concrete substructure;
- Concrete superstructure; and
- Ongoing use as an inner-city expressway.

4.0 ASSESSMENT OF EXISTING CONDITIONS

4.1 Introduction

A field review was conducted by Joel Konrad, Cultural Heritage Specialist, ASI, on 8 April 2017 to survey and document the study area and environs.

The study area comprising a portion of the existing transportation corridor is located in the City of Toronto and is generally within the Gardiner Expressway Right-of-Way. Generally, the study area is located wholly within the boundary established by the Lower Yonge Transportation Master Plan EA, and straddles the eastern boundary of the Union Station Heritage Conservation District and the Lower Yonge Precinct.

4.2 Gardiner Expressway Off-Ramp

The Gardiner Expressway is a six-lane vehicular transportation corridor running generally east-west above, adjacent to, or parallel with Lakeshore Boulevard in the City of Toronto. The expressway consists of at-grade, trenched, and elevated segments. Trenched segments are shored by concrete retaining walls while elevated segments are comprised of concrete decks supported generally by steel or concrete girders and concrete bents or piers. The Gardiner Expressway currently extends from Highway 427 in the west to the Don Valley Parkway in the East.

The portion of the Gardiner Expressway assessed in this study consists of an elevated off-ramp carrying eastbound Gardiner Expressway traffic from the expressway crossing York Street to the intersection of Lakeshore Boulevard East and Lower Jarvis Street. The off-ramp is constructed of concrete girders supported by concrete piers and retains a concrete and asphalt deck lined with concrete curbs, concrete barriers and steel railing system. A winding concrete walkway flanked by landscaped rubble-stone and stylized street lamps stretches generally from Yonge Street in the east to Bay Street in the west. Hard-pack dirt covers the ground beneath the off-ramp between Yonge Street and Lower Jarvis Street while sidewalks line Bay, Yonge, and Lower Jarvis streets under the off-ramp (Images 1-14).

4.3 Surrounding Context

The study area is located in a densely urbanized section of Toronto that is characterized by high-rise buildings, transportation infrastructure, light industrial properties, commercial properties, parking lots,

and public spaces. As land reclamation projects were completed in the early twentieth century, the area is generally characterized by a combination of mid-twentieth century and twenty-first century architecture. In addition, the study area bisects two distinct planning zones: The Lower Yonge Precinct in the east and the Union Station Heritage Conservation District in the west (Images 15 and 16).

5.0 DESCRIPTION OF THE PROPOSED DEVELOPMENT OR SITE ALTERATION AND IMPACTS

5.1 Proposed Work

The proposed work has been described in the context of the Lower Yonge Precinct EA project. Generally, the proposed development will reduce the Gardiner off-ramp that terminates at Lower Jarvis Street to terminate at Yonge Street (Figure 13). The most recent alternatives for the development are provided in the Gardiner Off-Ramp PIC Display, circulated 11 April 2017, which identifies three possible Alternatives (Figure 14).

- **Alternative 1** consists of the TMP proposal of a single lane to three lanes at Yonge Street;
- **Alternative 2** consists of a two-lane ramp exiting the Gardiner Expressway and widening to four lanes at Yonge Street; and
- **Alternative 3** consist of a single lane exiting the Gardiner Expressway and widening to four lanes at Yonge Street.

According to documentation received on 11 April 2017, **Alternative 3** is the technically preferred alternative by the Project Team. All three alternatives feature a substructure design that consists of two cylindrical columns supporting the deck, which poses a marked contrast with the concrete piers currently supporting the Gardiner Expressway and off-ramp (Appendix B).

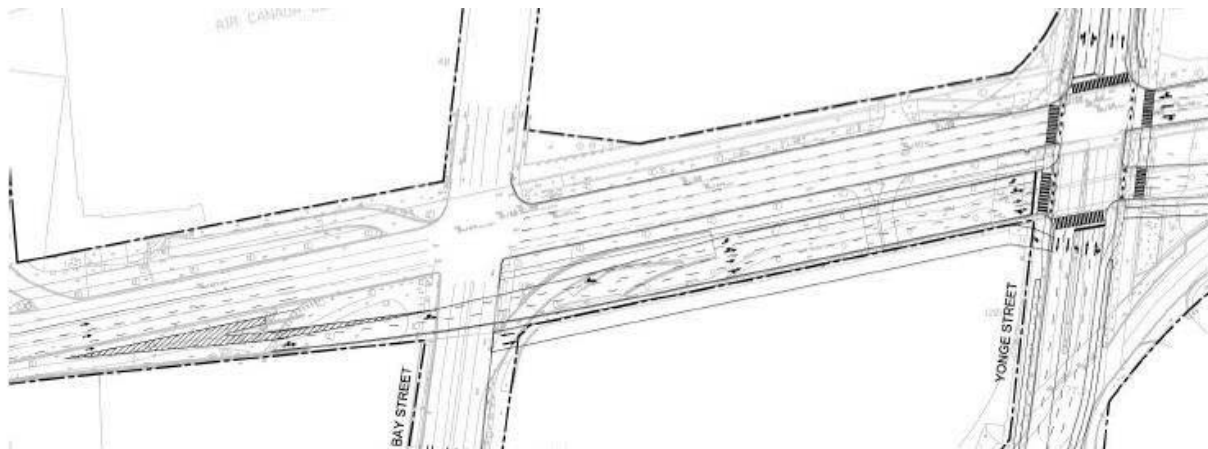


Figure 13: Plan View of Alternative 3.

Base Map: Gardiner Off-Ramp PIC Display Panel, 2017.

| Criteria | Alternative 1 TMP Single lane to three lanes | Alternative 2 Two lanes to four lanes | Alternative 3 Single lane to four lanes | Key Highlights |
|---|---|---|---|--|
| Transportation | | | | Four lanes required at the Yonge Street intersection to address traffic demands. |
| Cost | | | | Alternative 1 costs slightly less to construct given it is a three lanes at Yonge Street. |
| Land Use / Socio-Economic Environment | | | | There is insufficient property on south side of Gardiner Expressway to construct two lane exit. |
| Natural Environment | | | | There is no significant difference between the Alternatives given the urban environment of the off-ramp terminus. |
| Archaeology and Cultural Environment | | | | All alternatives are anticipated to have the same impact on archaeology and cultural resources. There is no significant difference between the Alternatives. |
| Streetscape / Public Realm | | | | Alternative 1 is preferred because the three lanes provides slightly more space for pedestrians on Yonge Street. |
| Constructability | | | | Two lane exit have major property constraints. |
| Overall | | | | Alternative 3 is preferred as it provides sufficient capacity to meet travel demands including turning movements at Yonge Street and it can be built without additional property. |

Figure 14: Off-ramp Configuration Alternatives.

Base Map: Gardiner Off-Ramp PIC Display Panel, 2017.

5.1.1 Measurement of Development or Site Alteration Impact

According to available documentation, the proposed alignments (1, 2, and 3) will precipitate the following impacts:

- Removal of the existing Gardiner Expressway off-ramp; and
- Construction of new off-ramp that will terminate at Yonge Street.

5.1.2 General Impact Assessment

To assess the potential impacts of the proposed development on the cultural heritage value of the Gardiner Expressway identified heritage attributes were considered against a range of possible impacts as outlined in the *Ontario Heritage Tool Kit* (2006), which include:

- Destruction of any, or part of any, significant heritage attribute or feature.
- Alteration which means a change in any manner and includes restoration, renovation, repair or disturbance.
- Shadows created that alter the appearance of a heritage attribute or change the visibility of a natural feature of plantings, such as a garden.
- Isolation of a heritage attribute from its surrounding environment, context, or a significant relationship.
- Direct or indirect obstruction of significant views or vistas from, within, or to a built and natural feature.
- A change in land use such as rezoning a battlefield from open space to residential use, allowing new development or site alteration to fill in the formerly open spaces.
- Soil Disturbance such as a change in grade, or an alteration of the drainage pattern or excavation.

Based on the current proposed development concepts (Figure 13 and Appendix B), the Gardiner Expressway off-ramp will be directly impacted through the destruction or alteration of built heritage features on the property. These impacts are generally outlined using the *Ontario Heritage Toolkit* categories in Table 2.

| Impact | Potential heritage impacts of the removal of proposed developments on the subject structure |
|------------------------------------|--|
| Destruction, removal or relocation | The proposed development will precipitate the destruction of the following elements: <ul style="list-style-type: none"> • Removal of a portion of the Gardiner Expressway |
| Alteration | The proposed development will precipitate the following alterations to the subject property: <ul style="list-style-type: none"> • Alteration of the Gardiner Expressway will occur with the introduction of a new off-ramp that will include a reduction in length, from Lower Jarvis to Yonge Street, and a change in massing from a single lane to a multi-lane ramp. |
| Shadows | The proposed development will reduce the length of the existing ramp which will remove existing shadows on the Gardiner Expressway and Lakeshore Boulevard |

| Impact | Potential heritage impacts of the removal of proposed developments on the subject structure |
|---|---|
| | between Yonge Street and Lower Jarvis Street. |
| Isolation | No impact anticipated. |
| Direct or indirect obstruction of significant views | No impact anticipated. |
| A change in land use | No impact anticipated. |
| Soil disturbance | There is expected to be soil disturbance involved in the construction of a new off-ramp. |

5.1.3 Specific Alignment Impacts to the Gardiner Expressway

The impacts of the three proposed alignments have been considered using the heritage attributes of the Gardiner Expressway identified in section 3.4 of this report. Table 3 identifies the attributes and assesses the degree to which they would be affected by each proposed alignment. Graphics outlining the proposed alignments can be found in Appendix B.

| IDENTIFIED CULTURAL HERITAGE ATTRIBUTES | IMPACTS: ALTERNATIVE 1 | IMPACTS: ALTERNATIVE 2 | IMPACTS: ALTERNATIVE 3 |
|---|--|------------------------|------------------------|
| Steel and concrete substructure | -Removal of Gardiner Expressway off-ramp terminating at Lower Jarvis Street; - Construction of new off-ramp terminating at Yonge Street; and - New off-ramp designs feature two cylindrical columns supporting the deck. | | |
| Concrete superstructure | -Removal of Gardiner Expressway off-ramp terminating at Jarvis Street; and - Construction of new off-ramp terminating at Yonge Street. | | |
| Ongoing use as an inner-city expressway | - No alteration to attribute. | | |

5.1.4 Impact Assessment for Contributing Properties in the Union Station HCD

Section 8.3.1 of the Union Station HCD Plan (ERA, 2012) provides specific directives to guide approved alterations to properties that contribute to the district. These directives are outlined and tested in Table 4.

| Design Guidelines | Result of Undertaking | Compliance |
|---|--|------------|
| The new structure respects the general size, shape and scale of features associated with the property or district | The proposed development will reduce the length of the Gardiner off-ramp terminating at Lower Jarvis, however this undertaking will not alter the general size, shape and scale of the Gardiner Expressway | Yes |
| The site plan respects the | The proposed development will not alter the | Yes |

| | | |
|---|---|-----|
| general site characteristics associated with the property or district | use and function of the Gardiner expressway nor will it alter the general site characteristics | |
| The design respects the general historic and architectural characteristics associated with the property or district | The proposed development will not alter the historic or architectural characteristics associated with the property or district | Yes |
| The materials choice respects the existing character of the property and district as a whole. Material choice not directly emulating what exists will be contextual and appropriate | According to existing plans, the materials choice reflects the character of the Gardiner Expressway as a whole | Yes |
| Any addition is to be connected to the property in a way that does not alter, change, obscure, damage, or destroy any significant building features | The proposed development will not alter, change, obscure, damage, or destroy any significant features of the Gardiner Expressway. | Yes |
| Additions, renovation and alterations that enhance the character of the district, and are compatible with the overall planning goals of the district will be encouraged, yet subject to thorough review | According to the development plans, the development will enhance views to the Gardiner expressway from the south | Yes |

5.2 Conservation Strategy Objectives

The *Strategic Plan for the Rehabilitation of the Gardiner Expressway* (2015) addresses the structural issues associated with the elevated expressway and sets forth a detailed response to these issues over a 25-year period. In providing detailed direction on the structural improvement of the Gardiner Expressway, the *Strategic Plan* ensures the preservation of the highway’s function and associations with its surroundings, including the Union Station HCD.

Based on the results of a review of earlier reporting, further research, a site visit, corroboration of heritage evaluation, and analysis of impacts of the proposed undertaking, the following conservation strategy has been developed in accordance with the Ministry of Culture’s *Eight Guiding Principles in the Conservation of Built Heritage Properties* (See Appendix C). Parks Canada’s *Standards and Guidelines for the Conservation of Historic Places* recommendations have also been considered, and in particular that the developer “use the gentlest means possible for any intervention” in order to “respect heritage value when undertaking an intervention” (Canada’s Historic Places 2010: 22).

5.2.1 General Built Heritage Conservation Strategy

The following MTCS *Eight Guiding Principles in the Conservation of Built Heritage Properties* should be considered:

| Eight Guiding Principles in the Conservation of Built Heritage Properties (MTCS, 2007) | Direction on Heritage Impact Mitigation |
|--|---|
| 1) Respect for Documentary Evidence | Alterations to the original fabric of the structure should be based on historical documentation such as existing photographs and plans. |
| 2) Respect for the Original Location | Removal of the Gardiner Expressway off-ramp constitutes an alteration to the subject structure and will not negatively impact the original location. |
| 3) Respect for Historic Material | Future maintenance of the elevated expressway, including the future off-ramp terminating at Yonge Street, should emphasize repair and conservation rather than replacement. |
| 4) Respect for Original Fabric | If repairs are deemed unavoidable by a both a heritage specialist and engineer, repairs should be undertaken using sympathetic materials, such as concrete and steel, where appropriate. |
| 5) Respect for the Structure’s History | Future restoration activities, should they occur, should not privilege one construction period over another, and therefore later additions should not be destroyed solely to restore the property to an earlier, single period. |
| 6) Reversibility | Alterations should be reversible. According to the development plan, this aspect of the guiding principles cannot be followed. However, the principle should be applied to the Gardiner Expressway once the new off-ramp has been completed. |
| 7) Legibility | Any future structure constructed as part of the Gardiner Expressway in this area should be easily distinguished from the older design. The existing plans (Appendix B) achieve this as a clear differentiation in design between original and new structures is easily visible. |
| 8) Maintenance | Standard maintenance activities by the City of Toronto for the Gardiner Expressway apply. |

5.2.2 Gardiner Expressway Built Heritage Conservation Strategy

Table 6 provides specific conservation strategies based upon the three alignments outlined in Appendix B. Mark Fram’s *Well Preserved* (Erin: Boston Mills Press, 2003) was used in the creation of the following conservation strategy, as per the City of Toronto’s Heritage Impact Assessment Terms of Reference (2014).

| IDENTIFIED CULTURAL HERITAGE ATTRIBUTES | ALTERNATIVE 1 | ALTERNATIVE 2 | ALTERNATIVE 3 |
|---|--|---------------|---------------|
| Steel and concrete substructure | -Ensure components of the Gardiner Expressway not outlined within the development proposal are protected during construction activities. | | |



| | |
|---|---|
| Concrete superstructure | -Ensure components of the Gardiner Expressway not outlined within the development proposal are protected during construction activities. |
| Ongoing use as an inner-city expressway | -Following construction, ensure that the Gardiner Expressway, including the newly constructed off-ramp, are maintained for vehicular use. |

5.2.3 Gardiner Expressway Built Heritage Conservation Strategy

A review of the proposed development and assessment of proposed impacts to the Gardiner Expressway has identified the following conclusions:

- The removal of the Gardiner off-ramp will not negatively impact the Gardiner Expressway as a contributing structure to the Union Station HCD (as per Table 4); and
- As per Section 8.8.5 of the Union Station HCD, the heritage character of the area should be promoted within the public realm. The public area beneath the Gardiner Expressway between Yonge Street and Jarvis Street should promote the heritage character of the area and aspire to the highest standards of design excellence.

5.2.4 Landscape Conservation Strategy

The proposed development will alter the structure, and particularly the setting. As such, the proposed development should ensure that open spaces beneath the Gardiner Expressway currently used as public paths are maintained. In addition, the reduction of the off-ramp from its present termination at Lower Jarvis Street to its future termination at Yonge Street provides an opportunity for additional public space within the former ROW of the current off-ramp.

Canada’s Historic Places *Standards and Guidelines for the Conservation of Historic Places* offers the following guidelines for the maintenance of land use and distinctive landscape character and should be followed when designing the development:

| | | |
|----------|--|--|
| 4.1.1.12 | DO: Design a new feature when required by a new use that is compatible with the past or continuing land use. DO NOT: Add a new feature that alters or obscures a continuing land use. | The development plans adhere to this guideline. |
| 4.1.3.13 | DO: Design a new feature when required by a new use that does not obscure, damage or destroy character-defining land patterns. DO NOT: Introduce a new feature that is incompatible in size, scale, or design with the land pattern. A reduction of the | The development plans adhere to this guideline. |
| 4.1.4.3 | DO: Document the spatial organization of the cultural landscape, including the orientation, alignment, size, configuration and interrelationships of its common features; the relationship of features to | This report should serve as sufficient documentation of the Gardiner Expressway off-ramp terminating at Lower Jarvis |

| | | |
|-----------------|---|---|
| | the overall landscape; and its evolution and condition before beginning project work. DO NOT: Undertake interventions that affect the spatial organization without first documenting and understanding its characteristics, relationships, evolution, conditions and intangible values. | Street. |
| 4.1.4.5 | DO: Protect and maintain the features that define the spatial organization by using non-destructive methods in daily, seasonal and cyclical tasks. DO NOT: Allow the spatial organization to be altered by incompatible development or neglect. | The development plans adhere to this guideline. |
| 4.1.5.13 | DO: Design a new feature when required by a new use that is compatible with the character-defining spatial organization. DO NOT: Add a new feature that alters or obscures the spatial organization. | The development plans adhere to this guideline. |
| 4.1.5.14 | DO: Repair or rejuvenate declining features from the restoration period that define the spatial organization using a minimal intervention approach. DO NOT: Replace an entire feature that defines the spatial organization from the restoration period when repair or rejuvenation is possible. | While alterations to the setting will occur, the Gardiner Expressway off-ramp does not define the spatial organization of the Gardiner Expressway. Therefore, the development plans adhere to this guideline. |

5.2.5 Intangible Heritage Conservation

The conservation of the site’s intangible heritage will be achieved by preserving one primary theme that defines the history of the property. This is:

1) Transportation

Provide for the maintenance of the character of the property through maintaining the use and function of the Gardiner Expressway as transportation infrastructure.

6.0 CONSERVATION AND MITIGATION RECOMMENDATIONS

The proposed reconstruction of the Gardiner Expressway off-ramp will alter the Gardiner Expressway through the removal of a portion of the resource and the construction of a new, truncated component of the structure. The following recommendations have been made based on the determined heritage values of the identified cultural heritage resource and in consideration of overall impacts to the property and surrounding environs.

- 1. All three suggested alternatives will have comparable impacts to the heritage value of the Gardiner Expressway.** Although the proposed alternatives will remove a portion of the Gardiner Expressway, this removal is not determined to significantly impact the heritage value of the



resource. In addition, the reduction of the Gardiner Expressway off-ramp from a termination at Lower Jarvis Street to Yonge Street will offer increased views to the resource and provide for increased usable land between Yonge Street and Lower Jarvis Street. Therefore, the proposed development is consistent with the City of Toronto's Terms of Reference for Heritage Impact Assessments (2010 and 2014). In addition, the proposed development is compliant with both the Union Station HCD Plan as well as the statutory obligations under Section V of the *Ontario Heritage Act*. Should alteration to and/or removal of heritage attributes be deemed necessary, the conservation strategies outlined in Section 5.2 and Appendix C of this report should be followed.

2. This report should be sent to the City of Toronto Heritage Preservation Services for review and comment.



7.0 REFERENCES

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- 2004 Union Station Master Plan

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- 2014 Urban Design Report: Principles and Recommendations
- 2014 Transportation Master Plan Environmental Assessment



APPENDIX A: Photographic Documentation



Plate 1: View west at the soffit of the Gardiner Expressway off-ramp.



Plate 2: View east toward the soffit of the Gardiner Expressway off-ramp.



Plate 3: View west along the Gardiner Expressway off-ramp, looking east



Plate 4: View generally northeast toward the Gardiner Expressway from Yonge Street. Note the Gardiner Expressway off-ramp in the foreground.



Plate 5: View northeast toward the Gardiner Expressway.



Plate 6: View generally northwest toward the Gardiner Expressway off-ramp.



Plate 7: View northeast toward the termination of the Gardiner Expressway off-ramp at Lower Jarvis Street.



Plate 8: View west along Lakeshore Boulevard near the termination of the Gardiner Expressway off-ramp.



Plate 9: View west along Lakeshore Boulevard at the corner of Freeland Street.

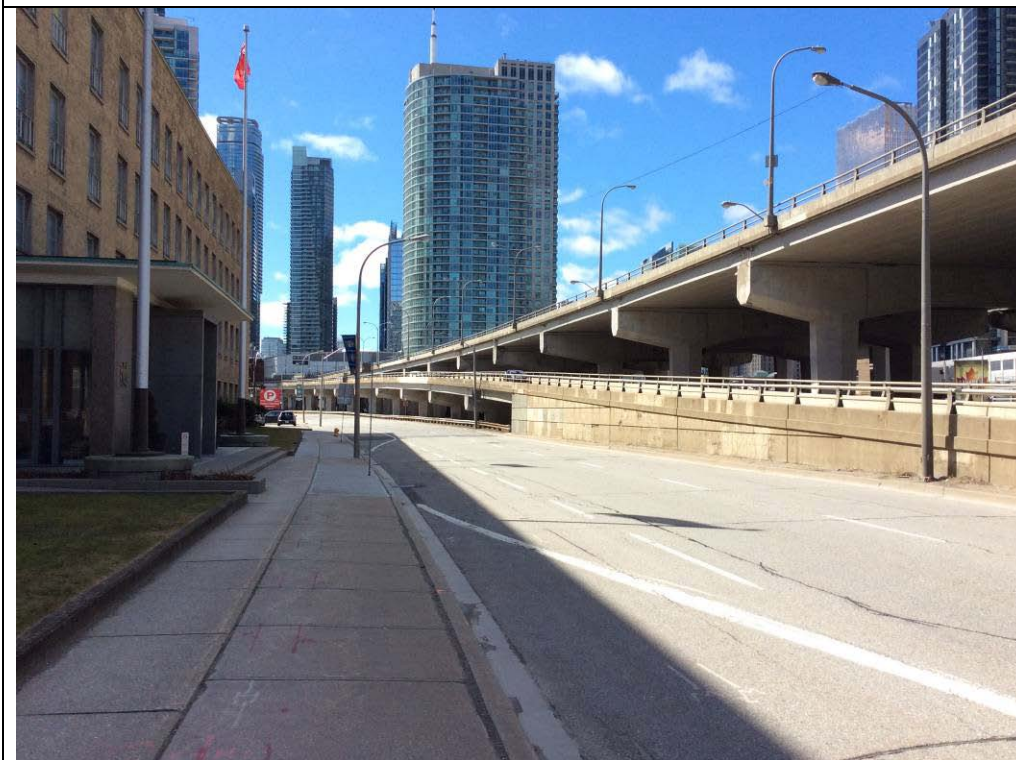


Plate 10: View east along Lakeshore Boulevard near the intersection with Cooper Street.



Plate 11: Detail of the concrete pier supporting the superstructure of the Gardiner Expressway off-ramp.



Plate 12: View of the pathway beneath the Gardiner Expressway off-ramp, looking west from Yonge Street.



Plate 13: View of Lakeshore Boulevard and the soffit of the Gardiner Expressway, looking west from Yonge Street.



Plate 14: View south toward the Gardiner Expressway off-ramp (at back).



Plate 15: View of environs north of the Gardiner Expressway, looking west.

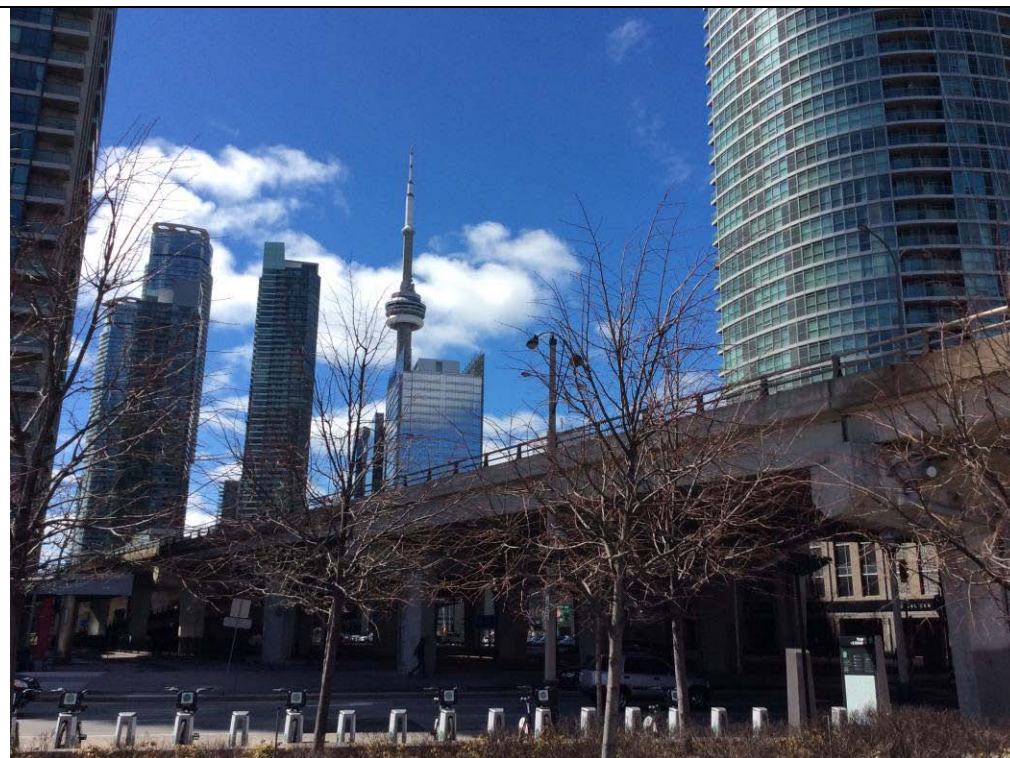


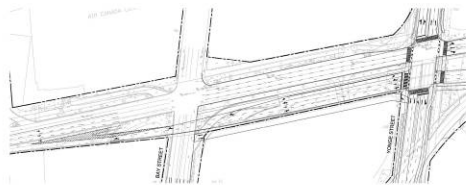
Plate 16: View toward the Gardiner Expressway generally north toward Toronto's urban core.

APPENDIX B: Proposed Development of the Gardiner Expressway Off-Ramp

**EVALUATION OF ALTERNATIVES
 Gardiner Off-Ramp**

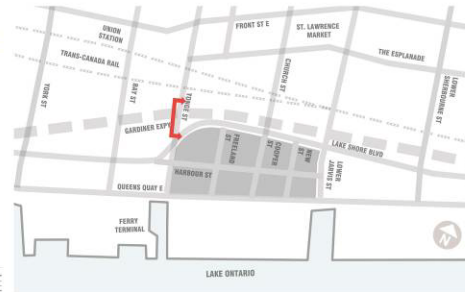
The Eastbound Gardiner off-ramp will be modified to terminate at Yonge Street (the existing off-ramp currently terminates west of Lower Jarvis Street).

The plan view for Gardiner Off-Ramp and evaluation show that Alternative 3 is the preliminary preferred alternative.

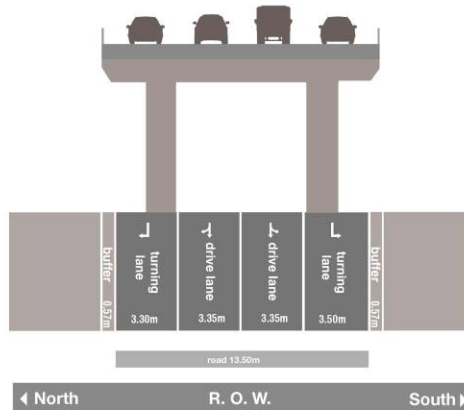


Plan view of Alternative 3 for the ramp configuration

| Criteria | Alternative 1 TMP Single lane to three lanes | Alternative 2 Two lanes to four lanes | Alternative 3 Single lane to four lanes | Key Highlights |
|---------------------------------------|--|--|--|---|
| Transportation | | | | Four lanes required at the Yonge Street intersection to address traffic demands. |
| Cost | | | | Alternative 1 costs slightly less to construct given it is a three lanes at Yonge Street. |
| Land Use / Socio-Economic Environment | | | | There is insufficient property on south side of Gardiner Expressway to construct two lane exit. |
| Natural Environment | | | | There is no significant difference between the Alternatives given the urban environment of the off-ramp terminus. |
| Archaeology and Cultural Environment | | | | All alternatives are anticipated to have the same impact on archaeology and cultural resources. There is no significant difference between the Alternatives. |
| Streetscape / Public Realm | | | | Alternative 1 is preferred because the three lanes provides slightly more space for pedestrians on Yonge Street. |
| Constructability | | | | Two lane exit have major property constraints. |
| Overall | | | | Alternative 3 is preferred as it provides sufficient capacity to meet travel demands including turning movements at Yonge Street and it can be built without additional property. |



**Gardiner Off-Ramp (Facing east)
 PRELIMINARY PREFERRED**



Two alternatives for the pier configuration were reviewed and the Alternative (shown above) is the preliminary preferred alternative as it provides opportunities for streetscaping under the ramp.

Figure 15: Gardiner Off-Ramp PIC Display Panel, 17 April 2017.



APPENDIX C: Conservation Principles

- Ministry of Culture's Eight Guiding Principles in the Conservation of Built Heritage Properties
- Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada

Eight Guiding Principles in the Conservation of Built Heritage Properties

1. RESPECT FOR DOCUMENTARY EVIDENCE:

Do not base restoration on conjecture. Conservation work should be based on historic documentation such as historic photographs, drawings and physical evidence.

2. RESPECT FOR THE ORIGINAL LOCATION:

Do not move buildings unless there is no other means to save them.

Site is an integral component of a building or structure. Change in site diminishes cultural heritage value considerably.

3. RESPECT FOR HISTORIC MATERIAL:

Repair/conservate - rather than replace building materials and finishes, except where absolutely necessary. Minimal intervention maintains the heritage content of the built resource.

4. RESPECT FOR ORIGINAL FABRIC:

Repair with like materials. Repair to return the resource to its prior condition, without altering its integrity.

5. RESPECT FOR THE BUILDING'S HISTORY:

Do not restore to one period at the expense of another period. Do not destroy later additions to a building or structure solely to restore to a single time period.

6. REVERSIBILITY:

Alterations should be able to be returned to original conditions. This conserves earlier building design and technique. e.g. When a new door opening is put into a stone wall, the original stones are numbered, removed and stored, allowing for future restoration.

7. LEGIBILITY:

New work should be distinguishable from old. Buildings or structures should be recognized as products of their own time, and new additions should not blur the distinction between old and new.

8. MAINTENANCE:

With continuous care, future restoration will not be necessary. With regular upkeep, major conservation projects and their high costs can be avoided.

(Source: http://www.culture.gov.on.ca/english/heritage/info_sheets/info_sheet_8principles.htm)

Standards for the Conservation of Historic Places in Canada

1. Conserve the *heritage value* of a historic place. Do not remove, replace, or substantially alter its intact or repairable *character-defining elements*. Do not move a part of a *historic place* if its current location is a *character-defining element*.
2. Conserve changes to a *historic place* which, over time, have become *character-defining elements* in their own right.
3. Conserve *heritage value* by adopting an approach calling for *minimal intervention*.
4. Recognize each *historic place* as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other *historic places* or other properties or by combining features of the same property that never coexisted.
5. Find a use for a *historic place* that requires minimal or no change to its *character-defining elements*.
6. Protect and, if necessary, stabilize a *historic place* until any subsequent *intervention* is under-taken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.
7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.
8. Maintain *character-defining elements* on an ongoing basis. Repair *character-defining elements* by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of *character-defining elements*, where there are surviving prototypes.
9. Make any *intervention* needed to preserve *character-defining elements* physically and visually compatible with the *historic place*, and identifiable upon close inspection. Document any intervention for future reference.

Additional Standards Relating to Rehabilitation

1. Repair rather than replace *character-defining elements*. Where *character-defining elements* are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the *historic place*.
2. Conserve the heritage value and *character-defining elements* when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

3. Create any new additions or related new construction so that the essential form and integrity of a *historic place* will not be impaired if the new work is removed in the future.

Additional Standards Relating to Restoration

1. Repair rather than replace *character-defining elements* from the restoration period. Where *character-defining elements* are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.
2. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.

(Source: Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*, 2003)