

60 and 100 Queen Street West – Official Plan Amendment - Protecting Views of Old City Hall and City Hall – Preliminary Report

Date:	November 28, 2011
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	11 250556 STE 27 TM

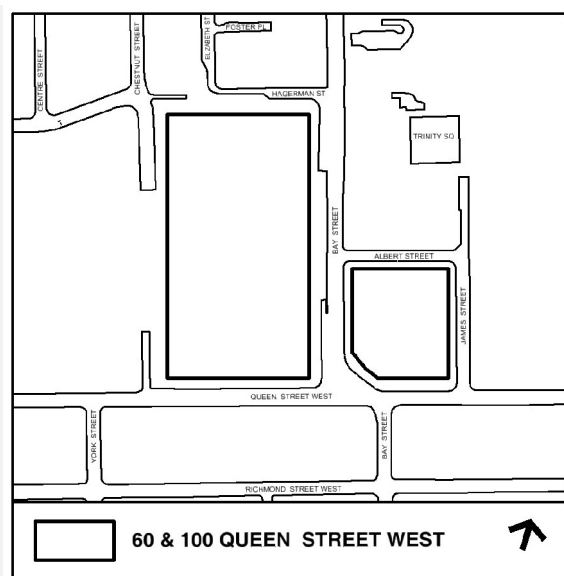
SUMMARY

This report provides preliminary information on City Council's direction to prepare an Official Plan amendment to protect views of Old City Hall and City Hall buildings and seeks Community Council's directions on further review of the proposal and on the community consultation process. A Community Consultation Meeting is targeted for the first quarter of 2012 and a final report is targeted for the third quarter of 2012.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting together with the Ward Councillor, regarding an Official Plan Amendment to protect views from the south of 100 Queen Street West (City Hall) and 60 Queen Street West (Old City Hall).
2. Notice for the community consultation meeting be given via a newspaper advertisement.



3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

On September 12, 2011, Toronto and East York Community Council directed the City Planning Division “to report back to the Toronto and East York Community Council with a preliminary report detailing steps for protecting views to Old City Hall and City Hall from the south that are significant from a heritage and urban design perspective”.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.TE9.96>

COMMENTS

The Importance of Preserving Views of Old City Hall and City Hall

Jurisdictions around the world protect views of their important civic buildings out of respect for their significant histories and symbolic value. Old City Hall and City Hall are two of the most important heritage buildings in the City and their views are significant from a heritage and urban design perspective. Both City Hall and Old City Hall are designated buildings in the City's heritage inventory. Furthermore, there is increasing community interest in the preservation of views of Old City Hall and City Hall as seen from south of these buildings.

The recent Downtown Tall Buildings Study speaks to the necessity of limiting development behind and above important landmarks, like Old City Hall, City Hall and the Ontario Legislative Assembly. However, there are currently only general Official Plan Policies that protect the important views of old City Hall and City Hall, and not specific Official Plan or Zoning provisions.

More comprehensive policies and zoning are required to preserve the silhouette of Old City Hall and City Hall, specifically the roofline and clock tower of Old City Hall and silhouette of City Hall.

Provincial Policy Statement and Growth Plan

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

Section 2.6.1 of the Provincial Policy Statement (PPS) states that significant built heritage resources and significant cultural heritage landscapes shall be conserved. The term conserved is defined as ‘the identification, protection, use and/or management of

cultural heritage and archaeological resources in such a way that their heritage values, attributes and integrity are retained’.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council’s planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Section 4.2.4.1 (e) of the Growth Plan for the Greater Golden Horseshoe states that municipalities will develop and implement Official Plan policies and other strategies in support of cultural heritage conservation, including conservation of heritage and archaeological resources as built up areas are intensified. This policy, in the chapter entitled ‘Protecting What is Valuable’, is intended to protect irreplaceable cultural heritage features as part of planning for future growth.

Staff will review the proposed amendment for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Public Realm Policies of the Official Plan

The Official Plan includes Public Realm policy statements to preserve, create and enhance important public views. Section 3.1.1 of the Plan provides the following policy statements:

3.1.1 (8) Scenic routes with public views of important natural or human-made features should be preserved and, where possible, improved by: a) maintaining views and vistas as new development occurs; and

3.1.1(9) Public works and private development will maintain, frame and, where possible, create public views to an important human-made feature to which public views should be maintained.

Staff consider Old City Hall and City Hall to be important human-made features where public views should be maintained.

Design Criteria for Tall Buildings

The City has adopted city-wide Tall Buildings Guidelines for the review of proposals for tall buildings. With respect to Prominent Sites, Views and Vistas (design criteria 1.3), the Tall Building Guidelines proposes that tall buildings on prominent sites will be designed and organized to: complement and enhance, not compromise, strategic views and important vistas in the city; and tall buildings should not be located on sites where they create negative visual impact on sensitive historic environments.

Tall Buildings - Inviting Change in Downtown Toronto Study

The City of Toronto has commissioned a study of tall buildings in Downtown Toronto. The study identifies which downtown streets tall buildings should be located on and the

height ranges and built form typologies that these tall buildings should adhere to in order to: enhance the pedestrian environment; minimize shadowing of sidewalks, parks and public squares; protect landmark views and heritage resources; and improve the quality of life for people living and working Downtown.

The consultant's study (regulation 16) states that, "Tall buildings will not interrupt the view corridors or appear behind the building silhouettes of the three Landmark Views Downtown." The study goes on to state that: "the view up Bay Street in the Financial District to the clock tower of Old City Hall is a landmark view. No building will interrupt or rise above the silhouette of the clock tower when viewed from Bay Street at the intersection of Temperance Street." Furthermore, the study states that: "the view from Queen Street of the two towers of City Hall is a landmark view. No building will breach the silhouette of City Hall, including the sky view between the two buildings, when viewed from the south side of Queen Street between Bay Street and York Street."

The consultant's study has been completed and public consultation meetings have been held. City Planning staff will be submitting a report to Council for consideration of the Study recommendations, as revised by City Planning Staff, in the first quarter of 2012.

Heritage Impact Assessment and View-shed Analysis

Staff are currently undertaking an analysis of the integrity of the views of Old City Hall and City Hall. A preliminary analysis has revealed that the roof line and clock tower silhouette of Old City Hall is completely unobstructed at Temperance Street and Bay Street with the clock face being visible from as far as Wellington Street West and Bay Street.

City Hall has a much more complicated view shed. The views between the two towers of City Hall are already compromised in many places with the views being almost entirely compromised from York Street and the south side of Queen Street West, furthermore, the Enwave stack protrudes upwards from between the two towers just to the west of the centre view.

Staff Proposal on View Protection

The view of Old City Hall from Temperance Street and Bay Street should be preserved in its current condition, however, there may be some merit in protecting additional aspects of the views of the tower from Front Street West or Wellington Street West depending on the visibility of the clock tower silhouette.

The silhouette of City Hall is more complicated and will have to be viewed with greater detail. It is clear that the intent of the Tall Buildings Study cannot be met currently as the views from the south side of Queen Street West are already compromised in a number of places. City Staff may have to select certain points where the view can be maintained, while not allowing any further encroachment into the other areas.

Draft Official Plan Amendment

There is no need for the City to rezone properties to reduce their as-of-right height. Any properties that might breach the view of the Old City Hall and City Hall silhouettes would require a private rezoning application by a landowner. Any such application would need to comply with the Official Plan as the *Planning Act* requires that all by-laws passed by a municipality must conform to the Official Plan or require an Official Plan Amendment.

An Official Plan amendment that inserts a policy into the Official Plan that protects views of Old City Hall and City Hall would provide statutory weight for Council decisions protecting these views. In the event of appeals to the Ontario Municipal Board of development proposals compromising these views, the policy would provide clearer direction to the Ontario Municipal Board.

The city is currently undergoing an Official Plan review of heritage policies and part of that review includes the creation of Official Plan policies related to views and vistas. It is desirable that individual view shed OPAs will be brought forward in 2012 in tandem with, and informed by, that process. Staff will have to determine the appropriate language for such Official Plan amendments after appropriate consultation with Urban Design and Heritage Staff as well as the general public.

Consultation

Staff have identified a list of issues to be brought before the public and industry professionals for further consultation and input. These issues include:

1. The overall importance of the view sheds of Old City Hall and City Hall;
2. The points at which the integrity of these view sheds may or may not be compromised;
3. Geographical locations from which the respective view sheds should be preserved; and
4. Draft wording for an Official Plan Amendment protecting the view sheds;

City Staff acknowledge that a specialist may have to be engaged to determine the appropriate level of protection for these important view sheds and will use this initial consultation phase with the public and industry professionals to review those options.

CONTACT

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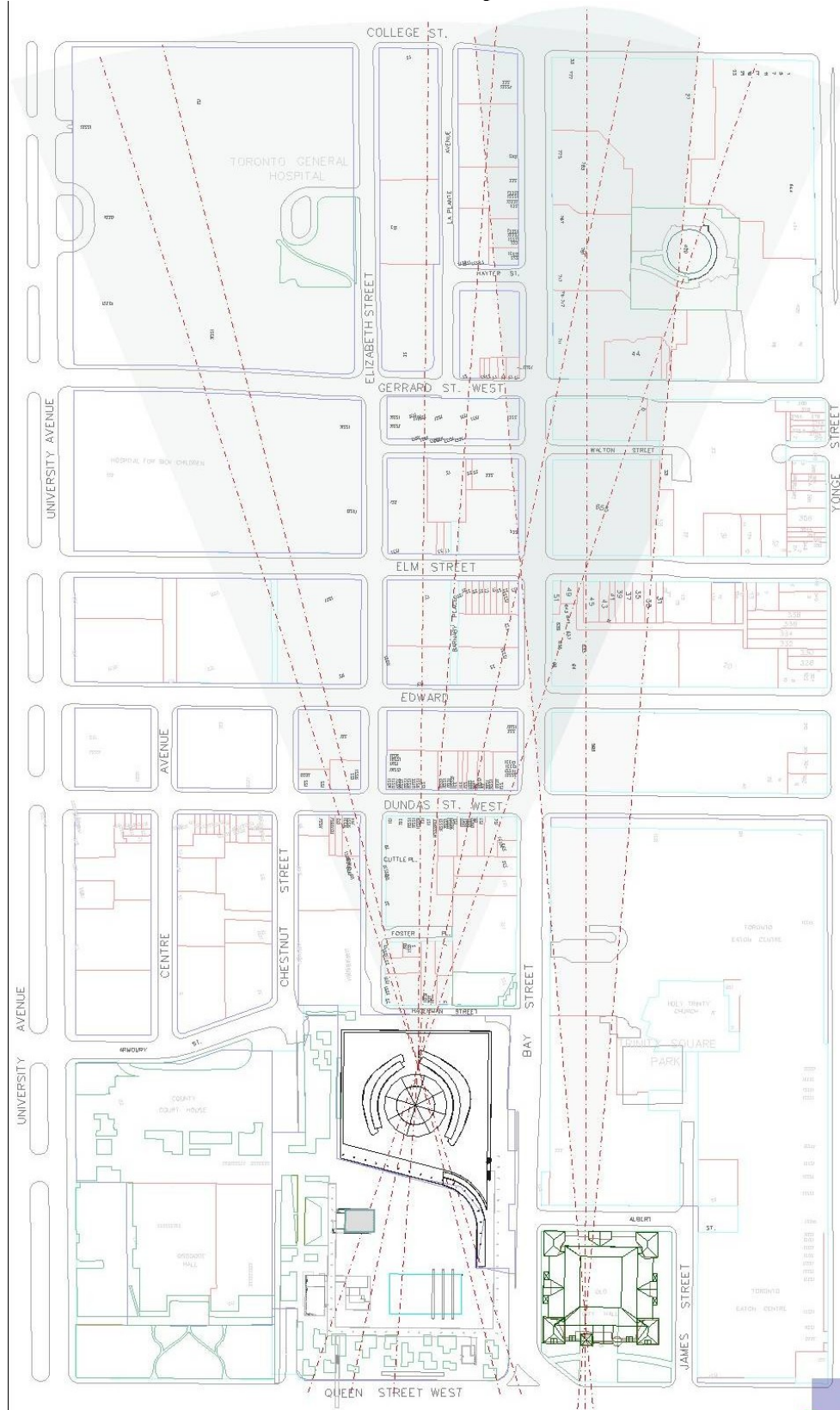
Gregg Lintern, Director, MCIP, RPP
Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Context Map and View Cones
Attachment 2: Views of Old City Hall
Attachment 3: Views of City Hall
Attachment 4: Possible Extent of Properties Affected

Attachment 1: Context Map and View Cones



Attachment 2: Views of Old City Hall



Figure 1 - View From Front Street

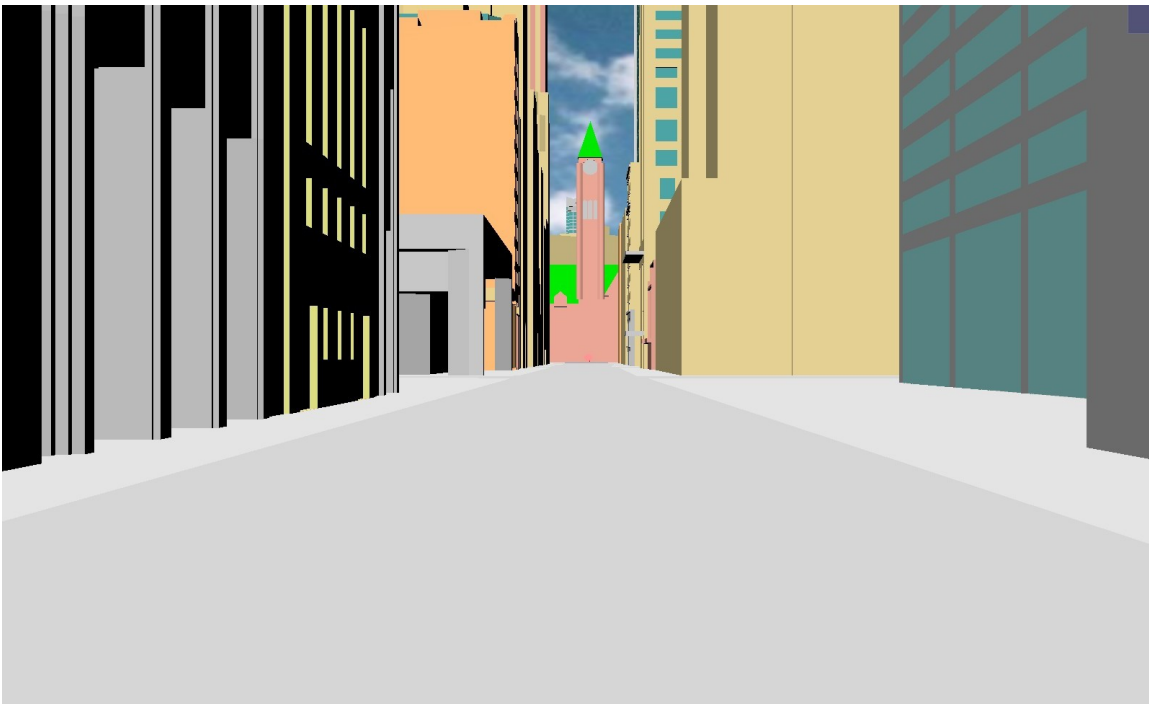


Figure 2 - View From Wellington Street



Figure 3 - View From King Street

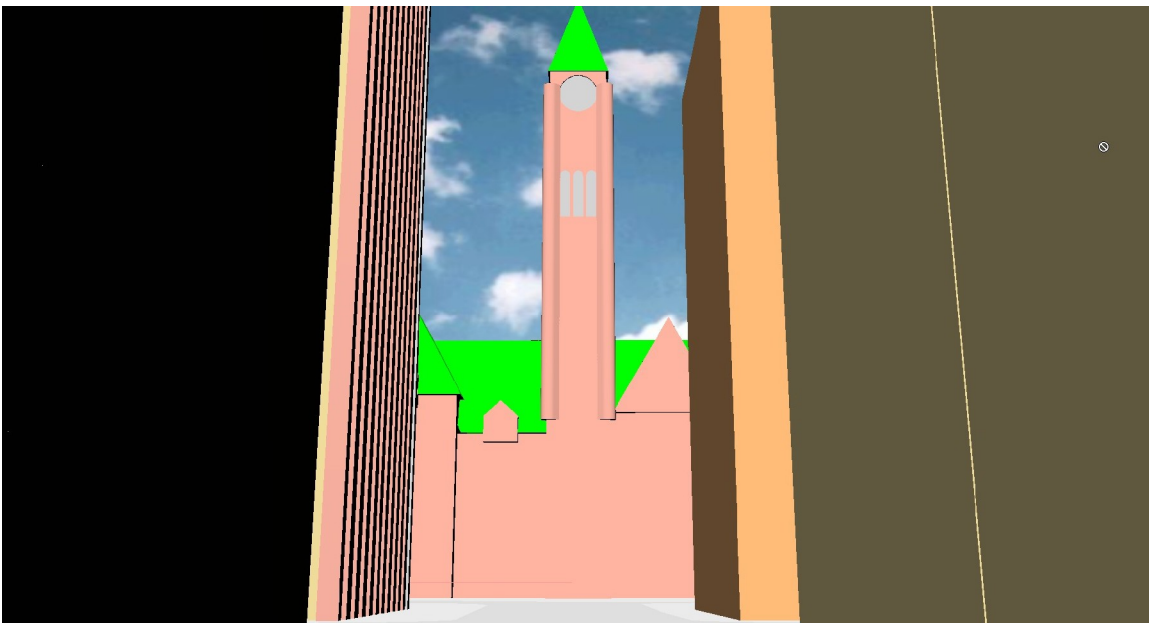


Figure 4 - View From Temperance Street

Attachment 3: Views of City Hall



Figure 5 - South Side of Queen Street and Bay Street

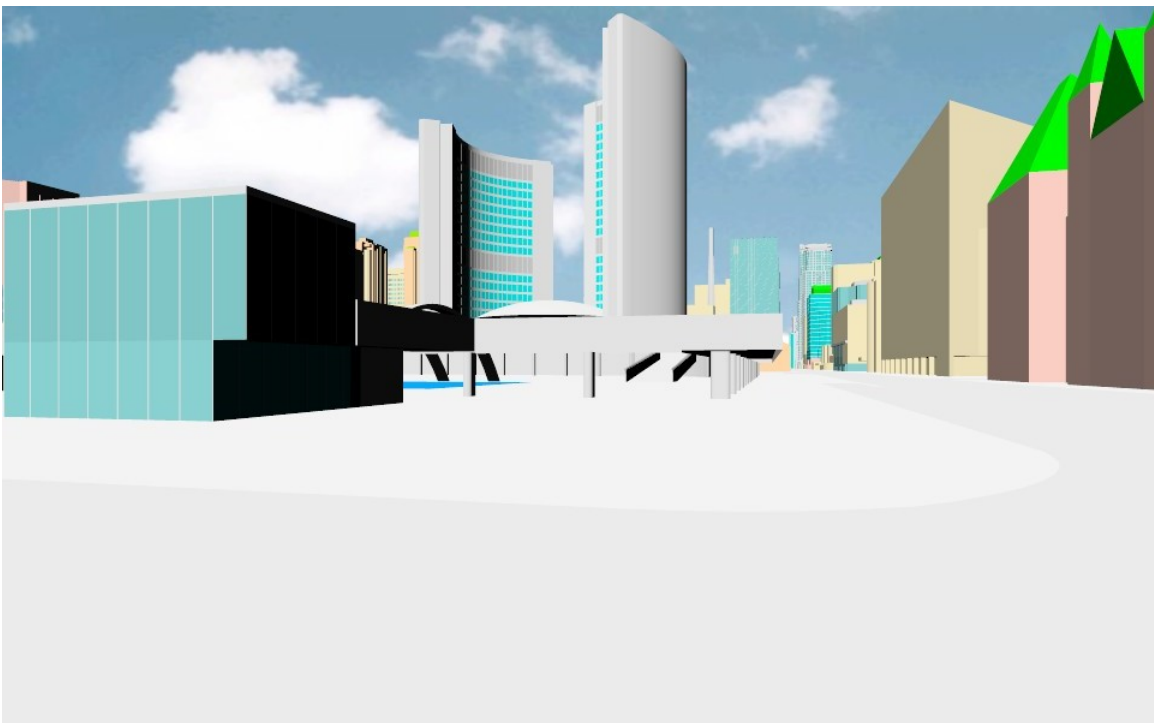


Figure 6 - South Side of Queen Street West of Bay Street

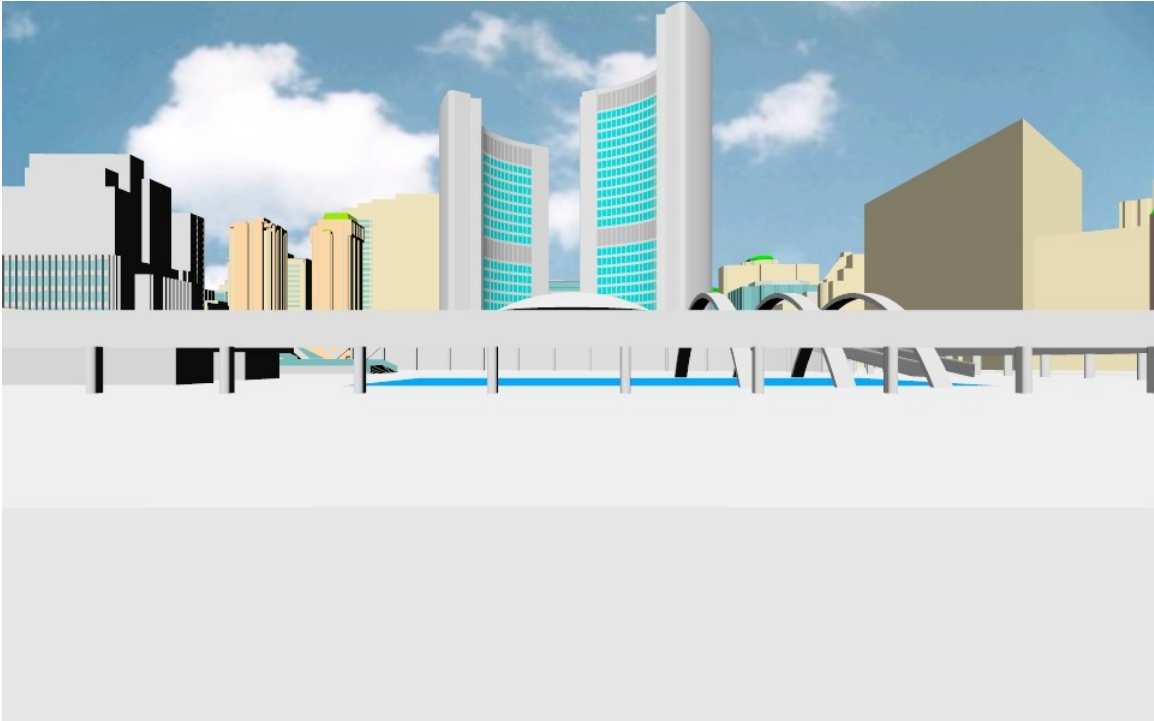


Figure 7 - Centre View South Side of Queen Street

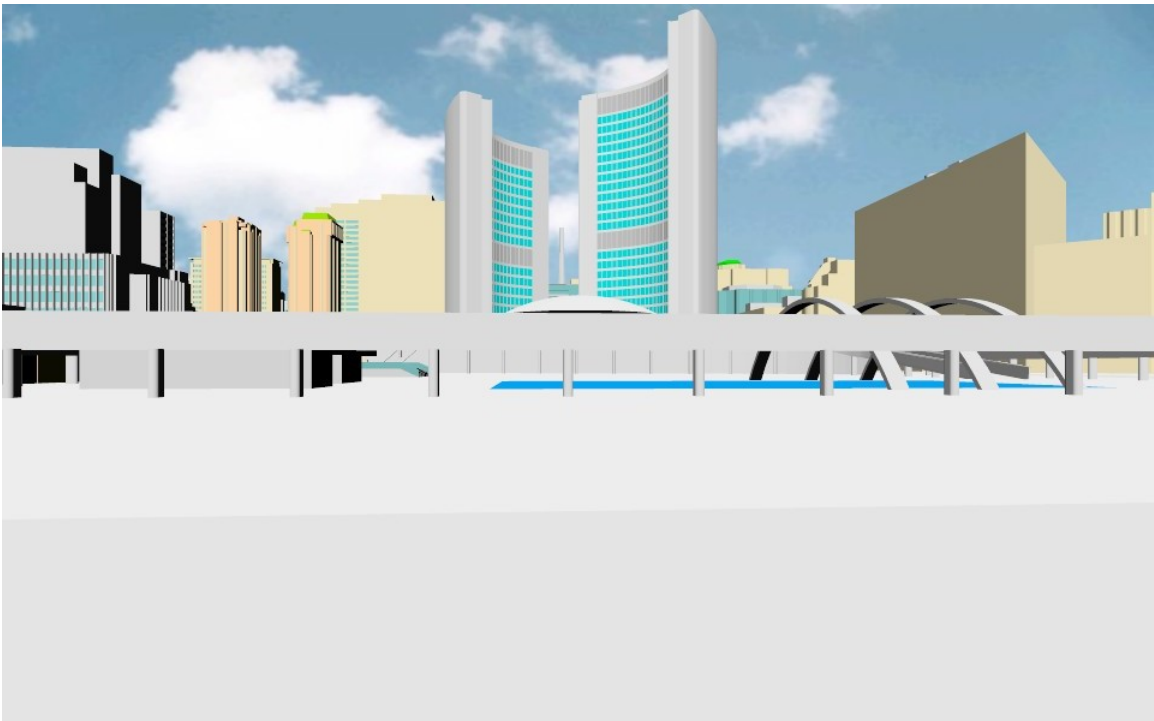


Figure 8 - West of Centre View South Side of Queen Street (EnWave Stack)

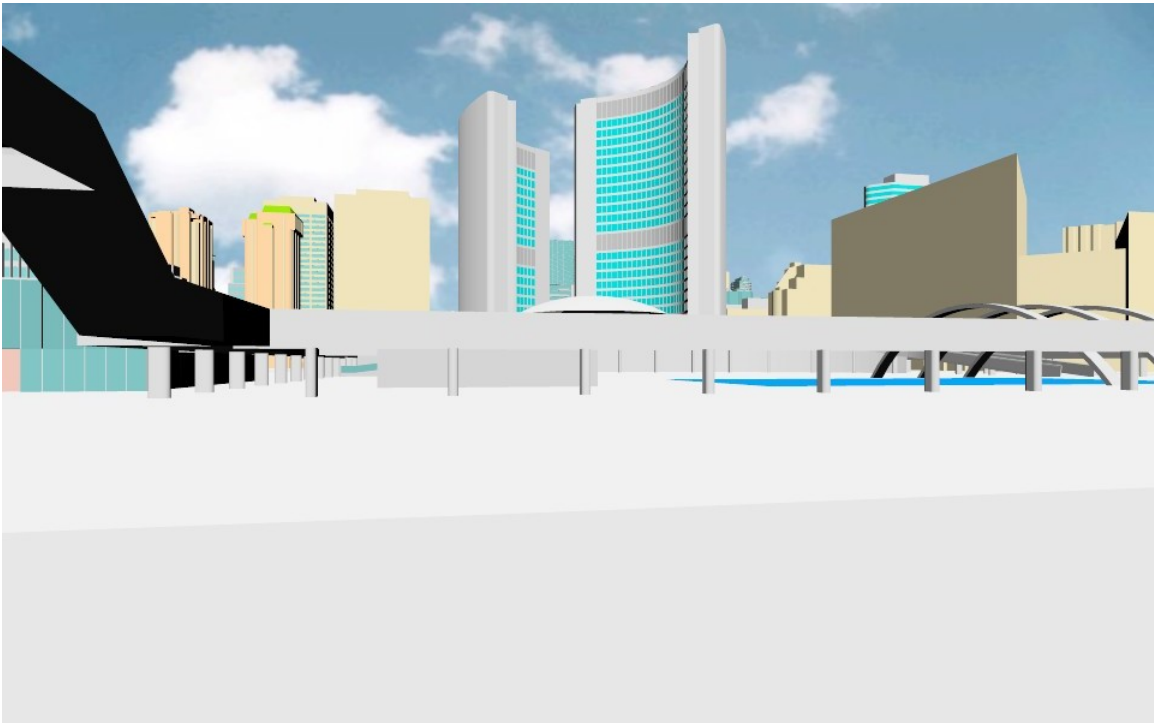


Figure 9 - South Side of Queen Street by Pedestrian Bridge



Figure 10 - South Side of Queen Street Approaching York Street

Attachment 4: Possible Extent of Properties Affected for View Corridors of Old City Hall and City Hall

Street Name	Addresses
Elizabeth Street	75, 77, 81, 85, 89, 91, 99, 105, 105a, 111, 112, 114, 116, 117, 118, 119, 120, 121, 130, 143, 170, 175, 180, 183, 185, 201
Bay Street	500, 532, 560, 566, 570, 572, 594, 595, 596, 598, 600, 604, 610, 620, 635, 636, 639, 655, 674, 686, 700, 710, 711, 717, 734, 736, 740, 742, 744, 746, 748, 750, 752, 754, 760, 763, 767, 770, 775, 777, 788, 790
Hagerman Street	8, 10, 12, 12a
Foster Pl.	1, 9, 9a, 11
Dundas Street West	100, 101, 102, 109, 110, 111, 111a, 112, 112a, 114, 115, 116, 117, 118, 119, 120, 121, 121a, 121b, 122, 123, 123a, 124, 124a, 126, 127, 127a, 128, 129, 130, 131, 132, 133, 133a, 134, 135, 136, 137, 138, 140, 141, 142, 143, 144, 146, 147, 148, 149, 150, 151, 151a, 152
Edward Street	64, 66, 70, 100, 110, 130
Elm Street	31, 33, 35, 37, 39, 41, 43, 45, 49, 51, 55, 57, 59, 61, 63, 65, 67, 69, 71, 71b, 72, 74, 77, 87, 88
Walton Street	85, 87, 94, 95, 100, 104, 106, 110, 112
Gerrard Street West	43, 44, 68, 70, 72, 74, 76, 77, 78, 81, 83, 84, 85, 89, 90, 91, 150
Hayter Street	64, 66, 70, 72
College Street	19, 21, 23, 27, 33, 67, 101