

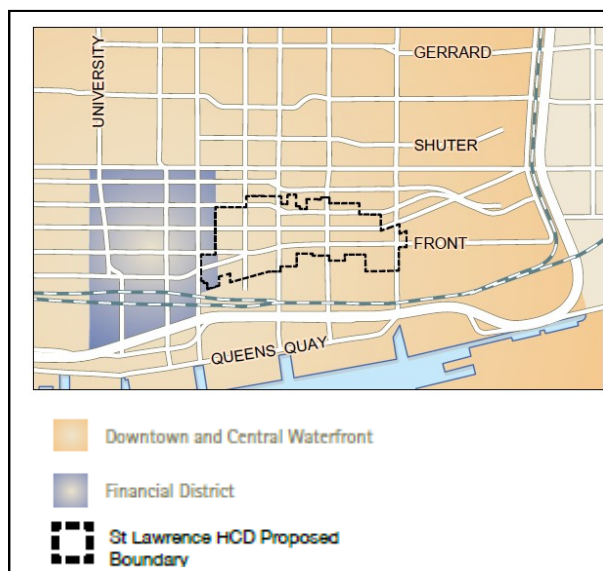
**Proceeding from Study to Plan Phase for the Proposed St. Lawrence Heritage Conservation District**

<b>Date:</b>	May 7, 2014
<b>To:</b>	Toronto Preservation Board
<b>From:</b>	Director, Urban Design, City Planning Division
<b>Wards:</b>	28 – Toronto Centre-Rosedale
<b>Reference Number:</b>	P:\2014\Cluster B\PLN\HPS\TPB\May 23 2014 \TPB1

**SUMMARY**

This report recommends that the Toronto Preservation Board support City Planning's decision to proceed from the study phase to the plan phase of the proposed Heritage Conservation District (HCD) for the St. Lawrence neighbourhood.

Over the last year, a consultant team led by Fournier Gersovitz Moss Drolet Architectes, in collaboration with a number of area residents and stakeholder groups, has undertaken a study of the potential for this area to be designated as an HCD. Following the procedures adopted by City Council for the preparation of HCD studies, the study has determined that this area contains cultural heritage values that are best protected through designation as an HCD under Part V of the Ontario Heritage Act. An HCD would provide a new planning framework for the area that would protect the area's heritage character, conserve existing attributes and heritage resources, and guide future development.



The purpose of this report is to identify the study area boundary, outline the process taken to date, describe the existing planning framework for the area, summarize the findings of the HCD Study and make recommendations about the creation of an HCD Plan for the St. Lawrence Neighbourhood.

## RECOMMENDATIONS

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The City Planning Division recommends that:

1. The Toronto Preservation Board receive for information the report (May 7, 2014) from the Director, Urban Design, City Planning, entitled Proceeding from Study to Plan Phase for the Proposed St. Lawrence Heritage Conservation District.
2. The Toronto Preservation Board confirm that the 'Heritage Conservation District Study for the St. Lawrence Neighbourhood' has been completed to the Toronto Preservation Board's satisfaction.
3. The Toronto Preservation Board affirm that the area within the revised St. Lawrence boundary qualifies for designation under Part V of the Ontario Heritage Act as a Heritage Conservation District.
4. Toronto Preservation Board support the preparation of a St. Lawrence Heritage Conservation District Plan as proposed.
5. Toronto Preservation Board support the preparation of a second Heritage Conservation District plan for the identified area to the south of the proposed St. Lawrence Plan boundary, with designation at a later date, when it has been identified as a priority.

### Financial Impact

The recommendations in this report contain no financial impact.

### DECISION HISTORY

There are four key City Council decisions that have guided consideration of a St. Lawrence Heritage Conservation District Study and potential Plan over the last nine years:

1. On September 28, 29 and 30, 2005, City Council adopted the following, among other recommendations:
  1. City Council identify the area shown in Attachment No. 1 of this report as the St. Lawrence Heritage Conservation District Study Area – Phase 1.
  2. The appropriate City Officials be authorized and directed to take the necessary action to give effect thereto.  
[http://www.toronto.ca/stlawrence\\_market/design/pdf/heritagestudy.pdf](http://www.toronto.ca/stlawrence_market/design/pdf/heritagestudy.pdf)

2. On October 26 and 27, 2009, City Council adopted the following:
  1. City Council approve the amended St. Lawrence study area (see Attachment 3 to the report dated September 11, 2009, from the Director of Policy and Research, City Planning, Item TE28.14), inclusive of the area located east of Yonge Street (including the buildings on the west side of the street), south of Adelaide Street (including buildings on the north side of the street), west of Parliament Street (including all buildings on the east side of the street) and north of the railway corridor.  
<http://www.toronto.ca/legdocs/mmis/2009/cc/decisions/2009-10-26-cc41-dd.htm>
  
3. On March 5, 6 and 7, 2012, City Council adopted the following:
  1. City Council adopt the document titled, "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012) Attachment 1 of the report (January 25, 2012) from the Chief Planner and Executive Director, City Planning for the nomination, studying and planning of heritage conservation districts in Toronto.
  2. City Council direct staff to develop a prioritization system to determine which potential heritage conservation districts should be undertaken first.  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG11.5>
  
4. On October 2, 3 and 4, 2012, City Council adopted the following:
  1. City Council adopt the prioritization system and criteria included in the report (August 16, 2012) from the Acting Chief Planner and Executive Director, City Planning.
  2. City Council direct Chief Planner and Executive Director, City Planning to initiate the study of the St. Lawrence; King/Spadina; Garden District; Historic Yonge Street and Queen Street East districts, as a result of the application of the prioritization criteria.  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.12>

## **BACKGROUND**

### **Study Area**

As referenced in the Decision History above, the St. Lawrence Neighbourhood was first identified by Toronto City Council as an area for potential designation as a Heritage Conservation District under Part V of the Ontario Heritage Act in 2005. At that time the boundary for the potential study was generally: Yonge Street to the west, King Street East to the north, George Street to the east and the CN Rail corridor to the south (see Attachment 1). These boundaries were consistent with those used for the preparation of

the Urban Design Guidelines for the St. Lawrence Neighbourhood Focused Area, which were adopted by City Council earlier in 2005.

In 2009, this area was expanded to include more of the 'Old Town' area, including the original 10 blocks of the Town of York and several of the historic buildings north of King Street East and east of George Street. The amended area was bounded by: Yonge Street to the west, Adelaide Street East to the north, Parliament Street to the east and the CN Rail corridor to the south (see Attachment 2). This was the area used for the current HCD Study area boundary.

## **HCD Study Process**

Changes to the Ontario Heritage Act in 2005 provided municipalities with increased powers to protect historic properties and districts across the City. Since that time, the City has seen a new focus on conserving heritage resources in the planning and development process. As referenced in the Decision History above, in March 2012 City Council adopted new requirements for the studying and planning of Heritage Conservation Districts, titled, "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference". Although Toronto has been designating HCDs since 1985 and now has 20 HCDs across the City, this document provided a standardized process to ensure that HCD studies and plans are of a high quality, fair and defensible.

In October 2012, City Council approved an HCD prioritization exercise with the selection of five HCD studies to be initiated in 2013: St. Lawrence, King-Spadina, Garden District, Historic Yonge Street and Queen Street East. Following a Request for Quotations process, the St. Lawrence HCD study work began in May 2013, with a consultant team led by Fournier Gersovitz Moss Drolet Architectes from Montreal. The intent of this study was to determine whether an HCD Plan and Designation were warranted and if so, what the Plan boundary should be. The process for the St. Lawrence HCD Study included eight main stages, divided into three key sections:

1. Research and Data Collection
  - i. History and Evolution
  - ii. Built Form Surveys
  - iii. Archaeology
2. Analysis
  - i. Character Analysis
  - ii. Cultural Heritage Values
3. Recommendations
  - i. Boundaries
  - ii. Objectives of the HCD Plan
  - iii. Policy and Regulatory Framework

Through the course of the study, public engagement consisted of two large-format community consultation meetings, numerous stakeholder engagement meetings and interviews, and three quarterly update meetings.

## **Existing Planning Framework**

The St. Lawrence area is currently regulated by a myriad of planning documents, including the City's Official Plan, King-Parliament Secondary Plan, King-Parliament Community Improvement Plan, King-Parliament Urban Design Guidelines, Urban Design Guidelines for the St. Lawrence Neighbourhood Focused Area, St. Lawrence Neighbourhood Community Improvement Plan, Downtown Tall Buildings: Vision and Supplementary Design Guidelines and the former City of Toronto Zoning Bylaw 438-86, as well as the new harmonized Zoning By-law 569-2013. There are also three heritage-specific documents that reference the area: the Heritage Interpretation Master Plan for Old Town Toronto, the Heritage Lighting Master Plan for Old Town Toronto and the Old Town Toronto Heritage Landscape Guide. In addition, a substantial number of individually significant buildings are either listed on the City's Inventory of Heritage Properties or designated under Part IV of the Ontario Heritage Act. There are also a number of properties that have heritage easement agreements registered on title.

At present, most of the proposed study area is designated either *Mixed Use Areas* or *Regeneration Areas* in the Official Plan, with a few areas designated as *Parks*. Both *Mixed Use Areas* and *Regeneration Areas* permit a range of residential, commercial, and institutional uses and provide criteria to direct the form and quality of development.

The King-Parliament Secondary Plan is divided into six sub-areas. The eastern half of the proposed St. Lawrence HCD boundary is entirely within one of these sub-areas, known as the Jarvis-Parliament Regeneration Area. Again, this designation permits a broad range of uses and contains policies which speak to the overall redevelopment objectives of the area, including heritage considerations. The Secondary Plan also contains policies for the original 10 blocks of Toronto, which is referred to as the 'Old Town of York' Area of Special Identity. The Urban Design Guidelines for the St. Lawrence Neighbourhood Focused Area identifies two other areas of special identity within the study area, one for the St. Lawrence Market and another for Berczy Park.

With respect to zoning, most of the western half of the study area is zoned CR (Commercial Residential) or Mixed Use District. The eastern half is zoned RA, or Reinvestment Area District under in-force Zoning By-law 438-86 or CRE (Commercial Residential Employment) under the new harmonized Zoning By-law 569-2013. These zones permit a wide variety of uses and contain performance standards with respect to heights, density, setbacks and stepbacks, among others.

## **COMMENTS**

### **Study Findings**

The following is a brief summary of the consultant team's key findings for each component of the study.

**History and Evolution:**

There are several geographic elements that have contributed to the unique evolution of the proposed St. Lawrence HCD area, including the Don River and its estuary, Taddle Creek, and the changing Lake Ontario shoreline, which has gradually crept south as a result of various wharf construction and land filling operations over the last 200 years.

Two major post-contact events that helped define the City of Toronto both occurred within the boundaries of the St Lawrence HCD area. First, the surveying of the original 10 blocks of the (Old) Town of York, conducted by Lieutenant Governor John Graves Simcoe in 1793 and second, the establishment of the first purpose-built Parliament buildings for Upper Canada in 1797 at Front and Parliament Streets. The First Parliament site has its own unique international history, as it was burned down by the Americans during the War of 1812. In retaliation, British, Canadian and First Nations troops burned down the central block of the White House in Washington shortly thereafter. Other milestone events from the period included the westward expansion of the growing city into the 'New' Town of York and the establishment of the Government Reserves, both in 1797. These reserves consisted of: the actual 'Government Reserve' north of the First Parliament site; the Walks and Gardens Reserve (or Trust) along the then-shoreline; the Gaol (Jail) Reserve; the Church Reserve, where St. James Cathedral and Park are located; the Court House Reserve, now home to Courthouse Square Park; and the Market Reserve, still the site of the St. Lawrence Market. The Hospital and School Reserves were located north of the HCD boundary area.

The period leading up to 1849 included significant residential, institutional and commercial development. It also included the incorporation of the City of Toronto in 1834. The Great Fire of 1849 caused major damage to much of the area and led to the next phase of residential, commercial and industrial intensification from 1850 to 1920. This was the time period during which the rail lines were constructed, with resulting commercial development to the north of the tracks. Subsequent to the establishment of the rail lines was the infilling of the harbour and wharves south of the tracks in the late 19<sup>th</sup> century. This era also saw the development of industrial areas east of Jarvis Street and densification of commercial areas west of Jarvis Street, as well as a gradual reduction in residential uses in the area. The period from 1920 to the 1970s saw a decline and contraction of industrial activity in the area, as well as the emergence of new commercial uses. Another notable trend at this time was the establishment of two major theatres, the O'Keefe (now Sony) Centre and the St. Lawrence Centre for the Performing Arts.

The late 20<sup>th</sup> and early 21<sup>st</sup> centuries witnessed a major increase in the construction of residential buildings, as well as the emergence of new office and commercial uses in new or re-purposed buildings. The area became a hub for the creative and design industries, attracting George Brown College, among other institutional landowners. It also saw the

conversion of several industrial buildings into theatrical and cultural venues, including the Young People's Theatre, Alumnae Theatre, Canadian Stage Company and Canadian Opera Company. The branding of 'Old Town Toronto' as an area identity emerged under the leadership of several groups of residents and business owners.

### **Built Form Survey**

The built form survey undertaken for this HCD study involved data collection and a thorough assessment of all buildings in the study area (and on the periphery). Information collected included date of construction, current and previous uses, architect, architectural style, materials, landscape, streetscape, and views/vistas. From this work, two dominant building typologies emerged as typical within the study area:

1. the 19<sup>th</sup> Century commercial warehouse typology, common along Jarvis Street, King Street East, and Front Street East west of Jarvis Street
2. the 19<sup>th</sup> Century industrial typology, characterized by buildings along front Street East, east of Jarvis, and along Adelaide Street East.

As a whole, the district typology was identified in the HCD Study as an "evolved dynamic district...that continues to grow and change and is in continuous use". Guidelines for this type of HCD contemplate "managed change that supports and maintains the district's character and cultural heritage value".

The information collected in the built form survey also helped to inform the Character Analysis section, discussed below.

### **Archaeology**

As the St. Lawrence HCD area has been home to much of Toronto's oldest and most significant history, the area has both known archaeological resources and considerable potential. As a result, almost the entire HCD study area has been (previously) identified as an Archaeologically Sensitive Area (ASA) in the City's Archaeological Management Plan (Old Town ASA). Given the extensive scope of recent development activity, the area has provided several prominent instances of archaeological discovery, namely: the First Parliament site, Toronto Lime Kiln Works, West Market Square Hotel, Berkeley House (which likely hosted government meetings prior to the construction of the First Parliament buildings), St. James' Churchyard and Burying Ground, and several shoreline features. These sites have all been uncovered and documented prior to development, helping to provide information about the history of the area. Work that has already been undertaken have informed archaeological recommendations within the HCD Study, and the conservation of archaeological resources will be an important part of the HCD Plan.

### **Character Analysis**

The work on history/evolution, built form and archaeology helped the consultant team to identify four key periods of significance, outlined in more detail above:

1. Early Development (1793 - 1849)
2. Intensification Period (1850 - 1920);
3. Industrial Decline/Contraction and New Uses (1920s - 1970s)
4. Re-Growth and Redevelopment (1970s - today)

These periods helped the consultant team to establish key themes that can be supported by the establishment of an HCD. The four themes that emerged were:

1. Original Settlements and Development Patterns:
  - street pattern of the original 10 blocks and traces of the reserves
  - rapid population expansion
  - overall mixed use community
  - commercial centre transitioning to the west
  - industrial development correlated to the rail lines and the wharves
2. Government, Civic and Religious Institutions:
  - Capital of Upper Canada and First Parliament
  - first Toronto City Hall
  - St. James Cathedral
  - St. Lawrence Market and St Lawrence Hall
  - courthouse, jails, post offices and theatres
3. Evolution of Transportation
  - rail development
  - wharf infill activity and changing shoreline
  - Toronto street railway lines
4. Development of Economies
  - commercial development with finer-grained commercial lots along King Street East and on other streets west of Jarvis Street
  - industrial development east of Jarvis Street and south of Front Street East

The development of these themes helped the consultant team to establish a set of cultural heritage values that guided the creation of "Objectives" for the future HCD Plan, including the identification of character defining elements, which is one of the policy requirements of the HCD Study.

### **Cultural Heritage Values**

The work in this phase of the HCD Study involved applying the City's cultural heritage value and integrity criteria to the work highlighted in the sections above, in order to determine the types of cultural heritage values associated with the area. Below is a summary of these cultural heritage values and their respective character defining elements.



The St. Lawrence area has:

1. **Historical Value:** the story of the foundation, growth and continued evolution of Toronto can be read in the fabric and streets of the St. Lawrence Neighbourhood.

Character defining elements include the original 10 blocks, and government reserve areas, continuous uses of the market and church, commercial and industrial development, harbour infill and shoreline changes, impact of the rail lines, First Parliament site, and first City Hall location.

2. **Design and Physical Value:** the neighbourhood has a large collection of 19<sup>th</sup> century buildings, including commercial warehouse, industrial buildings and institutional ones.

Character defining elements include: no setbacks, predominant use of brick, ornamentation and detailing of masonry and ironwork, fine grain storefronts of the commercial warehouses, rhythm and openness of storefronts at street level, larger scale of the industrial buildings, and scale of the buildings and street wall.

3. **Contextual Value:** important landmarks define the character and identity of the St. Lawrence Neighbourhood. These anchors help to reinforce the historical values, creating a strong sense of place and community.

Character defining elements include: original 10 blocks, St. Lawrence Market, St. Lawrence Hall, Berczy Park and the Gooderham Flat Iron Building, St James Cathedral and Park, theaters to the east and west.

4. **Social and Community Value:** a number of civic and religious institutions have been in continuous operation since the founding of the city, and they serve as focal points for this and the larger Toronto community. The neighbourhood also has a history of strong community involvement.

Character defining elements include: St. Lawrence Market, St. Lawrence Hall and St. James Cathedral.

### **Draft Statement of District Significance**

Once the area's major historical themes, cultural heritage values and character defining elements were established, the consultant team created a draft statement of district significance that will be used as a central component of the HCD Plan. According to the City's HCD policy document, this statement is required to include a brief description of the historic place, identify key cultural heritage values and list of the character-defining elements of the area. A condensed summary of the draft statement of district significance is as follows:

### **Description of Historic Place**

The district encompasses the original 10 blocks of the City of York, the First Parliament Buildings site and the land parcels originally reserved for the church, the market, the jail, and the courthouse. Its western half includes the St. Lawrence Market, St. Lawrence Hall, St. James Cathedral and Park, the Gooderham Flatiron Building, Berczy Park, and numerous 19<sup>th</sup> century commercial warehouse buildings. The eastern half includes a number of historic industrial buildings, including a concentration of Consumers Gas buildings. The area is also bordered by the St. Lawrence residential neighbourhood to the south, the Moss Park and Regent Park neighbourhoods to the north, Corktown to the north east, the Financial District to the west, and the Union Station Heritage Conservation District to the southwest.

### **Cultural Heritage Value**

The district's importance is defined by the role it has played in the history of Toronto, its overall physical character, and its contextual and community associations for the neighbourhood and the city at large.

The district is historically important as the birthplace of the city of Toronto. Its *historical values* are derived from significant events including: the survey of the original 10 blocks defining the Town of York and the siting of the First Parliament buildings; the creation of the military reserve and construction of Fort York to the west; the government reserve to the east; and the Walks and Gardens reserve along the shoreline. The city's first civic functions, including the market, city hall, police station, church, jail, courthouse, school, post office and meeting halls, were all built here. The district is also associated with the founding fathers of the city and some of its most prominent citizens: John Graves Simcoe, the first Lieutenant Governor of Upper Canada; Peter Russell, the Administrator of Upper Canada; Lieutenant Governor Peter Hunter; William Berczy; William Lyon MacKenzie; William and George Gooderham and James Worts.

The district's *design and physical value* stems from the high concentration of 19<sup>th</sup> and early 20<sup>th</sup> century buildings. The district currently includes 66 buildings that are listed in the City of Toronto Inventory of Heritage Properties, 77 buildings that are designated under Part IV of the Ontario Heritage Act, and 3 National Historic Sites (Bank of Upper Canada, First Post Office, St. Lawrence Hall). The overall scale is marked by a predominance of low-rise buildings interspersed with mid-rise development. More recent developments are higher in scale. The visual continuity of the district also stems from the continuous street elevations of buildings built to their lot lines (with shared party walls) as well as the relationship of the street wall to the overall street widths.

Important landmarks define the character and identity of the St. Lawrence Neighbourhood. These anchors help to reinforce the *social values* by creating a strong sense of place and community. St. Lawrence Hall, and the North and South Markets have, since their inception, been focal points for civic activities. The theater clusters at the eastern and western edges reinforce and sustain cultural activities. St. James' Cathedral, as the home of the Diocese of Toronto of the Anglican Church of Canada, is the historic religious anchor. Berczy Park, St. James Park and Courthouse Square

provide, with David Crombie Park to the south of the district, important green spaces. Strong community activism has marked the neighbourhood and helped create its identity as the Old Town.

Finally, the district has *contextual value* as an identifiable area, which not only defines the earliest settlement in Toronto, but contains institutions that continue to serve the city as a whole. The entire district functions as an identifiable landmark in the City of Toronto.

### **Character-Defining Elements**

Key attributes that embody the *historical value* of the district include:

- the extant street pattern of the original 10 blocks
- the bend of Adelaide Street that marks the northern edge of the Church and Jail reserve west of Jarvis, the northern edge of the original 10 blocks west of Jarvis
- the continuous uses of the market (St. Lawrence) and the church (St. James) on their originally designated lands
- the courthouse building and its square
- the urban grain that defines the commercial and industrial developments
- the harbour infill south of Front Street and the change in elevation between Front Street and The Esplanade which marks the difference between the city and the lower beach
- the First Parliament Buildings site
- the remaining historical post office
- the archaeological potential of the whole area

Key attributes that embody the *design and physical values* of the district include:

- the construction to the front and side property lines
- the predominantly low to midrise scale
- the proportion of the street wall height to the street width
- the distinctive typologies of the commercial warehouses, the industrial buildings and the mid-rise residential condominiums
- the raised ground floor level
- the use of post and beam construction
- the use of brick and stone, and the overall quality of the ornamentation and detailing of masonry, including the use of polychrome brickwork
- the ornamentation of the storefronts
- the use of mansard roofs and expressed cornices

Key attributes that embody the contextual, social and community values of the district include:

- St. Lawrence Market South
- the site of the St. Lawrence Market North
- St. Lawrence Hall and Market Lane
- St. James' Cathedral and Park

- Courthouse Square and the Adelaide Courthouse
- the Consumers' Gas Buildings, now converted into theaters and a police station
- Berczy Park and the Gooderham Flat Iron Building
- St. Lawrence Centre for the Arts, Sony Centre for the Performing Arts, Alumnae Theatre
- the sculpture garden
- George Brown College St. James Campus
- King Edward Hotel

### **Objectives for the HCD Plan**

As identified in the Recommendations section of this report, the consultant team have concluded that there is merit in proceeding from the HCD Study phase to the HCD Plan phase for the St. Lawrence Neighbourhood. The final component of the work on the HCD Study was therefore to prepare Objectives to guide the future HCD Plan. The 13 objectives listed below build upon the cultural heritage values and are intended to guide future change and development.

As per Policy 8 of the City's guiding HCD policy document, the primary objective for every Heritage Conservation District is the protection, conservation and management of the attributes and heritage resources of the district so that the area's historic significance, cultural heritage values, and heritage character –as identified in the HCD Study –are protected in the long term. Additional area specific objectives that were defined during the study process are as follows:

#### **Overall Objectives**

1. Maintain the special historical physical cultural identity of the St. Lawrence Neighbourhood Area as the foundation place and longest settled urban area of the Town of York and City of Toronto.
2. Ensure the protection and conservation of the character defining elements of the identified heritage resources that express this history.
3. Develop parameters and guidelines for new development within the area that ensure that the historical integrity and identified cultural heritage values of the neighbourhood are bit adversely impacted.

#### **Historical Values Objectives**

1. Enhance the legibility of the original urban fabric including the 10 blocks, the Reserves and the First Parliament site.
2. Make legible the periods of significance that express the evolution of the neighborhood.

#### **Physical and Design Values Objectives**

1. Maintain a transition in scale from the higher height areas along Yonge Street to the pedestrian scaled environment of St. Lawrence Neighbourhood Area.

2. Support pedestrian amenities by maintaining a human scale of development.
3. Maintain the predominant pedestrian scale and building height that characterizes the area.
4. Protect identified vistas and views into and out of the area.
5. Ensure harmony of materials: type, colour, scale, finish and details.

### **Contextual Values Objectives**

1. Protect Berczy Park and St James Park.
2. Ensure that developments support the continued historic use of the St. Lawrence Market, St. Lawrence Hall and St James Cathedral.
3. Enhance the importance of the neighbourhood to the whole city.

### **Social and Community Values Objectives**

1. Ensure that new development does not negatively impact the cultural and civic resources.

### **Boundaries**

As a result of this HCD Study process, the consultant team have recommended that the Plan boundary be amended to more accurately reflect specific property contributions (or lack thereof) to the character of the area. As seen in Attachment 3, the following changes to the Study Area boundary were suggested:

- remove several buildings along the Yonge Street corridor
- modify the northern boundary along Adelaide Street East
- remove several of the properties along the east side of Parliament Street
- add Consumers Gas Station 'A' building (now the 51 Division Police office) at the northeast corner of Front Street East and Parliament Street
- significantly revise the southern boundary to eliminate most of the 1970s-era portions of the St Lawrence neighbourhood, centred around the Esplanade

This revised study area is characterized by several landmark historic buildings including the St. Lawrence Market, St. Lawrence Hall, St. James Cathedral (with its associated Parish Hall, Diocesan Centre and parkland), and the Gooderham Flatiron building. The area also includes the site of Canada's First Parliament buildings at the southwest corner of Front Street East and Parliament Street and the Consumer's Gas Station "A". Although the 51 Division Police office within the Consumer's Gas building already has a Part IV designation, and is geographically situated in the area of the city known as Corktown, its history is closely linked to the Part IV buildings on the other side of Parliament. In addition, the immediate Corktown block adjacent to the boundary has very little heritage character left. Rather than leave this property potentially orphaned, and in recognition of the porous boundary and historic relationships at this location, the consultants have

recommended that the St. Lawrence HCD Plan boundary bump out to include this property. City staff concurs with this recommendation.

While proposing to eliminate most of the southern area of the St. Lawrence Neighbourhood built in the 1970s and 1980s, due to dissimilar typologies and values, the consultant has indicated that this area could be a candidate for a future HCD Plan. A separate Plan is recommended to be initiated at a later time, if prioritized.

### **Regulatory Framework**

There are two main conflicts within the existing planning framework that the consultant team has recommended be addressed within the HCD plan. The first is the differing underlying Official Plan designations for the west (*Mixed Use Area*) and east (*Regeneration Areas*) of the study area. Initial thinking is that these OP designations be changed so that both areas are subject to identical policies. The second relates to the eastern half of the study area being within a Secondary Plan area (King-Parliament), while the western half is not. Again, the concern here an inconsistent policy background for the different areas of the HCD. It is assumed that the proponent for the Plan phase of the HCD will recommend appropriate responses to these concerns.

### **Process and Timeline**

This report seeks Toronto Preservation Board support for the St. Lawrence HCD to move from the Study phase to Plan phase. If supported by the Toronto Preservation Board, Heritage Preservation Services staff will proceed with a Request for Quotation (RFQ) from the roster of pre-qualified heritage consultants that the City has created for the preparation of HCD Studies and Plans. It is anticipated that the awarding of the project proponent for the HCD Plan will go to City Council in July or August 2014 so that the work on the HCD Plan can begin in the fall of 2014.

### **CONCLUSIONS**

The St. Lawrence Neighbourhood was identified by City staff in 2012 as one of five areas that warranted study for a potential Heritage Conservation District. It was selected primarily because of the high level of development activity, the importance of the area to the city's history and the fragility of some of the heritage resources. Over the course of this HCD Study, the consultant team has confirmed that the unique history and evolution of the area, combined with the integrity of the existing heritage fabric, qualifies the St. Lawrence area for designation as an HCD under Part V of the Ontario Heritage Act, and it is therefore recommended that an HCD Plan be prepared. Additional stakeholder consultation, including public meetings, will be undertaken throughout the Plan phase.

As the birthplace of Toronto and site of the Canada's First Parliament buildings, it is appropriate that a Heritage Conservation District Plan be implemented for the St. Lawrence Neighbourhood.

## **CONTACT**

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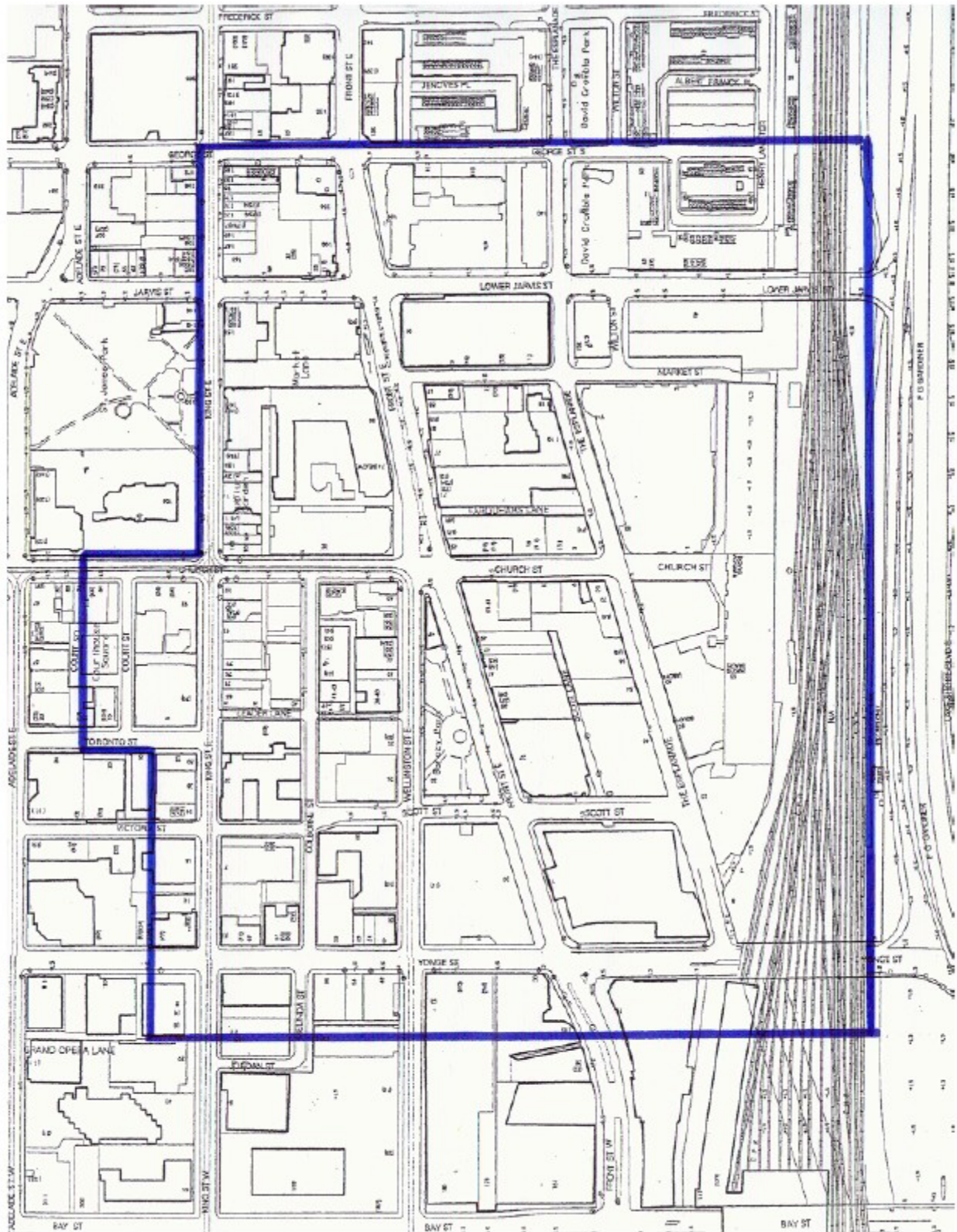
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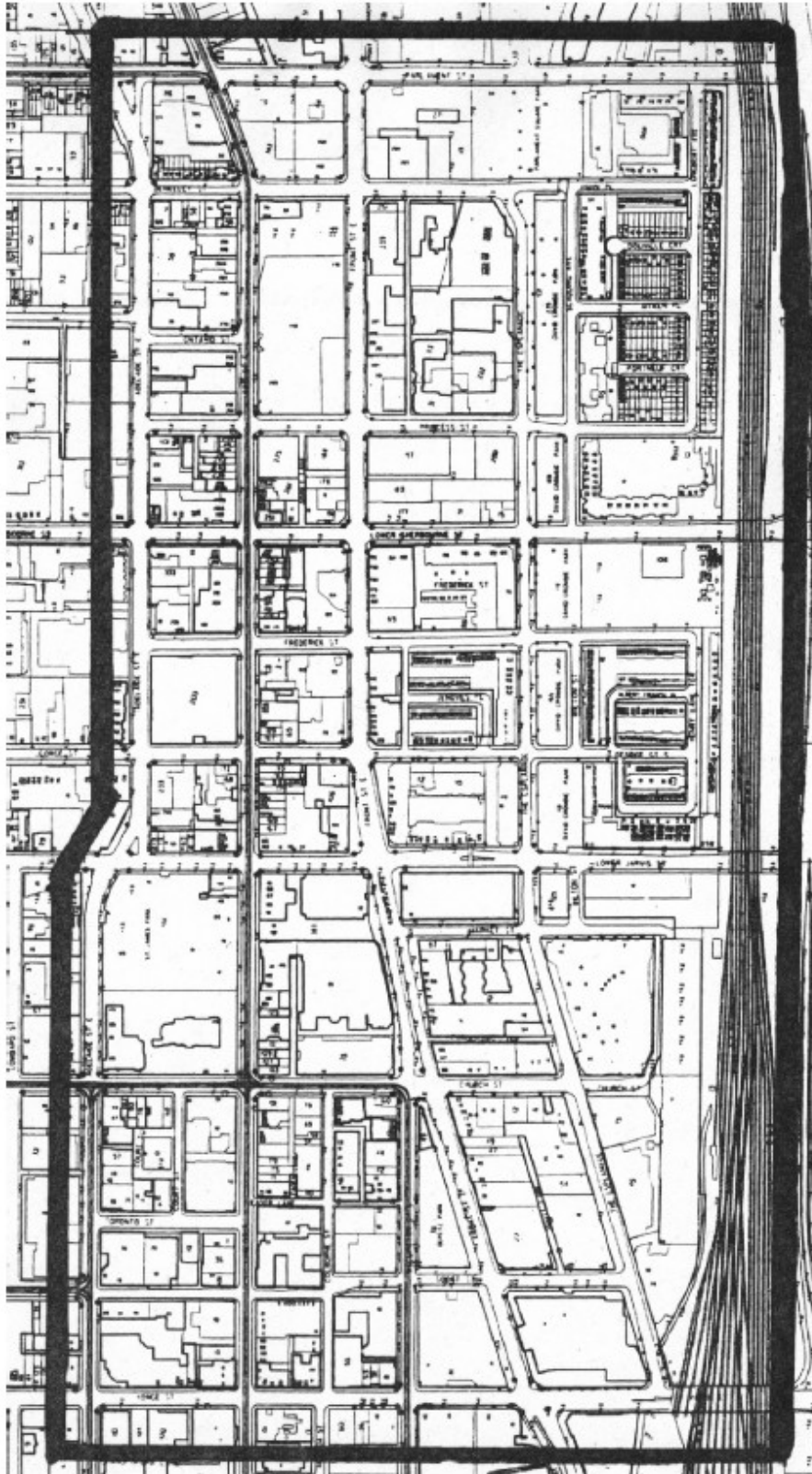
Harold Madi  
Director, Urban Design  
City Planning Division

## **ATTACHMENTS**

Attachment 1: St Lawrence HCD 2005 Potential Study Area Boundary  
Attachment 2: St Lawrence HCD 2009 Potential Study Area Boundary  
Attachment 3: St Lawrence HCD 2014 Consultant Recommended Plan Area Boundary







**St Lawrence HCD  
2014 Consultant Recommended Plan Area Boundary**

ATTACHMENT NO. 3

