

**Proceeding to Plan Phase of the Proposed Historic Yonge Street Heritage Conservation District**

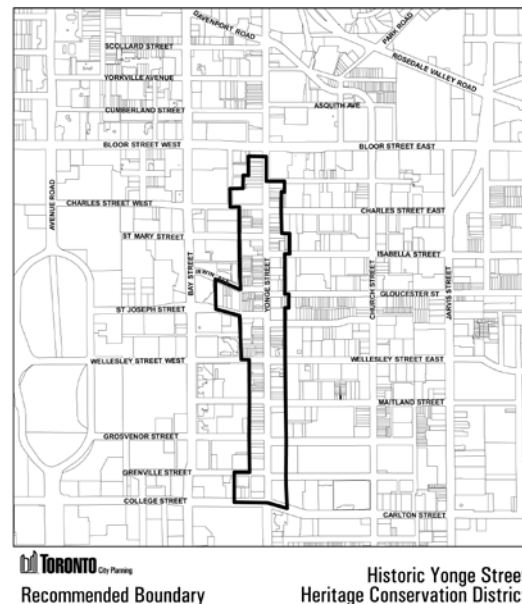
<b>Date:</b>	July 3, 2015
<b>To:</b>	Toronto Preservation Board
<b>From:</b>	Director, Urban Design, City Planning Division
<b>Wards:</b>	27 – Toronto Centre-Rosedale
<b>Reference Number:</b>	P:\2015\Cluster B\PLN\HPS\TPB15092

**SUMMARY**

This report recommends that the Toronto Preservation Board support City Planning's decision to proceed to the Plan Phase of the Historic Yonge Street Heritage Conservation District (HCD) Study of the proposed Historic Yonge Street HCD, as identified in the map below.

The City's consultant team, led by the planning firm DIALOG, in collaboration with local community and neighbourhood associations, is studying the area in accordance with provincial legislation and the City's HCD procedures. The consultants have determined that the area is of cultural heritage value and worthy of Part V designation.

The purpose of this report is to identify the boundary of the plan area, outline the process taken to date, describe the existing planning framework for the area, summarize the preliminary findings of the HCD Study and make recommendations for the creation of an HCD Plan for Historic Yonge Street to protect the area's heritage character, conserve identified heritage attributes and heritage resources and guide appropriate change.



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Not to Scale  
06/26/2015

## RECOMMENDATIONS

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The City Planning Division recommends that:

1. The Toronto Preservation Board receive for information the report (July 3, 2015) from the Director, Urban Design, City Planning, entitled Proceeding from Study to Plan Phase for the Proposed Historic Yonge Street Heritage Conservation District;
2. The Toronto Preservation Board affirm that the area within the revised Historic Yonge Street boundary qualifies for designation under Part V of the Ontario Heritage Act as a Heritage Conservation District;
3. The Toronto Preservation Board endorse the preparation of a Historic Yonge Street Heritage Conservation District Plan as proposed.

### Financial Impact

There are no financial implications resulting from the adoption of this report.

### DECISION HISTORY

On March 5, 6 and 7, 2012, City Council adopted the document titled, "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" for the nomination, studying and planning of Heritage Conservation Districts in Toronto.

City Council further directed 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>

On October 2, 3 and 4, 2012, City Council adopted a Heritage Conservation District prioritization system and criteria. City Council also directed staff to initiate the Historic Yonge Street Heritage Conservation District study as a result of the application of the prioritization criteria.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.12>

On February 11, 2015, City Council enacted the Historic Yonge Street Heritage Conservation District Study Area By-law for a period of one year to prohibit and set limitations with respect to the alteration, demolition or removal of buildings or structures within the study area boundaries, while the City completes a heritage conservation district study.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.MM3.38>

On April 2, 2015, City Council amended the Study Area By-law to exclude the properties municipally known as 1, 9 & 11 Bloor Street West and 768, 770, 774, 774 1/2, 776, 780, 782 & 784 Yonge Street, subject to certain conditions.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.MM5.34>

## **LEGISLATIVE FRAMEWORK**

### **Provincial Policy Statement and Planning Act**

The Planning Act and associated Provincial Policy Statement guide development in the Province and they include provincial interests regarding heritage resources as described in the Provincial Policy Statement issued under the authority of Section 3 of the Planning Act. The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development and promotes the provincial policy-led planning system.

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.

Provincial Policy Statement 2.6.1 reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved".

### **Ontario Heritage Act**

The Ontario Heritage Act (OHA) is the key piece of legislation for the conservation of heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeology, within municipal boundaries. This is largely achieved through designation of individual properties under Part IV of the OHA, or designation of entire districts under Part V.

Part V of the OHA empowers municipalities to designate any defined area as a heritage conservation district (HCD). Part V designation enables municipal councils to guide change in an HCD through the adoption of an HCD Plan containing policies and guidelines for the conservation of the district's heritage character.

Prior to designating a district, City Council must undertake an HCD Study to determine if the area merits designation. Section 40 (2) of the OHA identifies the scope and required components of an HCD study. These include: an analysis of the character and appearance of the district; recommendations for the district's boundaries; recommendations for the objectives of the HCD Plan; and recommended changes to the Official Plan and municipal by-laws, including zoning by-laws. This report summarizes the preliminary recommendations of the HCD Study.

Section 40.1 enables municipalities to pass a study area by-law for up to one year, which may prohibit or set limitations with respect to alterations to, or erection, demolition or removal of buildings or structures in the study area.

Section 41.1 describes the requirements for the HCD Plan, including: a statement of objectives; a statement of district significance; a description of heritage attributes; policies, guidelines and procedures for achieving the stated objectives; and a description

of alterations that may be undertaken by property owners without obtaining a heritage permit. Preparation of an HCD Plan for Historic Yonge Street will constitute the next phase of work.

## **Official Plan**

Amendment No. 199 to the Official Plan provides the City's policy framework for heritage conservation in the City. OPA 199, Policy 30 states that, "Potential Heritage Conservation Districts will be identified and evaluated to determine their significance and cultural heritage values, in a Heritage Conservation District study. Heritage Conservation Districts that have been evaluated to be *significant* for their cultural heritage value will be designated and *conserved*."

Consistent with the PPS, the OP requires that all alterations and demolitions on properties adjacent to properties on the Heritage Register, including Heritage Conservation Districts, will be evaluated against Policy 26 in OPA 199.

## **BACKGROUND**

### **Study Area**

The Study Area includes all properties fronting on to Yonge Street between the south side of Davenport Road/Church Street and the north side of College/Carlton streets. In addition, the Study Area includes the St. Nicholas area ("St. Nicholas Village"), which includes properties not fronting on to Yonge Street, and lying generally between Wellesley Street West to the south, St. Mary Street to the north, and St. Nicholas Street to the west.

### **HCD Study Process**

Historic Yonge Street was nominated for study by the Bay-Cloverhill Community Association (BCCA) and the Church Wellesley Neighbourhood Association (CWNA), through the nomination process outlined in "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012).

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 Historic Yonge Street HCD study work began in May 2013, with a consultant team led by DIALOG. 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 Historic Yonge Street HCD Study included eight components, divided into three key sections, which are summarized in this report:

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

### **Consultation**

In the summer of 2013, community volunteers participated in a survey of built form and landscape conditions. A number of stakeholder interviews with residents, businesses, Business Improvement Areas and neighbourhood associations were also held. Public consultation meetings were held on September 25, 2013, and March 26, 2014.

### **Study Area By-Law**

In February 2015, City Council enacted a study area by-law to limit alterations and prohibit demolition in the study area. The purpose of the by-law is to allow time for the HCD study and plan to be completed, while minimizing the loss of potential heritage properties that contribute to the district's heritage character. The by-law is enabled by the Ontario Heritage Act, and will be in force for one year, ending on February 10, 2016. It is non-renewable for three years.

## **COMMENTS**

### **Preliminary Study Findings**

The following is a summary of the consultant team's key findings to date:

#### **History and Evolution**

Yonge Street represents a key historic transportation, commercial and cultural corridor, and has served as a meeting place and location for a number of cultural and historic events in the history of Toronto. From its initial survey as a transportation route between the Town of York and Lake Simcoe in 1796, Yonge Street was intended to drive the economy of the fledgling colony and facilitate its defense. Yonge Street continued to fulfill this purpose when Toronto was incorporated in 1834, and later emerged as a key commercial street as population grew and development pushed northward.

Innovations in public transportation helped to further fuel development along Yonge Street. The first bus line began to operate on Yonge Street in 1849. In 1861, the Toronto Street Railway was established and tracks for horse-drawn streetcars were constructed along Yonge Street; electric streetcars were introduced in 1892. Streetcars remained in service on Yonge Street until the subway line was opened in March 1954.

Close proximity to the subway line combined with new construction technologies and building techniques saw the development of larger scaled buildings along Yonge Street. The first two high-rise buildings in the Study Area were constructed in the early 1970s (2 Bloor West (HBC) in 1973, and 2 Bloor East (CIBC) in 1974), and the Study Area has since experienced development pressure on this larger scale. Currently development activity at this scale consists of 12 approved, under construction, or proposed development applications.

Despite this development pressure, a substantial number of buildings that were constructed during the formative "main street" years of Yonge Street remain within the Study Area: approximately 75% of the district's urban fabric dates from the 1870s to approximately 1930. These buildings represent a unique connection to the history of Yonge Street and to Toronto more broadly. Additionally, Yonge Street continues to act as a social gathering place for parades and other spontaneous celebrations, a role that it has played since the first Santa Clause Parade was held in 1905. These historic uses characterize Yonge Street's evolution, connecting several different periods and solidifying its importance to Toronto, Ontario, and Canada.

See Attachment 4– History and Evolution of the Study Area

### **Built Form and Landscape Survey**

A built form and landscape survey was undertaken to gain an understanding of the interrelationships of themes, typologies, area context and character of the study area. In addition to compiling an inventory of properties on the Heritage Register (those which are either listed or designated), information on the following was collected: architectural style; building height; width of storefront; roof type; ground and upper-storey glazing; landscape features; views and visual terminus sites. This review revealed significant trends, themes and influences that inform the overall character of the Study Area.

As a whole, the district typology was identified in the HCD Study as an evolving and dynamic district with a range of building types and age that maintains a focus as a mixed-use commercial and residential area. Guidelines for this type of HCD contemplate "managed change that supports and maintains the district's character and cultural heritage value".

See Attachment 5 –Character Analysis

### **Archaeology**

There are no Archaeologically Sensitive Areas within the Study Area, however there are numerous areas identified as having archaeological potential in the City's Archaeological Management Plan. These have been identified on the basis of a variety of criteria related to the historical development of the area. In general, the lands that demonstrate potential for the survival of archaeological deposits in the Study Area are characterized by nineteenth-century development followed by twentieth-century "abandonment". A map of the distribution of archaeological potential within the Study Area was created to complement the built heritage and landscape inventory and mapping. The conservation of archaeological resources will be an important part of the HCD Plan. See Attachment 6.

### **Character Analysis**

Evidence of distinct sub-areas was found, identifiable by such character-defining aspects as period of construction, architectural style and land use, among others. This character analysis helped the consultant team establish a set of cultural heritage values that guided

the creation of "Objectives" for the future HCD Plan, including the identification of heritage attributes.

### **Cultural Heritage Evaluation**

The cultural heritage evaluation 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 Historic Yonge Street area has:

#### **1. Historical and Associative Value**

The Study Area is associated with a number of significant organizations, persons, themes and events. These include:

- a. Several fraternal organizations which had purpose-built facilities in the district, including the Masons, Oddfellows and Canadian Order of Foresters.
- b. Several historically important architects who contributed buildings to the district, including E.J. Lennox, Samuel G. Curry, Richard Ough and George Gouinlock.
- c. Association as a key transportation route, from its earliest days as a military trail, through to the opening of the Yonge Street subway in 1954.
- d. Association with civic events, such as the Upper Canada Rebellion, and later, numerous parades (Santa Claus, Pride, St. Patrick's Day) and spontaneous celebrations.

#### **2. Design or Physical Value**

The Study Area has a large collection of mixed-use commercial and residential buildings which date from the 1860s-1950s, and which exhibit a diversity of representative architectural styles, building types and materials related to this period of development. These include:

- a. Representative examples of Second Empire, Georgian, Italianate and Renaissance Revival, Edwardian Classicism and Art Deco architectural styles, among others.
- b. Commercial main street building types which define Yonge Street as a commercial strip, often with retail uses at grade, and commercial or residential uses in the storeys above.
- c. Residential building types including semi- or single-detached houses which, although many have been converted to commercial use, illustrate the historic relationship between Yonge Street and adjacent residential neighbourhoods.
- d. Building materials representative of early Toronto urban development from the later 19<sup>th</sup> and early 20<sup>th</sup> centuries, including brick, cut stone and carved wood.

Many of the buildings in the Study Area exhibit high quality design and construction.

### 3. Contextual Value

The Study Area contains a cohesive built form with consistent building heights and sidewalk conditions that represent a commercial main street from a distinct historic period. These qualities help to reinforce the design and physical values, creating a strong sense of place and community. Character-defining elements related to the district's contextual value include: buildings built to the property line, streetwall and building height continuity, sunlight along the street, and views to the sky. Two prominent building types contribute to the district's contextual value: "main street" buildings of a generally small scale, retail at grade and other uses above; and residential, house-form buildings, particularly in St. Nicholas Village.

### 4. Social or Community Value

The Study Area is strongly associated with the early history of Toronto and its role as a hub for commerce and immigration within Ontario and Canada. As a mixed-use main street the study area facilitated this population growth by providing economic opportunities for Toronto residents. Mixed use buildings also helped incubate small businesses, partly by allowing business owners to house their families above their stores.

The Study Area is also associated with the history of the Lesbian, Gay Bisexual, Trans and Queer (LGBTQ) communities in Toronto. In particular several gay bars and gay friendly spaces opened in the study area and thrived for a period of time, before the centre of the gay social community moved east to Church Street.

### Integrity

The City's HCD Policies require that a study area exhibit sufficient integrity to convey a sense of time and place. This is measured against two criteria:

1. Visual, functional or historical coherence: the consultants found that the district exhibits a strong visual and functional coherence.
2. Authenticity: the consultants found that, in general, the majority of buildings authentically convey a consistent set of heritage values.

### **Proposed HCD Boundary**

As a result of the HCD Study thus far, the consultant team has recommended the Plan boundary be amended to more accurately reflect specific property contributions to the character of the area, and the integrity of the study area. (Attachment 2)

The recommended boundary includes:

- Mixed-use, commercial, and residential buildings fronting along Yonge Street that support and define the mixed-use commercial main street character of HYHCD
- Residential buildings fronting onto side streets that intersect with Yonge Street, many of which now contain retail uses, and help to support the mixed-use commercial main street character of Yonge Street
- Mixed-use and commercial buildings fronting onto College/Carlton Street that support the main street character of the study area and help define its sense of place



- St. Nicholas Village because of its historical relationship with Yonge Street, and because it supports HYHCD's sense of history and place

### **Excluded Areas**

At the southeast corner of the study area, the Toronto Hydro Electric property is excluded from the plan area because it presents a shift in character from the buildings adjacent to it and is already designated under Part IV of the Ontario Heritage Act.

The portion of the study area on its western edge, south of St. Joseph, west of St. Nicholas, and north of Wellesley, has been excluded because the history, form, and style of the buildings are more characteristic of higher density modern development that is prevalent along Bay Street.

The linear park system east of Yonge Street has been excluded.

It is recommended that portions of the study area on Yonge Street be excluded from the proposed boundary. These are:

- The portion north of Bloor Street because its character is generally not consistent with the heritage character identified for the district. The exception is the block on the west side of Yonge Street, between Cumberland Street and Yorkville Avenue, but it is isolated amid modern development. This report will recommend that this block be considered for individual listing on the Heritage Register
- The portion on the east side between Bloor Street East and Hayden Street. This block is the site of a large condominium development which is not consistent with the identified heritage character of the district
- The portion on the west side between Bloor Street West and the north property line of 780 Yonge Street. This portion is also the site of a proposed large condominium development which is not in keeping with the identified heritage character of the district

The proposed boundary contains properties of cultural heritage value, whether buildings, structures and streetscapes, that together, provide a rationale for the designation of this area as a heritage conservation district under Part V of the Ontario Heritage Act.

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

Once an area's major historical themes, cultural heritage values and character-defining elements are established, a draft statement of district significance (SDS) is created that will be a central component of the HCD Plan. The SDS will form the basis of objectives to be achieved in designating this area as an HCD, and will inform the subsequent policies for the district's conservation.

In accordance with the City's HCD policies, this statement includes a brief description of the historic place, identifies key cultural heritage values and provides a list of the heritage attributes of the district.

The SDS is presented here as a draft and it may be refined during the next phase of work, following further analysis and community consultation.

### **Description of Historic Place**

Historic Yonge Street Heritage Conservation District (HYHCD) is a distinct mixed-use neighbourhood located in downtown Toronto. It runs north-south for nine city blocks around a portion of Yonge Street and serves important civic and commercial functions in the city. It includes St. Nicholas Village, a historic residential area associated with Yonge Street, and portions of a historic network of service laneways. The district contains a cohesive grouping of built heritage resources that define a distinct sense of place and are representative of Toronto's early architectural vernacular.

HYHCD's northern boundary is south of Bloor Street at, and including, 780 Yonge Street on the west side of Yonge Street, and Hayden Street on the east side of Yonge Street. College/Carlton streets mark the southern boundary. Its western and eastern boundaries generally run parallel to Yonge Street along a historic network of service laneways, except along its western edge where it includes St. Nicholas Street and parts of St. Joseph Street and Irwin Avenue—the area referred to as St. Nicholas Village.

### **Cultural Heritage Value**

HYHCD started to develop in 1860, as a pastoral landscape of large private estates was subdivided and sold-off to create a densely developed urban neighbourhood. Development in the area was encouraged by Yonge Street itself, which was planned as a key transportation route by Lt. Governor John Graves Simcoe.

Yonge Street's importance as a transportation route was reinforced by successive waves of transportation investment that culminated in the construction of Canada's first subway line, which opened in 1954 and runs beneath the district. Public investment in transportation helped to ensure a constant flow of people through the neighbourhood, and the district evolved as a commercial main street that served neighbouring residential areas and commuters that passed through it.

HYHCD is valued for its commercial main street character, which is expressed, in part, by mixed-use and commercial buildings that housed the services, amenities, and employment opportunities to support daily life in neighbouring residential areas. St. Nicholas Village, and the residential buildings within it, reflect this historic relationship and reinforce the district's sense of place.

Once the subway opened in 1954, building technology and development patterns changed. This is reflected in the scale of many modern buildings surrounding HYHCD. Buildings that contribute to HYHCD's character share certain characteristics in terms of their scale, height, orientation, and frontage width. They display a range of architectural styles that are appropriate to the time they were built. The historic network of laneways also contribute to HYHCD's character and are a valued element of its landscape. Together, these buildings, and the laneways that connect them, give the district the feeling of being an enclave within Toronto's downtown.

Approximately 90% of the buildings in HYHCD were built between 1860 and 1954, a period when the district's commercial main street character was established and flourished.

During this period Yonge Street also developed an important civic purpose within Toronto, coming to serve as its Main Street, a ceremonial role which is evidenced by the numerous parades, demonstrations, and spontaneous celebrations and gatherings that have taken place along the strip. The civic importance of Yonge Street is recognized as an important component of HYHCD's character, but one that is primarily associative, and not material, in nature.

As the district developed it attracted a number of important fraternal and professional organizations, including: the Masons (601-613 Yonge Street); the Oddfellows' fraternal organization (450 Yonge Street); and, the Canadian Order of Foresters (22 College Street). A number of buildings in the district are also associated with important architects, including: Samuel G. Curry, Richard Ough, Mathers & Haldenby, Wickson & Gregg, George Gouinlock, Dick & Wickson, J. Gibbs Morton, and E.J. Lennox.

### **Heritage Attributes**

The cultural heritage value of HYHCD is expressed by the following heritage attributes:

- The height of buildings which typically range between 2-4 storeys
- The scale and street presence of buildings along Yonge Street which are built to the property line with no setbacks, creating a consistent streetwall
- The more open, residential, character of St. Nicholas Village where residential buildings have small setbacks from the property line
- The fine grain of narrow building frontages, generally between 3-7 metres, at regular intervals along Yonge Street, and along some side streets intersecting with Yonge Street
- Recessed shop entrances, which in some cases include flanking showcase window
- High-quality design and craftsmanship exhibited in contributing resources
- The higher percentage of glazing on ground floor façades along Yonge Street, relative to upper floors—demarcating a retail use at-grade with residential and/or commercial uses in upper floors
- The consistent percentage of glazing between ground and upper floors on residential buildings—showing a consistent use and function between ground and upper floors
- House-form buildings, especially those within St. Nicholas Village, which demonstrate a range of architectural styles, most commonly: Gothic Revival, Second Empire, and Queen Anne typically with pitched roofs
- Apartment-form buildings within St. Nicholas Village, which demonstrate Edwardian and Art-deco architectural styles
- Mixed-use and commercial buildings fronting onto Yonge Street, which demonstrate a range of architectural styles, most commonly: Georgian, Italianate, Romanesque, and Second Empire typically with commercial form flat roofs

- Warehouses and commercial buildings fronting onto service laneways and side streets, such as those along St. Nicholas Street and Gloucester Lane
- Views toward landmark buildings, such as the Firehall Clock Tower (484 Yonge Street) and the Masons Hall (601-613 Yonge Street)

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

The City of Toronto’s Terms of Reference for Heritage Conservation Districts in Toronto states:

“The primary objective for every Heritage Conservation District is the protection, conservation and management of the attributes and contributing resources of the district so that the area’s historic significance, cultural heritage values and character, as identified in the HCD Study Plan, are protected in the long term.”

The following draft objectives for the HYHCD have been developed in order to ensure that the cultural heritage value and heritage attributes identified in the SDS are properly conserved through policies in the HCD Plan.

### **Overall Objectives**

- The primary objective is the protection, conservation and management of the attributes and heritage resources of the HYCD so that the area's historic significance, cultural heritage value, and character are protected in the long-term
- Respect and conserve the cultural heritage values of individually designated properties and to minimize or eliminate any conflict between their conservation and new development.

### **Historical Values Objectives**

- Maintain and enhance the distinct mixed-use character of the area, especially for cultural heritage resources built between 1860-1960

### **Design and Physical Value**

- Maintain and enhance the heritage attributes of those resources that contribute to the cultural heritage value of HYHCD
- Prevent the removal and demolition of resources, features, and attributes that contribute to HYHCD’s cultural heritage value
- Prevent alterations that are inconsistent with HYHCD’s cultural heritage value
- Ensure any alteration of buildings, especially pertaining to their reuse, is compatible with the HCD’s cultural heritage value
- Ensure new development maintains and enhances HYHCD’s cultural heritage value, and does not detract from it
- Encourage improvements to the public realm that support HYHCD’s ongoing use by pedestrians as a transportation corridor

### **Contextual Value**

- Maintain and enhance the relationship between the main street character of Yonge Street and the residential character of St. Nicholas Village
- Protect and reinforce the main street character of the district

## **Social and Community Value**

- Maintain and enhance the area's role as a destination for civic assembly and use, such as the practice of parades, demonstrations, and celebrations

## **Existing Planning Framework**

### **Official Plan**

The Official Plan contains policies for the conservation of heritage resources, as described above. More generally, it sets out a policy framework that ensures the City will meet its population and employment targets by directing growth to the City's priority growth areas while still protecting the areas where growth is not intended. The Historic Yonge Street area is located within the Downtown and Central Waterfront, as shown on Map 2 – Urban Structure – of the Official Plan. This Plan anticipates and encourages job and population growth in the Downtown, but also indicates that some areas – in particular, residential communities – will not experience much physical change. Furthermore, the Official Plan indicates that tall buildings are appropriate in the Downtown, but not all areas of the Downtown.

All properties in the Study Area fronting Yonge Street are designated as *Mixed Use*. The *Mixed Use Areas* designation provides for a broad range of commercial, residential and institutional uses, in single-use, or mixed-use buildings, as well as parks and open spaces and utilities. A small portion of the Study Area to the west of Yonge Street, generally between St Joseph Street and St. Mary Street, is designated as *Apartment Neighbourhoods*. Additionally, there is one *Park* within the Study Area - Frank Stollery Parkette – located at the southeast intersection of Yonge Street and Davenport Road.

The Official Plan is available at: [www.toronto.ca/planning/official\\_plan/introduction.htm](http://www.toronto.ca/planning/official_plan/introduction.htm)

### **Area Specific Policy 211 – Bloor Yorkville / North Midtown Area**

Area Specific Policy 211 of the Official Plan recognizes that the Bloor-Yorkville/North Midtown Area comprises a broad mix of districts with differing intensities, scales and heights in a diversity of building forms. The area includes *Neighbourhoods*, *Apartment Neighbourhoods*, *Areas of Special Identity*, *Mixed Use Areas*, and open space provided by parks and ravines. It forms the north edge of the Downtown and provides for transition in density and scale towards the boundaries of the area from the more intensive use and development forms to the south and within the Height Peak at Yonge and Bloor. This area-specific policy applies to a portion of the Historic Yonge Street HCD, from Bloor Street north to Davenport Road.

### **Area Specific Policy 225 - Lands North and South of Bloor Street Between Park Road and Avenue Road**

Area Specific Policy 225 of the Official Plan encourages pedestrian walkways, at or below grade, and new parks in locations illustrated on the map within the Policy. While no pedestrian route is specifically identified on the map at this site, Planning staff examine the possibility of creating new pedestrian routes through development applications within this area. This area-specific policy applies to a portion of the Historic Yonge Street HCD, in the general vicinity of the Yonge and Bloor intersection.

### **Site and Area Specific Policy 382 - North Downtown Yonge**

At its meeting of June 22, 2011, Toronto and East York Community Council directed staff to undertake the North Downtown Yonge Street Planning Framework process. The study was to consider mixed use sites in the area with potential for intensification and revitalization and recommend a framework for future redevelopment that City Council could use as a guide for individual redevelopment proposals within the area. Through the detailed review that resulted, staff determined that to adequately respond to development pressure in the area, a policy framework should be developed to link Official Plan policies to the proposed urban design guidelines for the area. This policy framework resulted in area-specific Official Plan Amendment 183 that was adopted by City Council on October 8-11, 2013 and enacted as By-law no. 1507-2013 by City Council on November 15, 2013. This site- and area-specific policy (SASP 382) applies to a portion of the Historic Yonge Street HCD, from College/Carlton streets north to Charles Street. OPA 183 is currently under appeal to the Ontario Municipal Board. This by-law is available at: <http://www.toronto.ca/legdocs/bylaws/2013/law1507.pdf>

### **Secondary Plan**

The Historic Yonge Street Study Area is not subject to a Secondary Plan.

### **Zoning**

The Study Area is generally zoned Commercial Residential (CR) for buildings fronting onto Yonge Street, with a variety of site specific height and densities throughout. Generally, for the majority of buildings in the CR zone, an 18 metre height is permitted. Around the Bloor Street/Yonge Street and College Street/Yonge Street intersections, a 61 metre height limit is permitted. Properties within the Study Area not fronting Yonge Street, generally between St. Joseph Street and Irwin Street, are zoned Residential. This residential zone provides for a range of residential low-rise and mid-rise buildings.

### **Relevant Guidelines**

#### **Tall Building Design Guidelines**

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines. The guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure that they fit within their context and minimize their local impacts. The city-wide Guidelines are available at:

<http://www.toronto.ca/planning/tallbuildingdesign.htm>

#### **Downtown Tall Buildings: Vision and Supplementary Design Guidelines**

The Historic Yonge Street Study Area is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies specific Downtown streets that are most suitable for tall building development, establishes a height range along these streets and provides a set of supplementary Downtown specific design guidelines which address Downtown built form and context.

Specific to this study, the guidelines identify Yonge Street as a Special Character Street. This classification recognizes Yonge Street's overall heritage value and iconic stature but is accommodating of the streets' differing redevelopment potential along specific segments: where heritage properties are present, a tower stepback of 20-metres is required; in all other instances a 10-metre stepback is required. A height range of 62m-107m is assigned to the portion of Yonge Street from the south side of Davenport Road to the north side of Hayden Street. Height ranges are not provided for the remaining portion of Yonge Study that is within the study area; these would be determined on a site-by-site basis. The Downtown Guidelines are available at: <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>.

### **Bloor-Yorkville/North Midtown Urban Design Guidelines**

The Bloor –Yorkville/North Midtown Urban Design Guidelines were approved by Council in July 2004 and are intended to give guidance to improve the physical quality of the area and ensure that its special character is respected in terms of new development. A portion of the Historic Yonge Street HCD, from Charles Street to Davenport Road, is within the Bloor-Yorkville/North Midtown Urban Design Guideline area. These Guidelines are available at: <http://www.toronto.ca/planning/urbdesign/blooryorkville.htm>

### **North Downtown Yonge Urban Design Guidelines**

The North Downtown Yonge Urban Design Guidelines were approved by Council at their meeting of October 8-11 2013. The Guidelines were compiled concurrent to the North Downtown Yonge Official Plan Amendment as part of a comprehensive planning framework. They apply to a portion of the Historic Yonge Street HCD, from College Street north to Charles Street, and are available at: <http://www.toronto.ca/legdocs/mmis/2013/te/bgrd/backgroundfile-61187.pdf>

### **Policy and By-law Changes**

The Study has preliminarily concluded that there are no obvious contradictions between the HCD Plan objectives and the existing policy framework, because the policies that govern land-use within HYHCD's boundary recognize the area's heritage character and support efforts to conserve it. However, until the HCD Plan and policies are finalized, an assessment of the extent of any amendments to current planning policy is premature.

Under the Ontario Heritage Act, policies in HCD Plan will prevail over any other municipal by-laws, including the Official Plan, where conflicts arise. As such, policy development will be carefully undertaken to ensure that conflicts with any existing land use policy will be minimized or eliminated. Where this is not possible in order to achieve the Plan's stated objectives, the Plan will recommend such changes to land use policies as required. In addition, given the appeal of OPA 183, Heritage Preservation Services and the HCD Plan consultant team are working closely with Community Planning to ensure that any emerging policy decisions align with the objectives of the HCD Plan.

### **Process and Timeline**

This report seeks Toronto Preservation Board endorsement for the Historic Yonge Street HCD to move from the Study phase to Plan phase, which would begin immediately.

During the Plan phase of the HCD Study, more detailed analysis of the relationship between the regulatory framework outlined within this report and the potential designation of this area as a Heritage Conservation District will be undertaken to develop a consistent and clear approach for the conservation, protection, and management of heritage attributes identified in this Study, as well as general development in the area.

## **CONCLUSIONS**

Historic Yonge Street was identified in 2012 as one of five areas that warranted study for potential as a 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 first phase of the HCD Study, the consultant team has confirmed that the unique history and evolution of portions of the Study Area, combined with the integrity of the existing heritage fabric, qualifies the Historic Yonge Street area for designation as an HCD under Part V of the Ontario Heritage Act; it is therefore recommended that an HCD Plan be prepared for the proposed area shown in Attachment 2. Additional community consultation, including public meetings and stakeholder engagement, will be undertaken throughout the final phase of work.

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## **SIGNATURE**

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## **ATTACHMENTS**

Attachment 1: Historic Yonge Street HCD 2012 Potential Study Area Boundary  
Attachment 2: Historic Yonge Street HCD 2015 Recommended Plan Area Boundary  
Attachment 3: Historic Yonge Street HCD 2015 Recommended Plan Area Boundary showing listed and designated properties  
Attachment 4: Historic Yonge Street HCD: History and Evolution  
Attachment 5: Historic Yonge Street HCD: Character Analysis