

Inclusion on the City of Toronto's Heritage Register- 55 Elm Street (650 Bay Street) & 57-71 Elm Street

Date: January 25, 2021

To: Toronto Preservation Board

Toronto and East York Community Council

From: Senior Manager, Heritage Planning, Urban Design, City Planning

Wards: University-Rosedale – Ward 11

SUMMARY

This report recommends that City Council include the following nine properties on the City of Toronto's Heritage Register for their cultural heritage value:

55 Elm Street (entrance address at 650 Bay Street)

57 Elm Street

59 Elm Street

61 Elm Street

63 Elm Street

65 Elm Street

67 Elm Street

69 Elm Street

71 Elm Street

The subject properties are situated on the south side of Elm Street, between the southwest corner of Bay & Elm streets and Elizabeth Street. The group contains a 3-storey corner commercial building featuring Renaissance Revival styling and built together with five attached 2.5-storey Bay-n-Gable dwellings in 1891. Completing the row of house-form buildings at the west end are three Edwardian brick dwellings built c.1903-1909 to replace earlier wood-frame structures on the site.

Historically located within The Ward, one of Toronto's most significant neighbourhoods in the 1840s-1950s, this collection of late 19th century-early 20th century buildings is valued as the only surviving group dating from that period on this block of Elm Street between Bay and Elizabeth streets. The block of Elm Street east of Bay toward Yonge Street shares a similar history on its south side with its numerous house-form dwellings (many with retail space at grade) also dating to the second half of the 19th century and already included on the City's Heritage Register. On the north side of Elm Street, the Richardsonian Romanesque Arts & Letters Club and St. George's Hall complete the

remaining heritage building stock from this early period at the east end of Elm, while the former House of Industry at 87 Elm Street bookends the collection west of Elizabeth Street. Together, this 19th century collection of various historic building types and uses speaks to the uniqueness of Elm Street – a destination for locals and visitors alike.

In the 1950s and 1960s, the city's "forgotten neighbourhood" called Greenwich Village thrived in this immediate area, where 19th century house-form buildings were painted in bright colours and served as bookstores, cafes and studio spaces for significant Canadian artists, writers and singers. The heart of the Village, located directly north of the subject properties (on Gerrard Street West between Bay and Elizabeth streets), contains six 19th century house-form dwellings already listed on the Heritage Register. The surviving collection of buildings directly south at Bay and Elm further support an understanding of this Greenwich Village neighbourhood vibe, while much of the rest of the area's early streetscape was demolished to make way for new civic buildings, offices and hospitals, and forcing the local arts community to relocate further north in Yorkville through the 1970s.

Following further research and evaluation, it has been determined that the properties at 55 Elm Street (650 Bay Street) and 57-71 Elm Street meet Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV Section 29 of the Ontario Heritage Act, which the City of Toronto also applies when evaluating properties for its Heritage Register.

Properties on the Heritage Register will be conserved and maintained in accordance with the Official Plan Heritage Policies.

The subject properties were identified in Heritage Planning's Elm Street Survey in 2018.

RECOMMENDATIONS

The Senior Manager, Heritage Planning, Urban Design, City Planning recommends that:

1. City Council include the following properties on the City of Toronto's Heritage Register in accordance with the Listing Statements (Reasons for Inclusion), attached as Attachments 3-5 to the report (January 25, 2021) from the Senior Manager, Heritage Planning, Urban Design, City Planning:

55 Elm Street (entrance address at 650 Bay Street)

57 Elm Street

59 Elm Street

61 Elm Street

63 Elm Street

65 Elm Street

67 Elm Street

69 Elm Street

71 Elm Street

FINANCIAL IMPACT

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

DECISION HISTORY

At the November 5, 2019 meeting of Toronto and East York Community Council (TEYCC), the local councillor deferred an application submitted to demolish the property at 61 Elm Street, in order to allow Heritage Planning to determine cultural heritage value and report back to TEYCC.

BACKGROUND

Heritage Planning Framework

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity, and healthy and equitable communities. Heritage conservation in Ontario is identified as a provincial interest under the Planning Act. Cultural heritage resources are considered irreplaceable and valuable assets that must be wisely protected and managed as part of planning for future growth under the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). Heritage Conservation is enabled through the Ontario Heritage Act. The City of Toronto's Official Plan implements provincial policy regime, the Planning Act, the Ontario Heritage Act and provides policies to guide decision making within the city.

Good planning within the provincial and municipal policy framework has at its foundation an understanding and appreciation for places of historic significance, and ensures the conservation of these resources are to be balanced with other provincial interests. Heritage resources may include buildings, structures, monuments, and geographic areas that have cultural heritage value or interest to a community, including an Indigenous community.

The Planning Act establishes the foundation for land use planning in Ontario, describing how land can be controlled and by whom. Section 2 of the Planning Act identifies heritage conservation as a matter of provincial interest and directs that municipalities shall have regard to the conservation of features of significant architectural, historical, archaeological or scientific interest. Heritage conservation contributes to other matters of provincial interest, including the promotion of built form that is well-designed, and that encourages a sense of place.

The Planning Act requires that all decisions affecting land use planning matters shall conform to the Growth Plan and shall be consistent with the Provincial Policy Statement, both of which position heritage as a key component in supporting key provincial principles and interests.

<https://www.ontario.ca/laws/statute/90p13>

The Provincial Policy Statement provides policy direction on land use planning in Ontario and is to be used by municipalities in the development of their official plans and to guide and inform decisions on planning matters, which shall be consistent with the Provincial Policy Statement. The Provincial Policy Statement articulates how and why heritage conservation is a component of good planning, explicitly requiring the conservation of cultural heritage and archaeological resources, alongside the pursuit of other provincial interests. The Provincial Policy Statement does so by linking heritage conservation to key policy directives, including building strong healthy communities, the wise use and management of resources, and protecting health and safety.

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development states that long-term economic prosperity is supported by, among other considerations, the promotion of well-designed built form and cultural planning, and the conservation of features that help define character. Section 2.6 Cultural Heritage and Archaeology subsequently directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved". Through the definition of conserved, built heritage resources, cultural heritage landscape and protected heritage property, the Provincial Policy Statement identifies the Ontario Heritage Act as the primary legislation through which heritage conservation will be implemented.

<https://www.ontario.ca/page/provincial-policy-statement-2020>

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) builds on the Provincial Policy Statement to establish a land use planning framework that supports complete communities, a thriving economy, a clean and healthy environment and social equity. Section 1.2.1 Guiding Principles states that policies in the plan seek to, among other principles, "conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Metis communities". Cultural heritage resources are understood as being irreplaceable, and are significant features that provide people with a sense of place. Section 4.2.7 Cultural Heritage Resources directs that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

<https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>

The Ontario Heritage Act is the key provincial legislation for the conservation of cultural 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 listing on the City's Heritage Register, designation of individual properties under Part IV of the Ontario Heritage Act, or designation of districts under Part V of the Ontario Heritage Act.

Section 27 of the Ontario Heritage Act gives municipalities the authority to maintain and add to a publicly accessible heritage register. Council must consult with its municipal

heritage committee before a property that has not been designated under Part IV is added or removed from the municipal register.

The City of Toronto's Heritage Register includes individual heritage properties that have been designated under Part IV, Section 29, properties in a heritage conservation district designated under Part V, Section 41 of the Act as well as properties that have not been designated but City Council believes to be of "cultural heritage value or interest."

<https://www.ontario.ca/laws/statute/90o18>
<https://www.ontario.ca/laws/regulation/060009>

The City of Toronto's Official Plan contains a number of policies related to properties on the City's Heritage Register and properties adjacent to them, as well as the protection of areas of archaeological potential. Indicating the integral role that heritage conservation plays in successful city-building, Section 3.1.5 of the Official Plan states that, "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable City that can contribute to other social, cultural, economic and environmental goals of the City."

Policy 3.1.5.2 states that properties of potential cultural heritage value or interest "will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural or scientific value. The contributions of Toronto's diverse cultures will be considered in determining the cultural heritage value of properties on the Heritage Register."

Policy 3.1.5.3 states that heritage properties "will be protected by being designated under the Ontario Heritage Act, and/or included on the Heritage Register". This includes designation under Parts IV or V of the OHA, as well as listing under Section 27 of the Act.

Policy 3.1.5.4 states that heritage resources on the City's Heritage Register "will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and adopted by Council."

Policy 3.1.5.6 encourages the adaptive re-use of heritage properties while Policy 3.1.5.26 states that, when new construction on, or adjacent to, a property on the Heritage Register does occur, it will be designed to conserve the cultural heritage values, attributes and character of that property and will mitigate visual and physical impacts on it. Heritage Impact Assessments (HIA) are required for development applications that affect listed and designated properties. An HIA shall be considered when determining how a heritage property is to be conserved.

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>
<https://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

The Ontario Heritage Toolkit also provides guidance on the listing of non-designated properties on the Heritage Register. The Tool Kit provides direction on the purpose of listing heritage properties, and explains how the Provincial Policy Statement and the Ontario Heritage Act provide a framework for how listed properties fit within the land use planning system.

https://www.mtc.gov.on.ca/en/heritage/heritage_toolkit.shtml

COMMENTS

Identifying properties of cultural heritage value or interest is an essential part of a municipality's role in heritage conservation. Including non-designated properties in the municipal register is a means to identify properties that have cultural heritage value or interest to the community.

Descriptive Listings

Descriptive listings are prepared using a method by which properties are identified and recommended for inclusion on the Heritage Register. This approach to listing provides sufficient information to meet the requirements of Section 27 of the OHA to list a non-designated property on the Heritage Register and satisfies direction found within the City's Official Plan to make use of Provincial criteria when adding properties to the Register.

Statements have been prepared explaining why the properties are believed to have cultural heritage value and which includes a description of the properties' design and appearance, their primary address, estimated dates of construction, and pertinent historical information. The information provided within the Reasons for Inclusion on the City's Heritage Register will help to specify those features and attributes that may warrant conservation should the properties be subject to development and/or further evaluated and determined to merit designation under Part IV of the Ontario Heritage Act.

A location map and photographs (Attachment 1) are attached.

Located on the south side of Elm Street, between the southwest corner of Elm and Bay streets and Elizabeth Street, the properties at 55 Elm Street (650 Bay Street) and 57-71 Elm Street are significant examples of a collection of late 19th century-early 20th century buildings displaying stylistic features indicative of Renaissance Revival, Bay-and-Gable and Edwardian architecture.

Together, they are significant as the last remaining collection of buildings representative of this early period of land development on the block of Elm Street between Bay and Elizabeth streets within the city's historic St. John's Ward, as well as contributing remnants of the area's Greenwich Village era in the 1950s and 1960s.

The property at 55 Elm Street (with entrance address at 650 Bay Street) is also significant for its association with Dr. John G. C. Adams, the father of public health dentistry in Canada, and whose office was located in the existing building in 1897-1899. This legacy is commemorated on the exterior of the building with a Heritage Toronto plaque (2015).

Following research and evaluation according to Regulation 9/06, it has been determined that the properties at 55 Elm Street (650 Bay Street) and 57-71 Elm Street have cultural heritage value under all three categories of design, association and context.

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ATTACHMENTS

Attachment 1- Location Map and Photographs
Attachment 2- List of Research Sources
Attachment 3- Listing Statement (Reasons for Inclusion) – 55 Elm Street (650 Bay Street)
Attachment 4- Listing Statement (Reasons for Inclusion) – 57-65 Elm Street
Attachment 5- Listing Statement (Reasons for Inclusion) – 67-71 Elm Street

LOCATION MAP AND PHOTOGRAPHS:
55 ELM STREET (650 BAY STREET) & 57-71 ELM STREET

ATTACHMENT 1

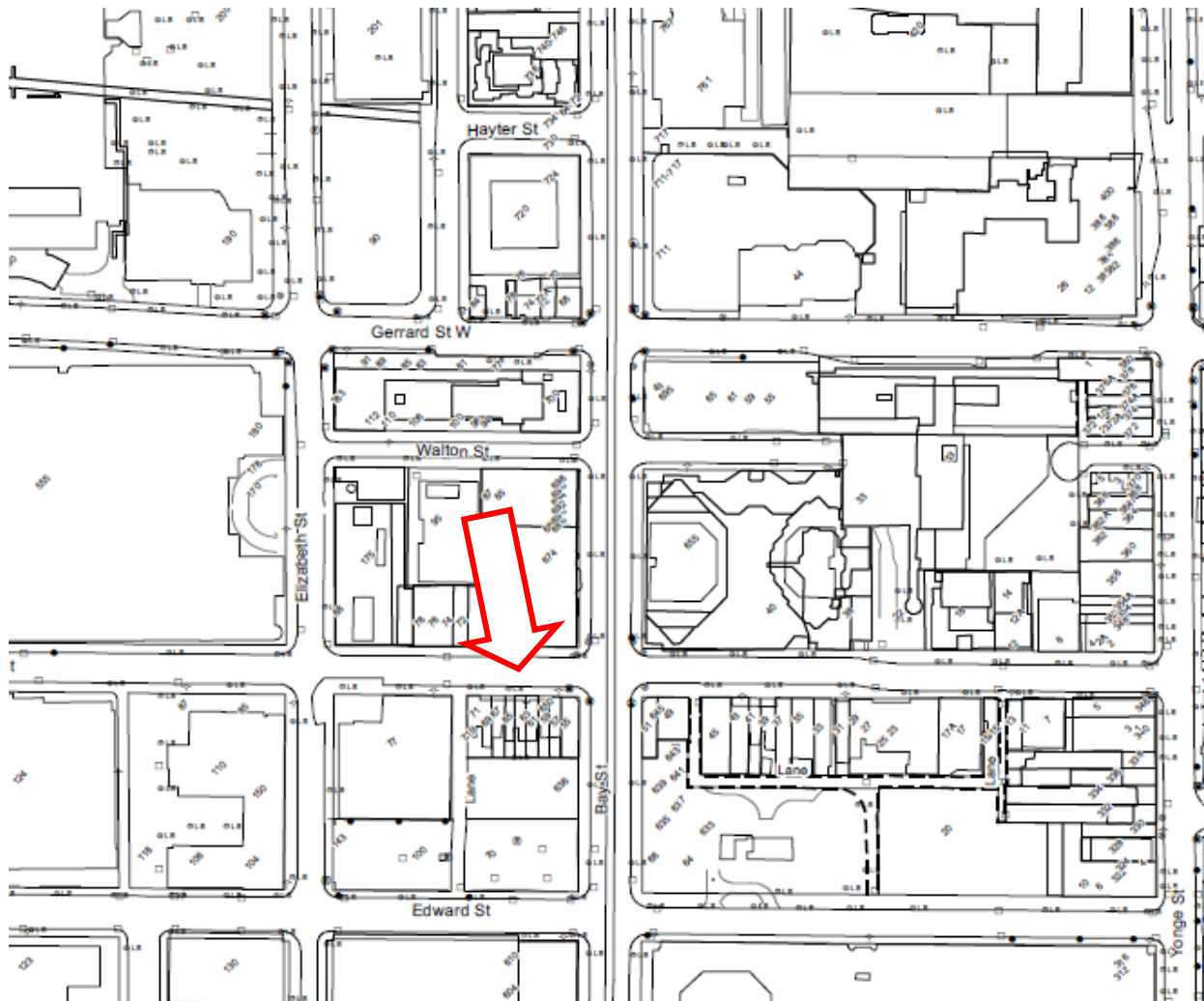


Figure 1. This location map is for information purposes only; the exact boundaries of the properties are not shown. The arrow marks the location of the sites. (City of Toronto mapping)

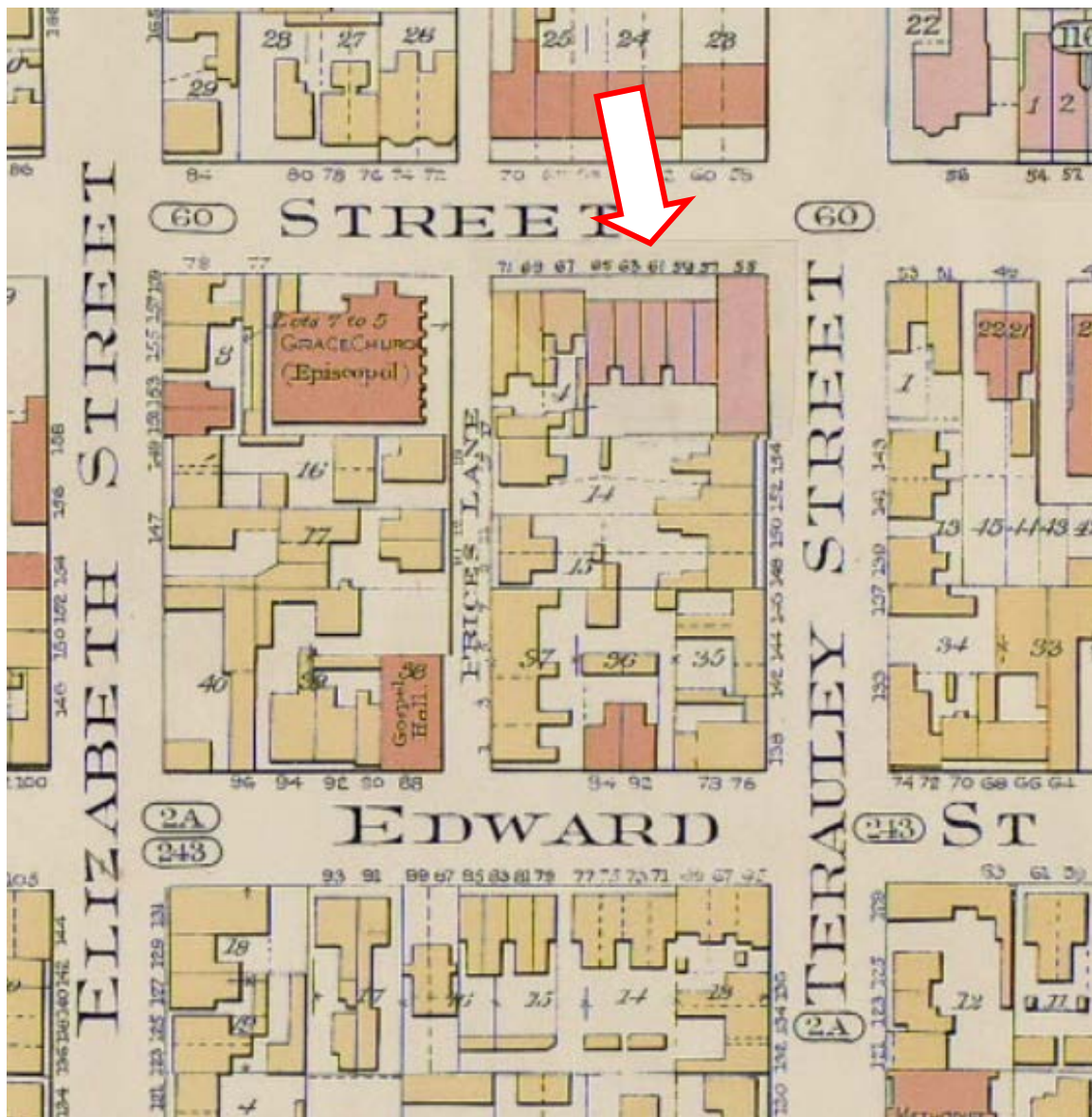


Figure 2. Historical map showing the brick buildings at 55-65 Elm Street in 1892, which were built together the previous year. The three attached wood frame house-form buildings to the left at 67-71 Elm Street would be replaced with the current brick structures built c.1903-1909. (Goad's Atlas, 1894)



City of Toronto Archives, Series 1465, File 521, Item 10

Figure 3. Archival photo looking west on Elm Street to Bay Street. The property at 55 Elm Street (650 Bay Street) is indicated by the arrow. (City of Toronto Archives, 1982)

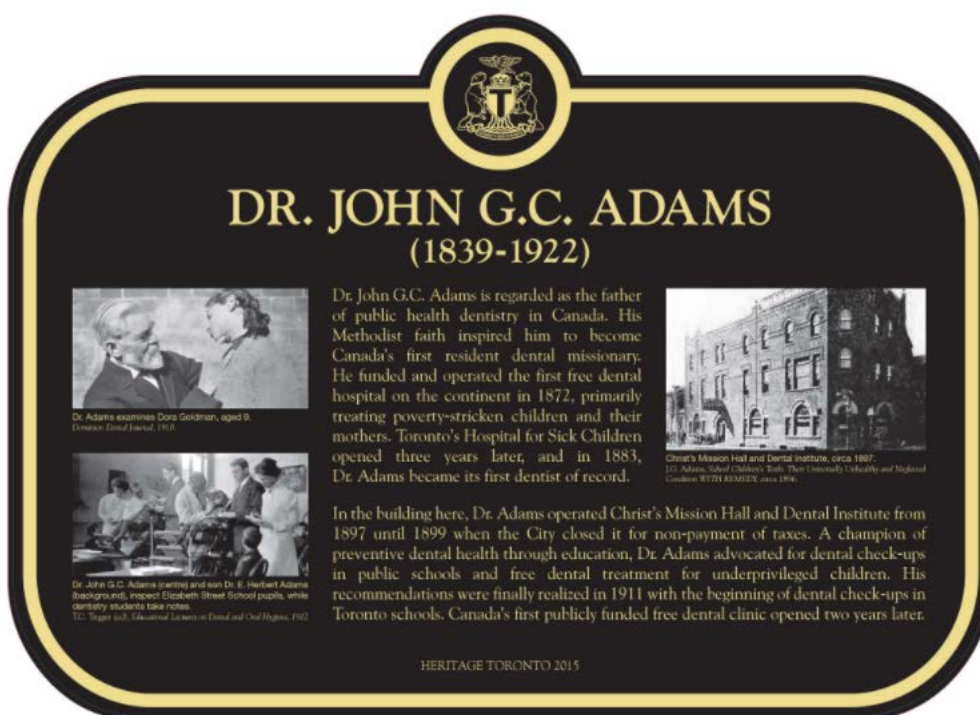


Figure 4. 2015 Heritage Toronto plaque commemorating Dr. John G. C. Adams and the building at 55 Elm Street (650 Bay Street).



Figure 5. View of the east elevation of 55 Elm Street flanking Bay Street (Heritage Planning, 2021)



Figure 6. Detail of the round and flat-hooded window openings on the east elevation, including the Palladian windows at the ground level. (Heritage Planning, 2021)



Figure 7. View of 63-65 Elm Street showing the 2.5-story square bay surmounted by a steep-pitched gable, and the decorative stonework above the first and second floor window openings. (Heritage Planning, 2021)



Figure 8. Contextual view of the group, looking southeast (Heritage Planning, 2021)

55 ELM STREET (650 BAY STREET) & 57-71 ELM STREET

Archival Sources

- Toronto Building Records - Toronto and East York District
- Goad's Atlas Maps, 1884-1924
- City of Toronto Directories, 1891-1910
- City of Toronto Property Data Maps, 2016.

Secondary Sources

- Baute, Nicole. Our lost "Greenwich Village". Toronto Star. (December 26, 2008) https://www.thestar.com/news/gta/2008/12/26/our_lost_greenwich_village.html
- Blumenson, John, Ontario Architecture, 1990
- Lewis, Jessica. Uncovering a forgotten neighbourhood: Toronto's "Greenwich Village" University of Toronto Arts & Science (July 27, 2017) <https://www.artsci.utoronto.ca/news/uncovering-forgotten-neighbourhood-torontos-greenwich-village>
- Maitland et al. A Guide to Canadian Architectural Styles, 1992.
- McHugh, Patricia and Alex Bozikovic. Toronto Architecture: a city guide. Revised ed. M&S: Toronto, 2017.
- Myseum of Toronto. The Ward Revisited. <http://www.myseumoftoronto.com/programming/the-ward>
- Sylvester, Erin. How One Pioneering Toronto Dentist Saved a Million Teeth Torontoist (April 14, 2016) <https://torontoist.com/2016/04/now-and-then-john-gc-adams/>

LISTING STATEMENT (REASONS FOR INCLUSION)
55 ELM STREET (650 BAY STREET)

ATTACHMENT 3



View of the east and north elevations at 55 Elm Street (Heritage Planning, 2020)

DESCRIPTION:

55 ELM STREET (650 BAY STREET)	
ADDRESS	55 Elm Street (entrance address at 650 Bay Street)
WARD	University-Rosedale
LEGAL DESCRIPTION	PL 60 PT LT 2
NEIGHBOURHOOD/COMMUNITY	Bay Street Corridor
HISTORICAL NAME	N/A
CONSTRUCTION DATE	1891
ARCHITECT/BUILDER/DESIGNER	N/A
RECORDER	Heritage Planning-Liz McFarland
REPORT DATE	January 25, 2021

55 Elm Street (650 Bay Street) - Reasons for Inclusion on the City's Heritage Register:

Located on the south side of Elm Street, at the southwest corner of Elm and Bay, the property at 55 Elm Street (with entrance address at 650 Bay Street) is valued for its association with Dr. John G. C. Adams, the father of public health dentistry in Canada, and whose office was located in the existing building in 1897-1899. This legacy is commemorated on the exterior of the building with a Heritage Toronto plaque (2015).

The property, together with the adjacent and attached eight house-form dwellings to the west at 57-71 Elm Street, embody the last remaining collection of buildings representative of this early period of land development on the block between Bay and Elizabeth streets within the city's historically significant St. John's Ward ("The Ward"), and part of the collection of diverse 19th century building types and uses that have contributed to the unique quality of Elm Street today. They are also valued as contributing remnants supporting an understanding of the City's forgotten Greenwich Village community that thrived in this immediate area in the 1950s and '60s, where early house-form buildings were painted in bright colours and served as bookstores, cafes and studio spaces for significant Canadian artists, writers and singers before the City's arts scene was forced further north to Yorkville due to development pressure in the downtown core.

The property at 55 Elm Street (650 Bay Street) is a representative example of a late 19th century retail and office building in red and buff brick cladding with brick detailing. The north and east elevations display stylistic features indicative of Renaissance Revival architecture with the alternation of round and flat-hooded openings and particularly the tripartite Palladian windows at grade. Exterior alterations to the building in 2013 are confined to the dark grey marble cladding and removal of one Palladian window on the east elevation at the first floor, but also include an improved overall appearance and material condition was achieved by cleaning and repairing the previously painted original brick on the upper floors.



View of the principal (north) elevations at 57-65 Elm Street (Heritage Planning, 2020)

DESCRIPTION:

57-65 ELM STREET	
ADDRESS	57, 59, 61, 63 & 65 Elm Street
WARD	University-Rosedale
LEGAL DESCRIPTION	PL 60 PT LT 2 to PT LT 3
NEIGHBOURHOOD/COMMUNITY	Bay Street Corridor
HISTORICAL NAME	N/A
CONSTRUCTION DATE	1891
ARCHITECT/BUILDER/DESIGNER	N/A
RECORDER	Heritage Planning-Liz McFarland
REPORT DATE	January 25, 2021

57-65 Elm Street - Reasons for Inclusion on the City's Heritage Register:

Located on the south side of Elm Street, between Bay and Elizabeth streets, the five attached properties at 57-65 Elm Street were built in 1891. The group is valued as a representative example of a Victorian row designed in the Toronto Bay-n-Gable architectural style with their off-set 2.5-storey bay surmounted by a steep gable containing wide bargeboards, shared dormer gables, stone headers and sills, and decorative stone and brick detailing. Exterior alterations to the buildings includes over-clad brick using paint, stucco or siding, each of which may be removed and is not considered to negatively impact their overall culture heritage value.

The properties at 57-65 Elm Street, together with the adjacent and attached commercial/office building at 55 Elm and the attached row of three Edwardian-era dwellings at 67-71 Elm, together embody the last remaining collection of buildings representative of this early period of land development on the block of Elm Street between Bay and Elizabeth streets within the city's historically significant St. John's Ward ("The Ward"), and part of the collection of diverse 19th century building types and uses that have contributed to the unique quality of Elm Street today. They are also valued as contributing remnants supporting an understanding of the City's forgotten Greenwich Village community that thrived in this immediate area in the 1950s and '60s, where early house-form buildings were painted in bright colours and served as bookstores, cafes and studio spaces for significant Canadian artists, writers and singers before the City's arts scene was forced further north to Yorkville due to development pressure in the downtown core.



View of the principal (north) elevations at 67-71 Elm Street (Heritage Planning, 2020)

DESCRIPTION:

67-71 ELM STREET	
ADDRESS	67, 69 & 71 Elm Street
WARD	University-Rosedale
LEGAL DESCRIPTION	PL 60 PT LT 4
NEIGHBOURHOOD/COMMUNITY	Bay Street Corridor
HISTORICAL NAME	
CONSTRUCTION DATE	c.1903-1909
ARCHITECT/BUILDER/DESIGNER	N/A
RECORDER	Heritage Planning-Liz McFarland
REPORT DATE	January 25, 2021

67-71 Elm Street - Reasons for Inclusion on the City's Heritage Register:

Located on the south side of Elm Street, between Bay and Elizabeth streets, the three attached house-form properties at 67-71 Elm Street were built c.1903-1909 to replace three earlier wood-frame structures located on the site. The current 2.5-storey buildings are valued as a representative example of an early 20th century row designed in the Edwardian style with their gables and dormer gables centred on the roof, symmetrically-arranged rectangular openings at the second-level, brick headers and stone sills, and minimalist detailing in contrast to the exuberance of Victorian architecture.

The properties at 67-71 Elm Street, together with the attached row of five Bay-n-Gable style dwellings at 57-65 Elm Street and the commercial and office building at the southwest corner of Bay and Elm (55 Elm Street), together embody the last remaining collection of buildings representative of this early period of land development on the block of Elm Street between Bay and Elizabeth streets within the city's historically significant St. John's Ward ("The Ward"), and part of the collection of diverse 19th century building types and uses that have contributed to the unique quality of Elm Street today. They are also valued as contributing remnants supporting an understanding of the City's forgotten Greenwich Village community that thrived in this immediate area in the 1950s and '60s, where early house-form buildings were painted in bright colours and served as bookstores, cafes and studio spaces for significant Canadian artists, writers and singers before the City's arts scene was forced further north to Yorkville due to development pressure in the downtown core.