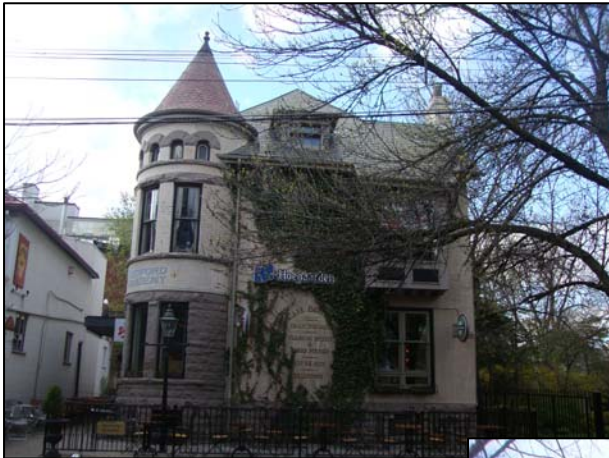


Heritage Conservation District Study

East Annex Heritage Conservation District City of Toronto



The Architectural
Conservancy
of Ontario



Heritage Resources Centre
Centre des ressources du patrimoine

UNIVERSITY OF
Waterloo



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Heritage Conservation District Study

Prepared for
The Architectural Conservancy of Ontario

By

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Of the
Heritage Resources Centre
University of Waterloo

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December 2012



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Thank you!

Executive Summary

Introduction

- The Ontario Heritage Act enables municipalities to designate Heritage Conservation Districts (HCDs)
- Heritage Conservation Districts allow municipalities to guide future changes in these areas of special character
- This study of Heritage Conservation Districts has been funded by the Ontario Trillium Foundation and is a joint effort among volunteers of the Architectural Conservancy of Ontario, the Heritage Resources Centre and volunteer historical societies across the province
- 32 districts designated in or before 2002 were examined

Background of East Annex Heritage Conservation District

- Located in the City of Toronto
- Consists of 377 predominantly residential properties
- District was designated in 1994
- Plan was written by Michel McClelland

Study Approach

- Resident surveys were conducted door-to-door by volunteers and HRC staff
- Land use mapping and a streetscape evaluation was conducted
- Sales history trends were collected from GeoWarehouse and analyzed
- Key stakeholders were interviewed

Analysis of Key Findings

- The implied goal to preserve existing buildings and streetscapes has been met
- Twelve of 16 people surveyed are very satisfied or satisfied with living in the district
- Information about applications for alterations was inconclusive
- Properties in the East Annex are performing well in the real estate market – 53 (over half) of the properties sold above average
- Designation has brought stability and predictability to the property market in the East Annex
- Overall, the East Annex Heritage Conservation District has been a successful planning initiative

Recommendations

The following aspects of the district represent areas for improvement:

- Track applications for alterations in a comprehensive and easily accessible manner
- Support the Neighbourhood Association as a primary means of communication
- Ensure the Official Plan supports the Heritage Conservation District guidelines
- Monitor changes and signage in the commercial areas

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1.0 Introduction

1.1 Heritage Act and Designation

The Ontario Heritage Act (Subsection 41. (1)) enables municipalities to designate Heritage Conservation Districts (HCDs). A Heritage Conservation District is an area with “a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings.”¹ Districts can be areas that are residential, commercial, rural, industrial, institutional or mixed use. According to the Ministry of Culture, “the significance of a HCD often extends beyond its built heritage, structures, streets, landscape and other physical and special elements to include important vistas and views between buildings and spaces within the district.”²

The designation of a Heritage Conservation District allows municipalities to protect the special character of an area by guiding future changes. The policies for guiding changes are outlined in a Heritage Conservation District Plan that can be prepared by city staff, local residents or heritage consultants. A Heritage Conservation District Plan must also include a statement of objectives and guidelines that outline how to achieve these objectives³.

1.2 Rationale for Heritage Conservation District Study

With funding from the Ontario Trillium Foundation, volunteers from branches of the Architectural Conservancy of Ontario (ACO) and Historical Societies partnered with the Heritage Resources Centre (HRC) at the University of Waterloo to undertake Phase 2 of a province-wide research program to answer the question: have Heritage Conservation Districts in Ontario been successful heritage planning initiatives over a period of time?

Many people now consider the Heritage Conservation District to be one of the most effective tools not only for historic conservation but for good urban design and sound planning. At least 102 HCDs are already in existence in Ontario with the earliest designations dating back to 1980. While more are being planned and proposed all the time there is also a residual resistance to HCDs from some members of the public. Typically this resistance centres on concerns about loss of control over one’s property, impact on property values and bureaucratic processes. On the other hand, the benefits of HCDs, establishing high standards of maintenance and design, allowing the development of and compliance with shared community values and the potential for increasing property values, are not as widely perceived as might be the case.

Since it takes a period of time for the impacts of district designation to manifest, Phase 1 of the study concentrated on examining the oldest districts, those designated in or before 1992. Phase 2 continued to look at well-established districts. Applying the criterion of residential, commercial or mixed-use areas designated in 2002 or before, 32 HCDs were examined. These districts are found in or near the following areas: Cobourg, Hamilton, Ottawa, St. Catharines, Markham, Toronto, Centre Wellington, Orangeville, London, Stratford, and the Region of Waterloo.

¹ Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 5

² Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 5

³ Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 12

Figure 1 shows that the 32 districts have a wide geographic distribution and represent various community sizes. The types of districts that are part of the study are also evident.

Geographical Distribution		Community Size		Type	
Northern	0	Small Community	11	Commercial	6
Eastern	7	Medium Sized	10	Residential	20
Central	19	Large City	11	Mixed	6
South Western	6				
	32		32		32

Figure 1: Distribution of Heritage Conservation Districts under examination.

The study sought to answer the following specific questions in each of the 32 Heritage Conservation Districts:

- Have the goals or objectives set out in the District Plan been met?
- Are residents content living in the Heritage Conservation District?
- Is it difficult to make alterations to buildings in the Heritage Conservation District?
- Have property values been impacted by the designation of the district?
- What are the key issues in the district?

These questions were answered through the contributions of local volunteers from the Architectural Conservancy of Ontario branches, Historical Societies and local heritage committees as well as through communication with local municipal officials.

2.0 Background of East Annex Heritage Conservation District

2.1 Description of the District

The East Annex Heritage Conservation District is located in the City of Toronto. It is situated between Bedford Road and Avenue Road and includes: the south side of Davenport Road, Bernard Avenue, Tranby Avenue, Boswell Avenue, Elgin Avenue, Lowther Avenue and Prince Arthur Avenue. The District consists 377 buildings. Most properties are residential, however Prince Arthur Avenue as well as Avenue and Davenport Roads have many commercial properties.

The East Annex is the second district designated in Toronto (after Wychwood Park) and the first large-scale neighbourhood.

2.2 Cultural Heritage Value of the District

The Heritage Conservation District Plan describes the heritage character as follows:

“The East Annex demonstrates the gradual growth of Toronto and its overall character is cohesive and distinctive from the neighbouring Yorkville to the east or the Annex to the west. Originally part of the Village of Yorkville, development of the area began with the subdivision and filling-in of the other east-west avenues: Bernard, Boswell, Elgin, and Lowther. Bedford Road, which completes the east-west avenues, was just west of the village boundary and was not laid out until the annexation to Toronto in 1887. This speculative development of the Annex led to changes within this western section of Yorkville, including the subdivision of the last undeveloped land, which created Tranby Avenue. The character of the area is one of incremental change where the major periods of development, most importantly from the 1870s to the first decade of the twentieth century, are amply represented by individual buildings” (p. 3)

2.3 Location of the District

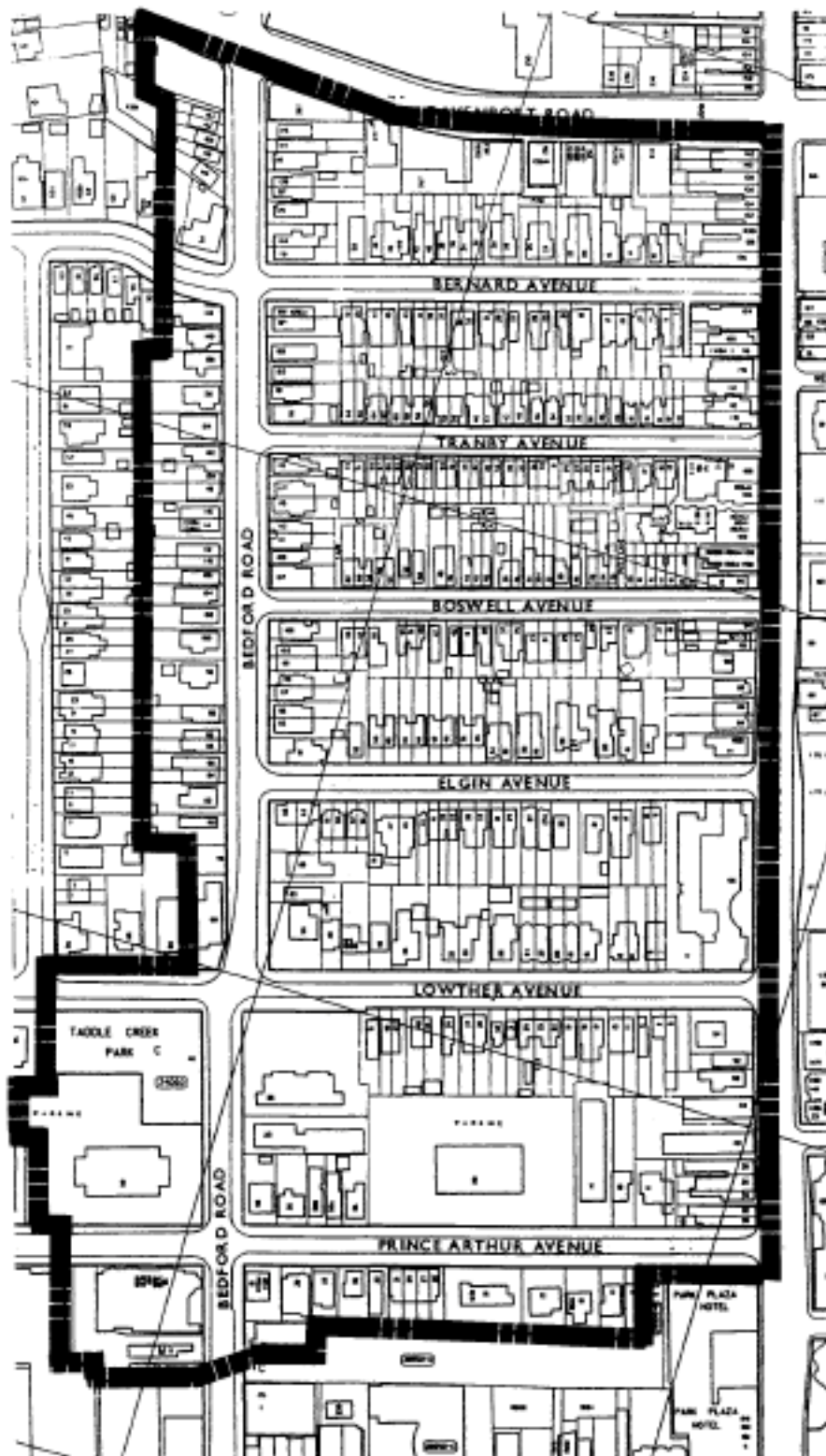


Figure 2: Map of East Annex Heritage Conservation District.

2.4 Designation of the District

The designation of the East Annex was initiated by local residents. The Heritage Conservation District Study was completed in 1993 by Michael McClelland, and included A.J. Diamond, Donald Schmitt and Company, Cilberto Prioste, Anne M. de Fort-Menares and Edwin J. Rowse.

The East Annex Heritage Conservation District is protected by By-law 520-94 adopted by the City of Toronto in 1994.

3.0 Study Approach

3.1 Resident Surveys

Residents of the East Annex Heritage Conservation District were asked a series of questions relating to their experiences and satisfaction living in the district. These surveys were conducted door-to-door by HRC staff and ACO NextGen volunteers. Of the 377 properties, a sample was taken resulting in 90 surveys being conducted. Only 16 of the 90 residents answered surveys, representing a 17.77% response rate. The tabulated findings of the survey are presented in Appendix A.

3.2 Townscape Survey

A Townscape Survey of East Annex was conducted in September 2011. The purpose of this survey is to provide an objective way to evaluate streetscapes. There are two elements to the survey; land use mapping and a streetscape evaluation. Land use maps, which represent the current use of buildings in the district, were produced for the East Annex (see Appendix B). The streetscape evaluation involves the use of a view assessment pro forma that generates scores between one and five for 25 factors in a view. A total of 19 views were photographed and evaluated (see Appendices C and D). The summary of the scores is included as Appendix E.

3.3 Real Estate Data

Sales history trends for properties within each Heritage Conservation District (HCD) under study were calculated and compared against non-designated properties in the immediate vicinity of each district. Sales records spanning an average 30 year period were identified for individual district properties using GeoWarehouse™, an online subscription database commonly used by real estate professionals.

To measure the market performance of properties within a given HCD the designated properties were compared with surrounding real estate. Properties within the HCD that had more than one record of sale were plotted on graphs and compared with the average sales figures for properties outside the HCD and within a 1 km radius. This comparison was done using three factors: first the line of best fit (a trend line derived from regression analysis) was compared to establish which was rising or falling at the greater rate, second the period between designated property sales was compared with that segment of the longer line that coincided with it and third the gap between the designated property sale value and the average for that year was noted. From this the judgement was made whether the designated property performed above, at, or below the average.

It is expected that the use of average sales prices from the immediate vicinity of a district as opposed to the use of municipality-wide sales trends would provide a more accurate comparative record to show how the district designation status itself affects property values. Aside from the locational factor (i.e. properties located within a district), it must be recognized that this study did not take into account a variety of other issues that can also affect sales prices (e.g. architecture, lot size, zoning etc.). This comparison simply looks at the single variable of designation. A total of 872 properties sales histories were calculated as part of this study.

3.4 Key Stakeholder Interviews

Individuals that had special knowledge of each district were interviewed for their experiences and opinions. These stakeholders often included the local planner, the chair or a member of the Municipal Heritage Committee and members of the community association or BIA. Two people were interviewed for the Heritage Conservation District. Both interviews were conducted over the phone. Those interviewed included a Preservation Officer for the City of Toronto and a member of the Resident's Association. A summary of the responses is included in Appendix G. Interviewees are not identified in accordance with the University of Waterloo policy on research ethics.

3.5 Requests for Alterations

With respect to the requests for alterations within the Heritage Conservation District, the study wished to answer these questions in each district:

- How many applications for building alterations have been made?
- How many applications have been approved or rejected?
- How long did the application process take for individual properties?
- What type of changes were the applications for?

For the East Annex Heritage Conservation District, the information regarding the number of applications for alterations and the time it took to receive approvals was not available.

4.0 Analysis of Key Findings

4.1 Have the goals or objectives been met?

The Heritage Conservation District Plan does not list any specific goals. However, as a heritage district, it is implied that the goal is to preserve existing buildings and streetscapes.

The objective to maintain and conserve buildings appears to have been met. Drawing on measures collected in the Townscape Survey, conserved elements evident, quality of conservation work, façade quality and maintenance all scored well. In addition, there are few neglected historic features and no dereliction. Furthermore, the quality of new development category did moderately well. In short, the area is well maintained and historic elements, buildings and the streetscape have been conserved



Figure 3: Examples of well maintained buildings

4.2 Are people content?

Two questions in the resident survey addressed people's contentment with living in the district. Most of the respondents (12 of 16) moved to the area after it was designated. Of these, ten people stated that the designation did not affect their decision to move to the area.

Currently, 12 of 16 respondents are very satisfied with living in the district. An additional person is satisfied with living in the district. Two people were neither satisfied nor dissatisfied, and only one responded indicated they were dissatisfied.

The satisfaction rates indicate that people were happy with the district, however, due to the low response rate, these findings may not be representative.

4.3 Is it difficult to make alterations?

Only two respondents indicated they had made applications for alterations. One of the two applications was approved and it took less than a month. The records from the City of Toronto were not available.

4.4 Have property values been impacted?

According to the resident surveys, seven respondents believed that the designation has increased their property values. Another four believed there was no impact and no one thought the designation had a negative impact on the value of their home. Five people did not know how the designation would impact their property value. In addition, nine of 15

respondents did not believe that the HCD designation would effect their ability to sell their property in the future.

The data from GeoWarehouse indicated that only 97 of the 377 properties had sales histories. Of these properties, 53 performed above average, 36 at average and 8 below average.

In the case of the East Annex over half of the properties have performed above the average trend of properties in the surrounding area. The large increases in value may have come from renovation investment, but designation has probably provided the stability and predictability that encouraged such investment.

Several of the well performing properties appreciated dramatically. However, it is not known whether they had been renovated, added to or replaced by a new building (Properties 3,14, 70). Likewise, a few properties decreased in value catastrophically and the reason for this is unclear (Properties 48, 65).

4.5 What are the key issues in the district?

a) Neighbourhood Association

The district was initiated with the help of the neighbourhood association, which is still very active. The association appears to be consistently communicating with residents, including sending out newsletters. This group is also seeking to designate other areas in the Annex.

b) Commercial area

The factor in the Townscape Survey which scored the lowest was advertising in keeping. Furthermore, the interviewees mentioned that the commercial streets are experiencing development pressure. The commercial area of this district represents a challenge to the character of the district.

c) Planning

In the interviews it was mentioned twice that the HCD needs to be incorporated into the City's Official plan to ensure the more effective protection of the area.

5.0 Conclusions

5.1 Conclusions

- The implied goal to preserve existing buildings and streetscapes has been met
- Twelve of 16 people surveyed are very satisfied or satisfied with living in the district
- Information about applications for alterations was inconclusive
- Properties in the East Annex District performed well in the real estate market – 53 (over half) of the properties sold above average
- Designation has brought stability and predictability to the property market in the East Annex

Overall, the East Annex Heritage Conservation District has been a successful planning initiative.

5.2 Recommendations

The following aspects of the district represent areas for improvement:

- Track applications for alterations in a comprehensive and easily accessible manner
- Support the Neighbourhood Association as a primary means of communication
- Ensure the Official Plan supports the Heritage Conservation District guidelines
- Monitor changes and signage in the commercial areas

Appendices

Appendix A

Tabular Results of Resident Surveys

Heritage Conservation District Name: East Annex

1. Are you the owner or tenant of this property?

Responses

	Owner	Tenant-Commercial	Tenant - Residential
Counts	9	1	3
Percentage	69.23	7.69	23.08

2. Are you aware you live within a HCD?

Responses

	Yes	No
Counts	14	2
Percentage	87.50	12.50

3. Did you move here before or after the area was designated?

Responses

	Before	After
Counts	4	12
Percentage	25.00	75.00

4. If you lived here before designation, how did you feel about it at the time?

Responses

Positive	1
Negative	1
Neutral	1
Mixed Feelings	0

5. If you came after the designation did the designation affect your decision to move here?

Responses

	Yes	No
Counts	2	10
Percentage	16.67	83.33

6. What is your understanding of how the HCD works?

Responses

Preservation	5
Restrictions,	6
No knowledge	4

7. Have you made application(s) for building alterations?

Responses

	Yes	No
Counts	2	13
Percentage	13.33	86.67

8. If so, were your applications for alterations approved?

Responses

	Yes	No
Counts	1	1
Percentage	50.00	50.00

9. On average, how long did the application take?

Responses

Over 5 months	0
4 to 5 months	0
1 to 3 months	0
Less than 1 month	1
Not long	0

10. Overall, how satisfied are you with living in a HCD?

Responses

	Mean Score out of 5	Very Satisfied	Satisfied	Neither Satisfied or Dissatisfied	Dissatisfied	Very Dissatisfied	Do not Know
Counts	4.50	12	1	2	1	0	0
Percentage		75.00	6.25	12.50	6.25	0.00	0.00

11. How do you think the HCD designation has affected the value of your property compared to similar non-designated districts?

Responses

	Mean Score out of 5	Increased a Lot	Increased	No Impact	Lowered	Lowered a lot	Do not Know
Counts	3.59	1	6	4	0	0	5
Percentage		6.25	54.55	36.36	0.00	0.00	31.25

12. Do you think the HCD designation will affect your ability to sell your property?

Responses

No	9
Yes	0
Yes, easier	1
Yes, harder	3
Don't know	1
Maybe	1

Total Population	90
Participants	16
Participation Rate	17.77777778

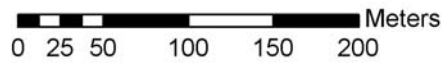
Appendix B
Land Use Map

Ground Level Land Use in East Annex Heritage Conservation District, Toronto



Legend

- | | | |
|--------------------------|-----------------------|--------------------------|
| HCD Boundary | Office / Commercial | Services |
| Not in HCD | Parking | Soft or hard landscaping |
| Eating / Drinking Places | Public buildings | Under development |
| Industrial | Residential | Vacant |
| Land use not assigned | Retail (low end - CS) | Warehouse / Storage |
| Leisure | Retail | |



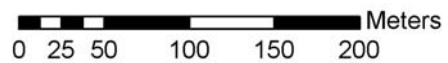
Heritage Resources Centre
 August 16, 2011
 Data provider: Teranet Inc.
 Coordinate system: NAD_1983_UTM_Zone_17N

Upper Level Land Use in East Annex Heritage Conservation District, Toronto



Legend

HCD Boundary	Office / Commercial	Services
Not in HCD	Parking	Soft or hard landscaping
Eating / Drinking Places	Public buildings	Under development
Industrial	Residential	Vacant
Land use not assigned	Retail (low end - CS)	Warehouse / Storage
Leisure	Retail	



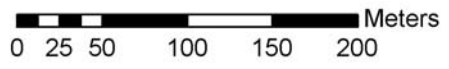
Heritage Resources Centre
 August 16, 2011
 Data provider: Teranet Inc.
 Coordinate system: NAD_1983_UTM_Zone_17N

Upper Level Land Use in East Annex Heritage Conservation District, Toronto



Legend

- | | | |
|--------------------------|-----------------------|--------------------------|
| HCD Boundary | Office / Commercial | Services |
| Not in HCD | Parking | Soft or hard landscaping |
| Eating / Drinking Places | Public buildings | Under development |
| Industrial | Residential | Vacant |
| Land use not assigned | Retail (low end - CS) | Warehouse / Storage |
| Leisure | Retail | |



Heritage Resources Centre
 August 16, 2011
 Data provider: Teranet Inc.
 Coordinate system: NAD_1983_UTM_Zone_17N

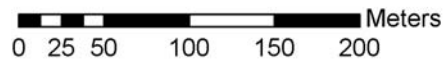
Appendix C

Map of Views

Views in East Annex Heritage Conservation District, Toronto



- Legend**
- HCD Boundary
 - Not in HCD
 - In HCD
 - Viewpoints
 - Viewpoints



Heritage Resources Centre
 August 16, 2011
 Data provider: Teranet Inc.
 Coordinate system: NAD_1983_UTM_Zone_17N

Appendix D
Photographs of Views



View 1



View 2



View 3



View 4



View 5



View 6



View 7



View 8



View 9



View 10



View 11



View 12



View 13



View 14



View 15



View 16



View 17



View 18



View 19

Appendix E

Townscape Evaluation Pro Forma

A. Streetscape Quality				
	Score	Out of	%	Out of 5
A1-Pedestrian friendly	56	95	58.95	2.9
A2-Cleanliness	65	95	68.42	3.4
A3-Coherence	72.5	95	76.32	3.8
A4-Edgefeature Quality	67	95	70.53	3.5
A5-Floorscape Quality	45	95	47.37	2.4
A6-Legibility	66	95	69.47	3.5
A7-Sense of Threat	63.5	85	74.71	3.7
A8-Personal Safety: Traffic	62	95	65.26	3.3
A9-Planting: Public	36	45	80.00	4.0
A10-Vitality	67	85	78.82	3.9
A 11- Appropriate Resting Places	50.5	95	53.16	2.7
A12-Signage	73	95	76.84	3.8
A13-Street Furniture Quality	47.5	85	55.88	2.8
A14-Traffic Flow. Appropriateness	73.5	95	77.37	3.9
SUM A	844.5	1250	67.56	3.4

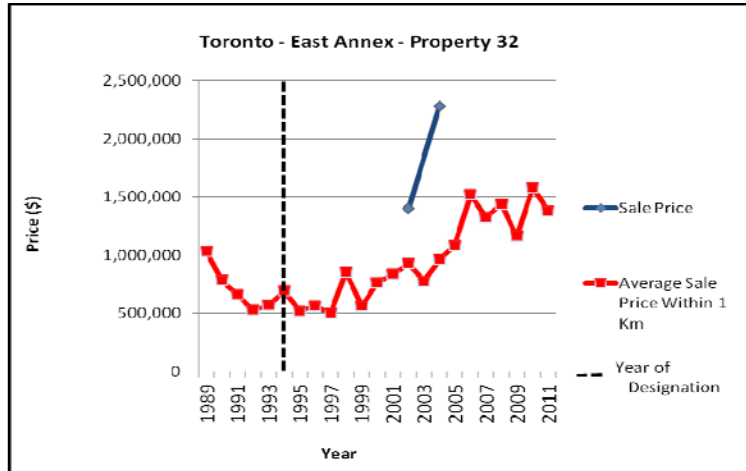
B. Private Space in View				
	Score	Out of	%	Out of 5
B15-Advertising, in keeping	23.5	40	58.75	2.9
B16-Dereliction, Absence of	90	95	94.74	4.7
B17-Detailing, Maintenance	82	95	86.32	4.3
B18-Facade Quality	80.5	95	84.74	4.2
B19-Planting Private	64.5	85	75.88	3.8
SUM B	340.5	410	83.05	4.2

C. Heritage in View				
	Score	Out of	%	Out of 5
C20-Conserved Elements Evident	74	85	87.06	4.4
C21-Historic Reference Seen	31	95	32.63	1.6
C22-Nomenclature/Place Reference	41	90	45.56	2.3
C23-Quality of Conservation Work	72	90	80.00	4.0
C24-Quality of New Development	34.5	55	62.73	3.1
C25-Neglected Historic Features	70.5	85	82.94	4.1
SUM C	323	500	64.60	3.2

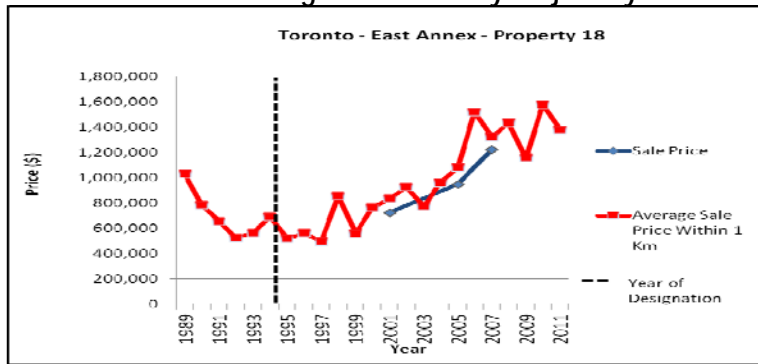
Impression Score				
Aggregate Score	1508	2160	71.73626016	3.6

Appendix F

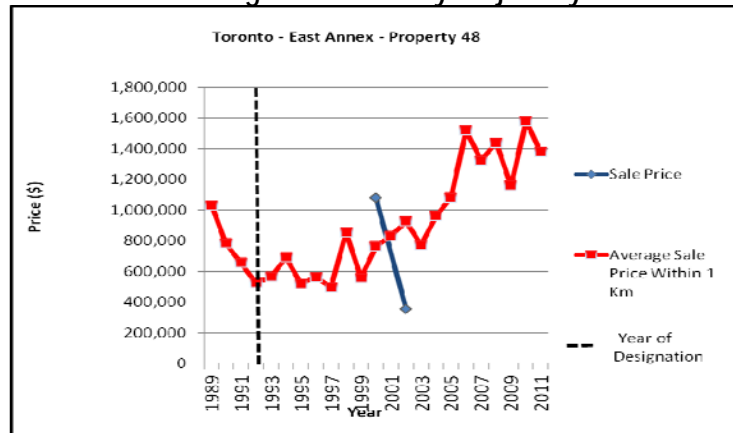
Real Estate Data



Above Average Sales History Trajectory



Average Sales History Trajectory



Below Average Sales History Trajectory

Appendix G

Summary of Key Stakeholder Interviews

Heritage Conservation District Name: East Annex
 Month(s) of Interviews: February and March 2012
 Number of People Interviewed: 2

Question	Summary of Answer
1. How are you involved in the HCD?	<ul style="list-style-type: none"> • Preservation Officer for the City of Toronto's Heritage Preservation Services • Resident of the East Annex district • Board member of the East Annex Residents Association • Coordinated a community response to a development application he felt would violate the guidelines of the district plan
2. How did the HCD come about?	<ul style="list-style-type: none"> • Likely from the efforts of community members working with the Annex Residents Association and the City • From the efforts of local community members and maybe local Council
3. In your opinion how has the HCD designation been accepted?	<ul style="list-style-type: none"> • Fairly well-received • Response has been favourable with no significant push-back from the residents • Most residents want to preserve the character of the area and know that development will negatively impact property values
4. In your experience what are the HCD management processes in place and how do they work?	<ul style="list-style-type: none"> • Rely on the provisions of Part V of the <i>Ontario Heritage Act</i> regarding alterations • Applications for alterations are made to staff as part of the building permit application process • City is working to put consistent HCD guidelines in place across the City, and incorporate these into the Official Plan • The district study guides the management of the East Annex
5. In your experience what is the process for applications for alterations?	<ul style="list-style-type: none"> • Residents make an application to the City and staff work with the Annex Residents Association Bylaw Committee for feedback • The district's Bylaw committee was set up by the Business Association and looks at proposed developments that may take away from the character of the community • It is an informal process used for community feedback on proposals for alteration • When an application for alteration is received, Heritage Preservation Services staff work with the planning and/or development departments to determine it's appropriateness based on the guidelines outlined in the HCD plan • Staff have delegated approval authority for minor exterior alterations • Major alterations (additions, demolitions) - Council approves/rejects
6. Is there a communication process set up for the HCD?	<ul style="list-style-type: none"> • No formal process • Annex Residents Association sends mailings and emails to its members, but this does not include all district residents • Annex Resident Association has a website where information relevant to the district can be shared • City of Toronto engages with Advisory Committee on more detailed alteration requests
7. In your	<ul style="list-style-type: none"> • Development pressure from the neighbouring Bloor St. and Avenue Rd. area

<p>opinion, what are the issues that are unique to the HCD and how have they been managed?</p>	<ul style="list-style-type: none"> • Proposed developments in the area must be assessed against the district plan to mitigate any harm to the area • Large transient, rental population in the district due to its proximity to the University of Toronto • Very mixed community with a concentration of multi-unit dwellings • Bounded by commercial streets and infringed upon by high-rise developments that cast large shadows, impacting tree foliage
<p>8. What are similar non designated areas?</p>	<ul style="list-style-type: none"> • The rest of the Annex area is similar, specifically Madison Ave. and the area west of Spadina Rd. (2)
<p>9. Other comments</p>	<ul style="list-style-type: none"> • HCDs need to be incorporated into the City of Toronto's Official Plan to improve the effectiveness of the protection available to these designated areas