

Heritage Conservation District Study

Draper Street Heritage Conservation District City of Toronto



Heritage Conservation District Study

Prepared for
The Architectural Conservancy of Ontario

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Of the
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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 Draper Street Heritage Conservation District

- Located in the City of Toronto
- Consists of 28 residential properties
- District was designated in 1998
- Plan was written by Heritage Toronto in consultation with the Draper Street Reference Group

Study Approach

- Resident surveys were conducted door-to-door by 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
- 77% of people surveyed are very satisfied or satisfied with living in the district
- Information about applications for alterations was inconclusive
- The property values are stable in the district
- Overall, the Draper Street Heritage Conservation District appears to be 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

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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. 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.

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 Draper Street Heritage Conservation District

2.1 Description of the District

The Draper Street Heritage Conservation District is located in the City of Toronto. It is situated along Draper Street between Front Street and Wellington Street West. The District consists of 28 residential buildings.

2.2 Cultural Heritage Value of the District

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

“An 1833 map drawn by H. J. Castle shows the future site of Draper Street. Building lots 5 and 6 on “Ontario Terrace” were valued at over 1000 pounds and owned by “Mr. Draper.” This evidently refers to William Henry Draper (1801-1877), a prominent provincial politician in the 1830s and 1840s who served as Chief Justice of Upper Canada from 1863 to 1869. On September 9, 1856, William Henry Draper’s son, George Draper, and Charles Jones registered Plan Number 171 for present-day Draper Street. George Draper was a prominent Toronto barrister who owned land on Brock Street (now Spadina Avenue). Plan 171 included a survey for Draper Street prepared by John Stoughton Dennis and dated July 15, 1855. Boulton’s Atlas of 1858 shows the street, but does not outline building lots. In 1862, Cane’s map indicates some sporadic development on the south (Front Street) portion of the tract, but not along Draper Street itself. Draper Street developed in four distinct phases in the period from 1881 to 1889.

In tracing the history of Draper Street, some sources suggest that the housing was constructed to accommodate the families of officers from Fort York, located just to the southwest. No evidence has been found to confirm this. In fact, by the late 19th century, military activity and housing had shifted from the Old Fort to the New Fort (Stanley Barracks) west of Strachan Avenue.” (p. 6)

2.3 Location of the District

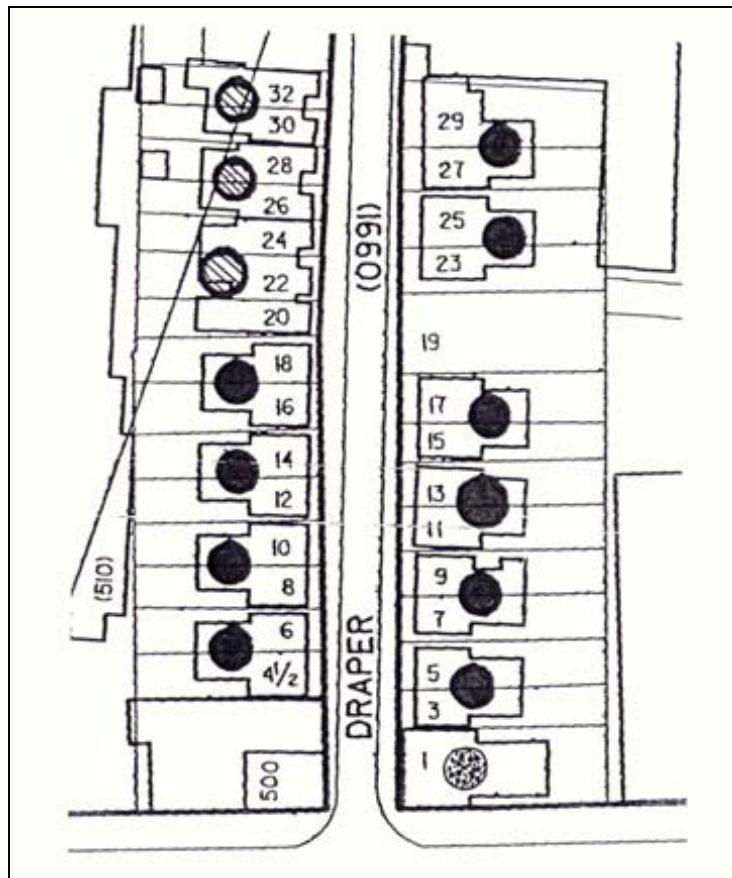


Figure 2: Map of Draper Street Heritage Conservation District

2.4 Designation of the District

The Heritage Conservation District Plan States the history of the designation as follows:

"In a petition dated July 16, 1997, the residents of Draper Street in Toronto's King-Spadina neighborhood requested the Board of Heritage Toronto to designate the properties under the *Ontario Heritage Act*. Toronto City Council passed a by-law to declare Draper Street a Heritage Conservation District Study Area at its meeting held on September 22 and 23, 1997. Heritage Toronto's preservation staff prepared a draft version of the Draper Street Heritage Conservation District Study for the consideration of the Board of Heritage Toronto at its meeting of April 22, 1998."

3.0 Study Approach

3.1 Resident Surveys

Residents of the Draper Street 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. Nine of the 28 residents answered surveys, representing a 32% response rate. The tabulated findings of the survey are presented in Appendix A.

3.2 Townscape Survey

A Townscape Survey of Draper Street was conducted in September 2012. 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 Draper Street (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. 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 Preservation Officers for the City of Toronto. A summary of the responses are 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 Draper Street 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 Draper Street Heritage Conservation District Study and 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, coherence, quality of conservation work, façade quality and maintenance all scored extremely high. In addition, there are few neglected historic features and no dereliction. In short, the area is well maintained and historic elements, buildings and the streetscape have been conserved.

4.2 Are people content?

Two questions in the resident survey addressed people's contentment with living in the district. Over half of the respondents lived in the district at the time of designation. Of these, three felt positive about designation and two had neutral feelings. Roughly half of the respondents (four of nine) moved to the area after it was designated. All four of these people stated that the designation did not affect their decision to move to the area.

Currently, three of nine respondents are very satisfied with living in the district. An additional four people are satisfied with living in the district. This represents a 77% satisfaction rate. Only one responded indicated they were neutral and one person was dissatisfied.

The satisfaction rates indicate that people were happy with the district at designation, and that level of satisfaction has been maintained.

4.3 Is it difficult to make alterations?

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

4.4 Have property values been impacted?

The data from GeoWarehouse indicated that only three of the 28 properties had sales histories. Of these properties, all of them performed at average. However, all performed below ambient market in terms of absolute value, likely due to the large condo developments surrounding the district. In short, the area's property values are stable.

4.5 What are the key issues in the district?

a) Development Pressure

Interviewees and residents indicated that the district is experiencing development pressure from the nearby condo developments.

5.0 Conclusions

5.1 Conclusions

- The implied goal to preserve existing buildings and streetscapes has been met
- 77% of people surveyed are very satisfied or satisfied with living in the district
- Information about applications for alterations was inconclusive
- The property values are stable in the district

Overall, the Draper Street Heritage Conservation District appears to be 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

Appendices

Appendix A

Tabular Results of Resident Surveys

Heritage Conservation District Name: Draper Street

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

Responses

	Owner	Tenant-Commercial	Tenant - Residential
Counts	7	0	2
Percentage	77.78	0.00	22.22

2. Are you aware you live within a HCD?

Responses

	Yes	No
Counts	9	0
Percentage	100.00	0.00

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

Responses

	Before	After
Counts	5	4
Percentage	55.56	44.44

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

Responses

Positive	3
Negative	0
Neutral	2
Mixed Feelings	0

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

Responses

	Yes	No
Counts	0	4
Percentage	0.00	100.00

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

Responses

Preservation	9
Restrictions	0
No understanding	0

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

Responses

	Yes	No
Counts	2	7
Percentage	22.22	77.78

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

Responses

	Yes	No
Counts	2	0
Percentage	100.00	0.00

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

Responses

Over 5 months	0
4 to 5 months	0
1 to 3 months	1
Less than 1 month	1
Not long	0
Unknown	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	4.00	3	4	1	1	0	0
Percentage		33.33	44.44	11.11	11.11	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	3.92	3	3	2	0	0	1
Percentage		33.33	37.50	25.00	0.00	0.00	11.11

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

Responses

No	5
Yes	0
Yes, easier	4
Yes, harder	0
Don't know	0
Maybe	0

13. Comments

Additional Comments: heritage permit process was tedious (1); taxes go up (2); insurance problems (1); worried about encroaching condos (1); many exterior changes being made are not sympathetic to heritage integrity- no teeth in system (1);


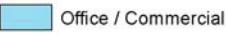


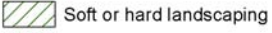

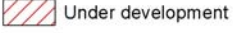


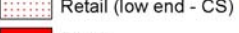
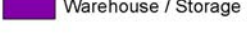


Total Population	28
Participants	9
Participation Rate	32.14285714

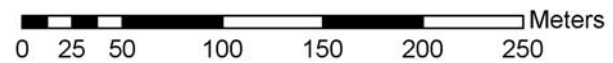
Appendix B
Land Use Map

Ground Level Land Use in Draper Street 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	


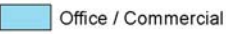



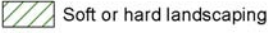


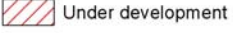

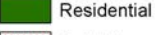

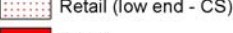
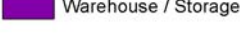




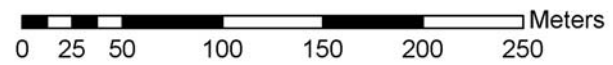
Heritage Resources Centre
 August 24, 2011
 Data provider: Teranet Inc.
 Coordinate system: NAD_1983_UTM_Zone_17N

Upper Level Land Use in Draper Street 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	

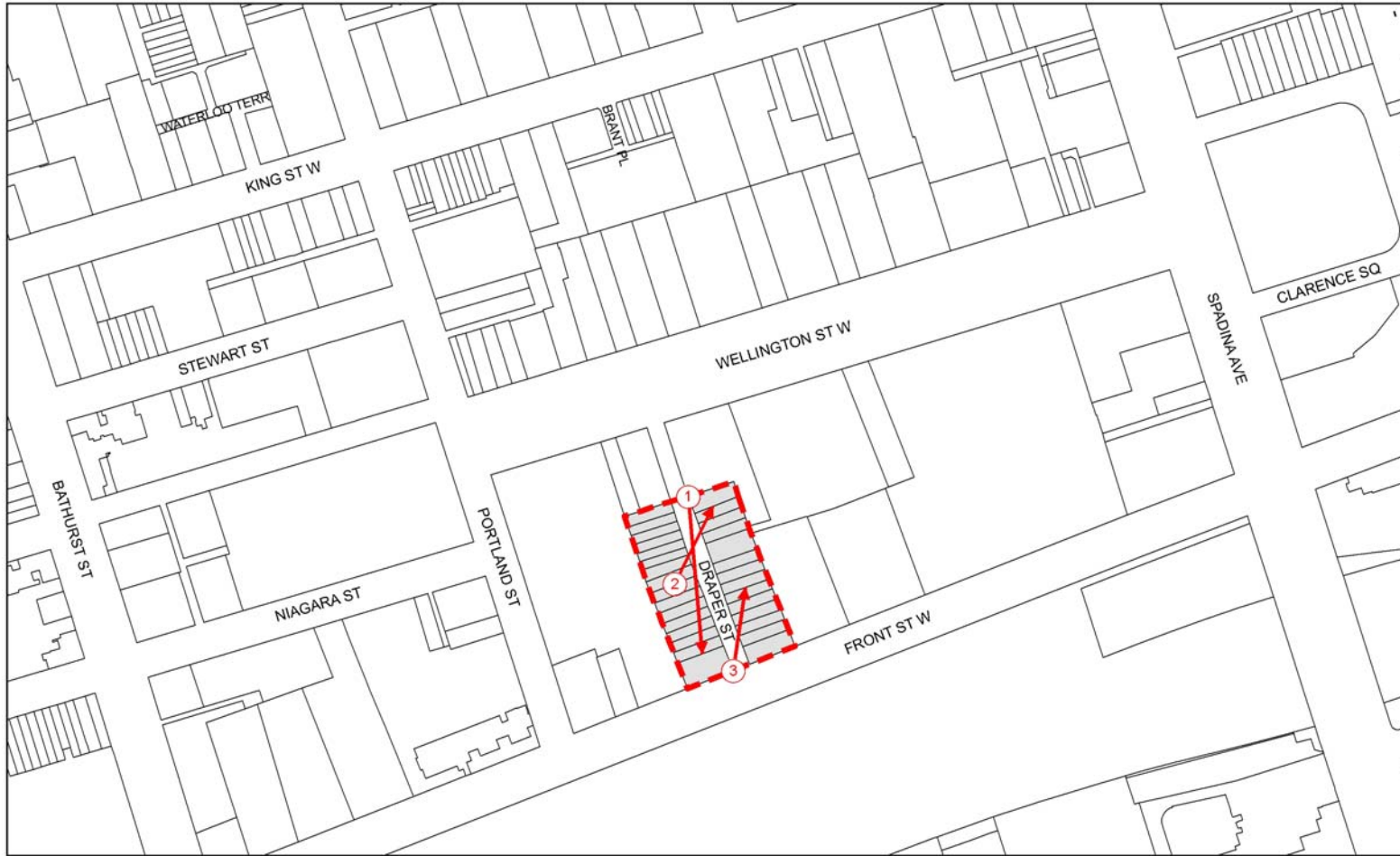


Heritage Resources Centre
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 Data provider: Teranet Inc.
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Appendix C

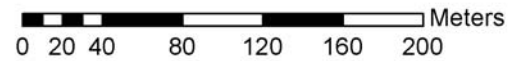
Map of Views

Views in Draper Street Heritage Conservation District, Toronto



Legend

- HCD Boundary
- Not in HCD
- Viewpoints
- In HCD
- Viewlines



Heritage Resources Centre
August 24, 2011
Data provider: Teranet Inc.
Coordinate system: NAD_1983_UTM_Zone_17N

Appendix D
Photographs of Views



View 1



View 2



View 3

Appendix E

Townscape Evaluation Pro Forma

A. Streetscape Quality				
	Score	Out of	%	Out of 5
A1-Pedestrian friendly	7	15	46.67	2.3
A2-Cleanliness	11	15	73.33	3.7
A3-Coherence	13	15	86.67	4.3
A4-Edgefeature Quality	10.5	15	70.00	3.5
A5-Floorscape Quality	6	15	40.00	2.0
A6-Legibility	12	15	80.00	4.0
A7-Sense of Threat	6	15	40.00	2.0
A8-Personal Safety: Traffic	12	15	80.00	4.0
A9-Planting: Public	0	0	0.00	0.0
A10-Vitality	7	15	46.67	2.3
A 11- Appropriate Resting Places	6	15	40.00	2.0
A12-Signage	12	15	80.00	4.0
A13-Street Furniture Quality	2.5	5	50.00	2.5
A14-Traffic Flow. Appropriateness	12	15	80.00	4.0
SUM A	117	185	63.24	3.2

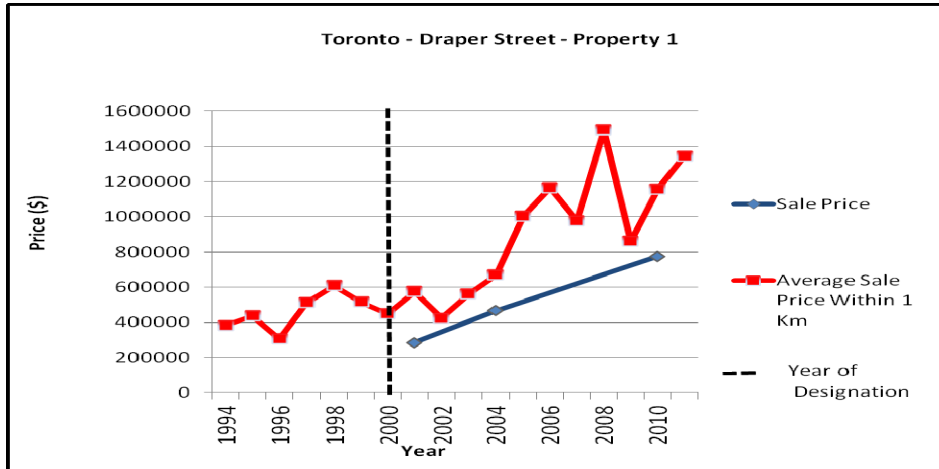
B. Private Space in View				
	Score	Out of	%	Out of 5
B15-Advertising, in keeping	0	0	0.00	0.0
B16-Dereliction, Absence of	14	15	93.33	4.7
B17-Detailing, Maintenance	12.5	15	83.33	4.2
B18-Facade Quality	12.5	15	83.33	4.2
B19-Planting Private	9.5	15	63.33	3.2
SUM B	48.5	60	80.83	4.0

C. Heritage in View				
	Score	Out of	%	Out of 5
C20-Conserved Elements Evident	13	15	86.67	4.3
C21-Historic Reference Seen	7	15	46.67	2.3
C22-Nomenclature/Place Reference	7	15	46.67	2.3
C23-Quality of Conservation Work	14	15	93.33	4.7
C24-Quality of New Development	1	5	20.00	1.0
C25-Neglected Historic Features	13	15	86.67	4.3
SUM C	55	80	68.75	3.4

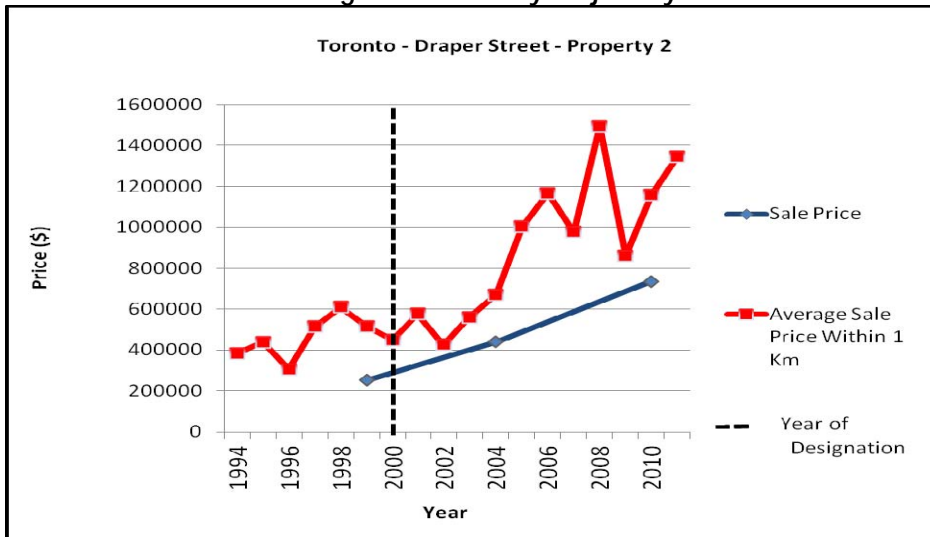
Impression Score				
Aggregate Score	220.5	325	70.94219219	3.5

Appendix F

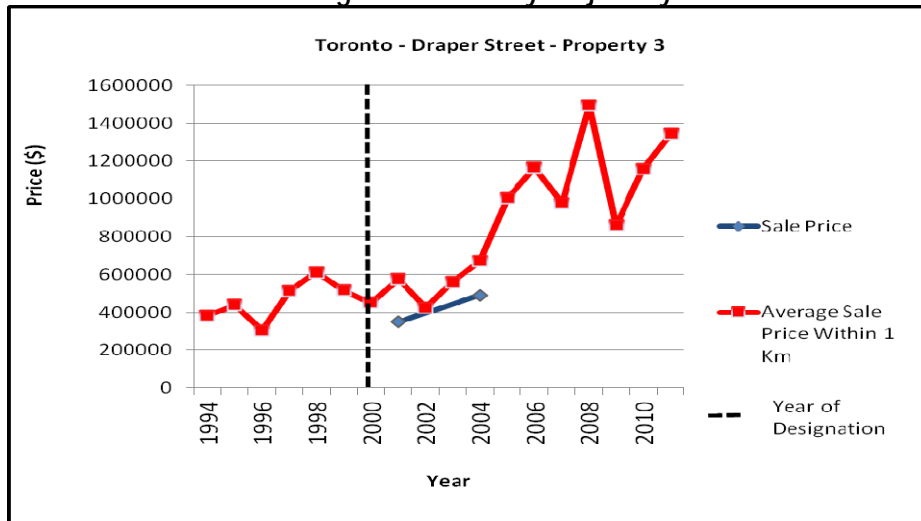
Real Estate Data



Average Sales History Trajectory



Average Sales History Trajectory



Average Sales History Trajectory

Appendix G

Summary of Key Stakeholder Interviews

Heritage Conservation District Name: Draper Street
 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 (2)
2. How did the HCD come about?	<ul style="list-style-type: none"> • From the efforts of local community members (2)
3. In your opinion how has the HCD designation been accepted?	<ul style="list-style-type: none"> • Fairly well-received (2)
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 (2) • Applications for alterations are made to staff as part of the building permit application process (2)
5. In your experience what is the process for applications for alterations?	<ul style="list-style-type: none"> • 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 (2) • Staff have delegated approval authority for minor exterior alterations (2) • Major alterations (additions, demolitions) (2) - Council approves/rejects
6. Is there a communication process set up for the HCD?	<ul style="list-style-type: none"> • No • District has an Advisory Committee but it is not very active
7. In your opinion, what are the issues that are unique to the HCD and how have they been managed?	<ul style="list-style-type: none"> • District is very different from the area surrounding it that is composed of commercial and some industrial uses • Very aggressive development pressure in these surrounding areas but not within the district itself • Very small district, only one street, smallest in Toronto (2) • District has remained intact and has a close knit community • Only minor building applications have been received
8. What are similar non designated areas?	<ul style="list-style-type: none"> • None (2)
9. Other comments	<ul style="list-style-type: none"> • n/a